

Borough Council of  
**King's Lynn &  
West Norfolk**



**Borough Council of King's Lynn and West Norfolk's  
Response to  
the Issues and Questions raised by Inspector David  
Hogger  
in relation to the  
King's Lynn and West Norfolk Local Plan:  
Site Allocations and Development Management  
Policies**

**Issue 1: The Duty to Co-operate, Legal  
Requirements and the Council's Broad  
Strategy**

Examination  
June 2015

Table of abbreviations used with the Council's Statements

Abbreviation	Full Wording
AONB	Area of Outstanding Natural Beauty
BCKLWN	Borough Council of King's Lynn and West Norfolk
BDC	Breckland District Council
CLG	Communities and Local Government
CITB	Construction Industry Training Board
CS	Core Strategy
DM	Development Management
DPD	Development Plan Document
EA	Environment Agency
FDC	Fenland District Council
FRA	Flood Risk Assessment
GI	Green Infrastructure
GTANA	Gypsy and Traveller Accommodation Needs Assessment
ha	Hectare
HELAA	Housing and Economic Land Availability Assessment
HLF	Heritage Lottery Fund
HRA	Habitats Regulation Assessment
HSEHA	Health and Safety Executive Hazard Areas
IDB	Internal Drainage Board
KRSC	Key Rural Service Centres
KLATS	King's Lynn Area Transportation Strategy
LDS	Local Development Scheme
LLFA	Lead Local Flood Authority
LPSO	Local Plan Sustainability Objectives
NCC	Norfolk County Council
NE	Natural England
NP	Neighbourhood Plan
NPPF	National Planning Policy Framework
NORA	The Nar Ouse Regeneration Area
NWT	Norfolk Wildlife Trust
OAN	Objectively Assessed Need
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites
RV	Rural Village
RAF	Royal Air Force
RLA	Residential Land Assessment
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SADMP	Site Allocation and Development Management Policies Plan
SCI	Statement of Community Involvement
SEA	Strategic Environmental Assessment
SFRA	Strategic Flood Risk Assessment
SHMA	Strategic Housing Market Assessment
SHLAA	Strategic Housing Land Availability Assessment
SMP	Shoreline Management Plan
SPA	Special Protection Area
SSF	Site Sustainability Factors
SSSI	Site of Special Scientific Interest
SuD	Sustainable Drainage systems
SVAH	Smaller Villages and Hamlets
SWMP	Surface Water Management Plan
THI	Townscape Heritage Initiative
UPC	Un-attributable Population Change

### Response to Questions:

1.1:

- **Has co-operation between the Borough Council and other nearby local planning authorities been a continuous process of engagement from initial thinking?**
- **What evidence is there of effective co-operation (NPPF paragraph 181) and of joint working on areas of common interest being diligently undertaken for the mutual benefit of neighbouring authorities (NPPF paragraph 178)?**
- **Is there a long-term commitment to co-operation**

1.1. The Borough Council has produced a Duty to Co-operate Statement (SADMP 2015) which sets out how the authority has engaged with neighbouring local planning authorities throughout the plan making process. At an introductory level the Council has consulted with all neighbouring authorities, County Councils and Parish Councils at each consultation stage throughout the Site Allocations and Development Management Policies document and before that the Core Strategy. This is demonstrated in the Statement of Consultation (SADMP 2013 and 2014). The Duty to Co-operate Statement identifies strategic priorities/ planning issues and where there is a joint interest across local authority boundaries, how local planning authorities have worked together on these and the timescales for this. It provides details of the evidence collected and work produced as a result. Section 4 'Strategic Planning Priorities' and Appendix 1 'Strategic Planning Issues' expands on this in more detail. The tables included in Appendix 1 specifically detail 'Outcomes from strategic working' and 'Ongoing cooperation' for each issue, identifying the Council's long term commitment to effective co-operation. (Borough Council's comments on this question should be read alongside answer to Issue 1.2)

1.2. Paragraphs 178 and 181 of the National Planning Policy Framework provide guidance to local planning authorities on co-operative working. It is our view that the Duty to Co-operate Statement demonstrates that the Council is in line with this. The position is summarised in the NPPF Continuity Matrix (Document KLWN03).

1.3. The Statement identifies many examples and refers to evidence of having effectively co-operated on an on-going basis to plan for such cross-boundary issues, both through policies such as F3.1 Wisbech Fringe, or DM18 Coastal Flood Risk Hazard Zone, and plans such as Shoreline Management Plans and the Wash East Coastal Management Strategy which in many cases were jointly prepared/ commissioned and have been agreed by member

authorities/ organisations. Below are some more detailed examples of the authority's co-operation:

- Work alongside Fenland District Council (FDC) and Cambridgeshire County Council on the Wisbech Fringe allocation - The joint working dates back to the Core Strategy, where the broad location was selected as a direction for growth. FDC have since had their Local Plan adopted identifying their part of the site and the policy wording for this allocation. We supported their allocation. FDC have registered their support for our Wisbech Fringe allocation (Policy F3.1). Ourselves and FDC has established a project delivery group for East Wisbech which includes the local authorities (Policy and Planning Control officers), County Councils, the Highways Agency, alongside land owners and agents. The intention is that the group works together to assist in delivering the site. Specifically for the Wisbech Fringe allocation we will be submitting a joint Statement of Common Ground with Fenland District Council to clarify our joint approach to policy and to ensure our allocation can be delivered as a comprehensive cross border development. We also intend to submit a Statement of Common Ground for the East Wisbech Project Group to demonstrate the support for the policy and the intention to work together to bring forward the site.
- The protection of Stone Curlews (an SPA species) - Breckland District Council (BDC) commissioned a study in 2008 to consider the interaction of potential development with the protected interests. Part of the SPA also falls within our borough, and so the Council has worked with BDC to ensure our policies achieve the appropriate level of protection across authorities. This was again at the time of the Core Strategy but work has continued to date to ensure a co-operative approach. Most recently BDC has commissioned a study to review the operation of the policy, and Natural England has convened a working group to establish a more focussed approach on different development proposals.
- At a strategic level the Duty to Cooperate Forum (discussed in the Duty to Co-operate Statement on page 5) has been established and as well as identifying and monitoring current cross-boundary planning issues/ strategic priorities, will guide the local authority through the next review of the Local Plan.

1.4. This Issue Statement, alongside the Duty to Co-operate Statement highlights that the authority's co-operation with neighbouring local planning authorities

The King's Lynn & West Norfolk Borough Council's response to the Issues and Questions paper from  
Inspector David Hogger

has been a continuous process and will continue to be through to the  
implementation of policy, which is considered to be consistent with the NPPF.

1.2:

**Have any cross-boundary strategic priorities or issues been identified? If so are they clearly reflected in the SADMP (NPPF paragraph 179)?**

## **1. Strategic Planning Issues**

1.1 The Borough Council has identified in the Duty to Cooperate Statement (April 2015) those significant strategic planning issues where there has been a need to engage in significant cross boundary work. Outlined below are the subjects where our 'strategic issues' have more significant implications for us and another authority/ organisation, and where the Council are working alongside others to take a comprehensive approach to policy making and development. Appendix 1 of the Duty to Cooperate Statement provides the detail on the cooperative working around these issues. It includes the evidence, partners involved, actions and outcomes, as well as how the cooperation will be continued. Appendix 2 to that Statement shows a diagram of the Council's relationship with neighbouring authorities around wider strategic issues for the Borough, and Appendix 3 gives a map of the Strategic Planning Area. In summary those more substantial areas / subjects are:

- Strategic Flood Risk Assessment and climate change issues
- Affordable Housing
- Gypsies and Travellers - Accommodation Needs
- Strategic Transport
- Green Infrastructure
- Protection of SPA species - Stone Curlews
- Potential for adverse impacts on Natura 2000 sites (SPAs, SACs and Ramsar sites)
- Landscape Protection - Norfolk Coast Project (AONB)
- Wisbech Fringe
- Coastal Management
- Implementation

1.2 The table at page 7 of the Statement gives a useful summary of the specific co-operation required for these particular subjects and the outcomes arising. As can be seen many of the subjects have been dealt with through the Core Strategy, others such as coastal issues have necessitated a specific approach in the SADMP.

## **2. Reflection of the strategic co-operation into SADMP policies**

2.1 Five particular subjects have had implications wider than just the Borough.

The following table explains the position and outlines where the SADMP make specific provisions about these.

Area for co-operation	Reflected in SADMP
<p><b>Environmental assets issues</b> – Primarily through the Habitats Regulations work there has been a need to address potential pressures on the sensitive sites. There is a direct relationship to policies outlining the provision of green infrastructure and also those policies (usually associated with the larger allocations) requiring alternative provision on-site. The Duty to Co-operate work has initiated joint studies of the recreational pressures from new development across the county. The outcomes of this work will strongly influence the next round of plan preparation.</p>	<p>Whilst a detail point, for example, the choice of individual development locations has been influenced by the existing stone curlew zone, which was jointly accepted by the local planning authorities in 2008/9.</p> <p>(Feltwell G35 and Hockwold G50)</p>
<p><b>Landscape protection</b> – The Norfolk Coast Project Area of Outstanding Natural Beauty has a significant impact on development locations in the north of the Borough.</p>	<p>Co-operation through the Core Management Group to prepare a Management Plan addressing social, environmental and economic issues is a key driver to SADMP policies and allocations.</p> <p>(Western and northern coastal settlements as affected by AONB)</p>
<p><b>Wisbech Fringe</b> - There has been a direct need to work with Fenland DC to make optimal use of sites around the town of Wisbech (some of which are in West Norfolk). Wisbech is constrained by flood risk issues. Some of the more suitable sites in the area straddle the county boundary.</p>	<p>Allocations are made in the two districts local plans, and are being pursued through a joint working group of officers and developers. (See Section F.3)</p>
<p><b>Coastal Areas</b> - Section C.18 outlines the issue and the working together initiated through the production of the Wash East Coast Management Strategy (2014) / Wash Shoreline Management Plan (2010) / and the Coastal Change Pathfinder Study (2011). The consistent application of overall principles for location of development is vital.</p>	<p>Our policies reflect the co-operation with Environment Agency and other authorities.</p> <p>(Section C18 and Policy DM 18)</p>

<p><b>Implementation-</b> The Borough Council needs to work across boundaries to secure improvements for example to strategic road networks (principally A47) and rail links from King's Lynn to King's Cross via Cambridge.</p>	<p>Ongoing, affecting the whole Borough.</p>
--	--



1.3:

**Has the Site Allocations and Development Management Policies document been prepared in accordance with the Council's SCI?**

1.1. The Statement of Community Involvement (SCI) was adopted by the Council in 2007, and so has been in place for both the Core Strategy, and Site Allocations and Development Management Policies plan making process. The planning system has undergone changes as a result of more recent planning legislation (such as the Planning and Compulsory Purchase Act, and the Localism Act) which has mean statutory changes to the plan making process itself. The changes in legislation have had little impact on the Councils intended consultation stages of the plan and therefore the SCI has remained relevant to date.

1.2. Throughout the plan making process the Council has followed the requirements and guidance set out in the SCI and this is demonstrated in the Consultations Statements (Statement of Consultation (Oct 2014) and Statement of Consultation: Part 2 (Apr 2015) (SADMP 2014 and 2015)) submitted alongside the Plan. The Consultation Statements provide detail and evidence of the range of consultees, the methods used and the results of the consultation at each stage. This is in line with the methodology and techniques set out in the statement of each particular stage in the process, through to submission. The Examination, reporting and adoption stages will also continue to follow the SCI guidelines. The Council will take the view as to whether to refresh the SCI prior to the review of the Local Plan.

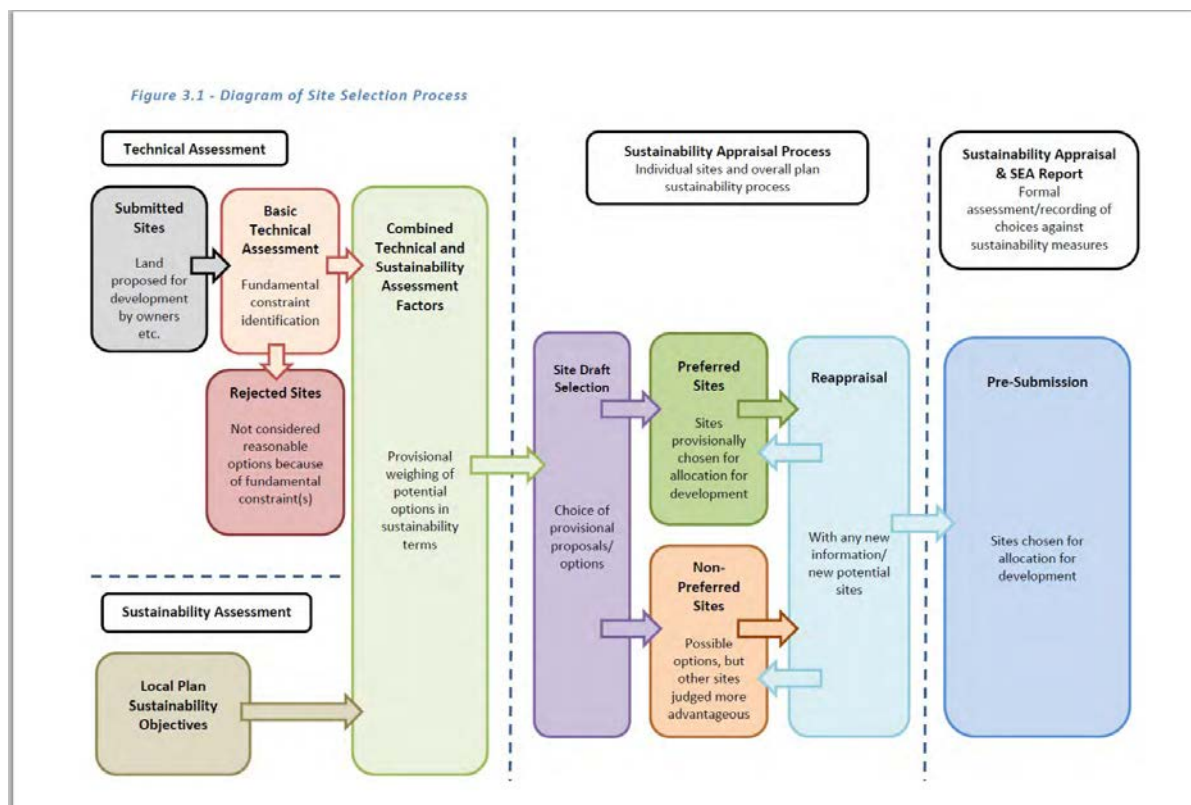
1.4:

- In broad terms is the SADMP based on a sound process of sustainability appraisal and testing of reasonable alternatives, and does it represent the most appropriate strategy in the circumstances?
- Has the site selection process been objective and based on appropriate criteria?
- Is there clear evidence demonstrating how and why the preferred strategy was selected?
- Does the Plan provide for a satisfactory mix of housing to serve the needs of different groups in the community (NPPF paragraph 50)?

[Detailed site specific issues will be dealt with under the relevant settlement/allocation]

### 1. In broad terms is the SADMP based on a sound process of sustainability appraisal and testing of reasonable alternatives, and does it represent the most appropriate strategy in the circumstances?

1.1. Sustainability Appraisal reports have been prepared at each stage in the plan preparation process. Sections A.0.20 – 22 outline the general process that has been followed in terms of SA and SEA.



The diagram above (from page 14 of the Sustainability Appraisal Report) shows how the elements of technical assessments and the sustainability appraisal objectives have been brought together. More particularly in respect of site choices Appendix 6 explains how we moved from a basic level technical assessment to a set of 'reasonable alternatives' which were subject to a full sustainability appraisal and a judgement made as to the more appropriate site to allocate.

- 1.2. The Development Management policies (DM) have been fully assessed using the SA / SEA framework – Document SEA01 gives the detail scorings. As can be seen from pages 68 – 71 the current proposed policy (line given in 'black') is seen against the other options / alternatives considered. Wording and application has evolved from the Issues and Options stages to the Preferred Options and then the Submission version.
- 1.3. The cumulative effects on the sustainability of the area can be gauged from the tables at pages 7 and 8 in the non – technical summary. An overall positive position is presented. A more detailed explanation is given in section 4 on pages 45 – 51.

## **2. Has the site selection process been objective and based on appropriate criteria?**

(A description of the relationship to Sustainability Appraisal (SA Report, document SAOI) is also outlined in respect of the Inspector's Question 3 and question 3.2)

- 2.1. The criteria used in the assessment of individual sites are manifested through the SA objectives. However the process has involved a number of steps to ensure that the factors scored in relation to sites specifically reflect the mainly physical attributes that specific pieces of land will display, e.g. highways and landscape issues. To do this we have related the technical aspects to particular sustainability appraisal objectives.
- 2.2. Section 3.4 'Site sustainability factors' (SSF) discusses the fact that the full set of 20 local plan sustainability objectives (LPSO) are not well suited to the assessment of physical sites. In order to ensure that there was a reasonable relationship of the SSF to the LPSO the matrix at page 23 (Table 3.4b) describes the factors and the degree of relationship. The Borough Council considers there is an appropriate fit of the SSF to the LPSOs. The scoring system is outlined in detail in Table 3.4c.

2.3. Section 5.4 (page 79) of the SA Report explains the process noting the early technical assessments and working through to the identification of 'reasonable options'. Page 81 onwards gives the detail for the 'reasonable options' together with a discussion and conclusion balancing the various factors and giving a comprehensive assessment under the SA headings. As the SA process is continuous new technical information and new sites will have come into the system as the plan proceeded through the consultation phases. The SA has been updated as this has happened, and the relative sustainability of sites may have changed.

Figure 3.1 above describes this in a flow chart, noting the relationship of technical factors to the SA process. In terms of the detailed technical factors feeding into the SA the following tables outlines the sequences and the constraint checking criteria. These then inform the assessments at the SA of each site.

Stage	Result/Output
Stage 1 – Technical factors	<p>A) Basic Technical Assessment</p> <p>A small number of sites subject of fundamental constraints with no clear prospect of resolution rejected as not being reasonable options for development. The remainder go forward to a more detailed assessment (Stage 1b).</p>
	<p>B) Detailed Technical Assessment</p> <p>Technical assessment and comparative ranking for potential sites in each settlement. Informs (but does not determine) Stage 2 – Site Selection, and provides some of the content for the Sustainability Appraisal</p>
SA / SEA	Appraisal of the sustainability of each site in relation to a set of 'site sustainability factors', which in turn are related to the LDF Sustainability Objectives
Detail plan allocations	Site allocations – areas, particular types or amounts of development, and any particular considerations and conditions for development.

<p align="center"><b>Site Technical Assessment Criteria</b></p> <p align="center"><b>Stage 2 – Constraints</b></p>	
<b>Brownfield / Greenfield</b>	Is the site greenfield (undeveloped) land?

<b>Height / Shape</b>	Does the height and shape of the land make it unsuitable to develop upon?
<b>Area of Outstanding Natural Beauty (AONB)</b>	Is the site within the Area of Outstanding Natural Beauty?
<b>Major Utilities</b>	Is the affected by major utility infrastructure (e.g. high pressure gas pipelines, electricity pylons, wind turbines) which could compromise housing development?
<b>Environmental Designations</b>	Is the site within locally designated nature conservation areas? (Local Nature Reserve, County Wildlife Site, Roadside Nature Reserve)?
<b>Biodiversity</b>	Would development of the site impact negatively on local biodiversity?
<b>HSE Hazard</b>	Is the site within designated 'Health and Safety Executive Hazard Areas'?
<b>Loss of Community Facilities/ Open Space</b>	Would housing development on the site result in loss of community facilities and/or publicly accessible open space (whether formal or informal)?
<b>Loss of Employment Land</b>	Would housing development on the site result in loss of land for employment uses?
<b>Loss of Agricultural Land</b>	Would development of the site result in loss of high quality agricultural land (Grade 1 – 3) currently in agricultural use or capable of being returned to that use?

The individual assessment forms and the site sustainability factors are compiled having reference to these constraints.

#### 2.4. Conclusion

- The process of Sustainability Appraisal has been conducted over the various preparation stages of the SADMP
- The SA Report to the submission version represents the culmination of the process.
- The SA process was developed from the original Borough Council methodology to expressly incorporate specific site issues. A clear relationship can be traced from the sustainability issues for the Borough (economic, social and environmental) through the Local Plan Sustainability Factors, which are analysed in the Site Sustainability Assessments.
- The overall conclusions/choices reflect the relative sustainability of individual reasonable alternatives.

- Given the process the Borough Council would conclude that it was presented the most appropriate strategy against the factors assessed.

### **3. Is there clear evidence demonstrating how and why the preferred strategy was selected?**

3.1. There are two aspects to the selection of a 'preferred strategy'.

Firstly in respect of the **selection of housing allocations** across the Borough, which forms the bulk of the SADMP

- a) The Core Strategy sets out a settlement hierarchy (policy CS02) and a broad allocation of dwelling numbers to each category. Thus an overall 'preferred strategy' emerged from that document.
- b) The SADMP takes the broad numbers as a starting point and seeks to allocate a specific portion to particular places (section D). Sections E, F and G then identify the specific site location and number of units. Whilst there would be some flexibility both the overall quantum and the potential places to be used are fixed in the Core Strategy.

3.2 In terms of the **development management policies**, apart from broadly addressing development issues across the Borough and contributing to future sustainability, the 22 policies do not explicitly represent one strategy.

3.3 Section D of the SADMP, particularly D.1.10 and D.1.12 refer back to the Core Strategy, but D.1.14 notes the method of allocating housing numbers in direct relation to the existing population of a settlement. Appendix 5 gives the detail of that precise calculation. The Issues and Options version of the SADMP (2011) consulted on alternative distribution mechanisms (see question page 17 of that document).

3.4 The Core Strategy (the principal DPD), which was adopted in July 2011, has already established the 'big' issues such as the hierarchical approach to development by settlement type (see Core Strategy Policy CS02) and the amount of housing needed in the borough (see Core Strategy Policies CS01 and CS09). The position of a settlement in the hierarchy is intended to inform decisions about how it is most appropriate to locate future development. As such the hierarchy has a significant influence upon the SADMP. The sustainability impacts of the hierarchy have previously been assessed against findings of the Scoping Report.

### **4. Does the Plan provide for a satisfactory mix of housing to serve the needs of different groups in the community (NPPF paragraph 50)?**

4.1. There are 3 aspects specifically mentioned in NPPF paragraph 50:

1. plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community
2. identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand
3. where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified

4.2. The Borough Council document 'NPPF/Local Plan Compatibility Matrix' May 2015 (KLWN03) notes the consistency of the Core Strategy with paragraph 50 of the NPPF. The following comments explain in more detail this position.

4.3. The Borough Council original Strategic Housing Market Assessment was prepared to support the emerging Core Strategy in 2009. In seeking to give effect to the findings in that study Policy CS09 Housing Distribution – contained proposals that development must take account of current identified needs, including provision for all sections of society (Housing - type, size, tenure section) and respond to identified housing need (affordable housing section). The SHMA was updated in 2014 by SDH (Document HRD 01), however the subsequent publication of the household projections in 2015 necessitated a further update in May 2015 by Neil MacDonald Associates (Document HDR 02). This latter document outlines in some detail the likely demographics of the future Borough population, and therefore factors that should be considered in allocations for housing in line with NPPF para 50.

The main findings relevant to this SADMP are;

- Population increase of 8.9% since 2001 to 2011. Just over 12,000 people.
- Lower proportion of working age people than found nationally.
- Significant proportion of population growth has been from over 60 age group
- A consistent need for 2bed, 3 bed and 4 bed accommodation across the Borough Council of King's Lynn & West Norfolk
- Low demand for one bed flatted market accommodation.
- A net need of 1,494 new affordable dwellings per year (as per DCLG calculation)
- Requirement for 33% of the total number of dwellings planned per annum to be provided as affordable dwellings

- The main shortfall in affordable accommodation is 1bed, 2beds & 3beds
- The area experiences high levels of in-migration. The largest inflows are of households without children, and are believed to be households attracted to the area for retirement.

4.4. The SHMA 2014 identifies a need for all sizes of accommodation across both the market tenure and affordable tenure. To accommodate this range of house types, sizes and tenures a considerable variety of sites in various locations across the Borough have been identified. As set out in the Councils CS and SADMP the majority of growth is planned within King's Lynn the main towns. This is consistent with the findings of the SHMA where the greatest need and demand for accommodation is within the main town areas.

4.5. Whilst the size and make-up of a site will determine what the site is capable of accommodating in terms of unit types, sizes and densities, the impacts of site viability and scheme values also play a significant role in influencing the mix of housing delivered. As identified in the Councils Viability Study 2013 values across the borough vary considerably. Sites within the King's Lynn town area tend to be of lower value and therefore typically lend themselves to higher density volume house type developments i.e. flatted developments and terraced town houses. However, sites on the edge of King's Lynn town, within the other main towns and particularly in the north of the Borough are of significantly higher value and as such permit lower densities, larger properties and a greater mix of types. Indeed the Viability Study identifies that the sites with highest value tend to be those of small exclusive developments providing larger homes and typically found in rural locations, whereas larger sites of the type developed by large house builders provide a greater mix of homes and densities.

4.6. With the exception of some areas within the north of the Borough, the Borough as a whole is considered to be of lower value particularly when compared with other areas in the East of England. As such it is important that a balance is struck between ensuring that an appropriate mix of housing comes forward to meet the need identified in the SHMA whilst also recognising the market forces that apply. The considerable variety of site sizes and locations identified across the Borough provide an appropriate mechanism for allowing this balance to be struck. As evidenced in Appendix 1 the mix of units completed across the borough since 2010 to date is broadly in line with the appropriate mix identified within the SHMA 2014 to best meet housing need.

4.7. Below is an overview of the type of sites identified in the plan;



### **Kings Lynn area**

- Redevelopment sites e.g. NORA, town centre – potential higher density
- Attractive regeneration locations e.g. riverside, adjacent heritage locations
- Established residential areas e.g. redevelopment of underused land at Lynnsport, or old school sites (likely inclusion of housing for rent from Borough Council owned sites)
- Popular edge of Kings Lynn village locations e.g. South Wootton and West Winch – sites allow for higher value dwellings and mix of styles

### **Outside King's Lynn**

- Downham Market and Hunstanton offer sustainable locations- popular small market town locations
- Specific allocations aimed at older persons housing (both private and public sector)

### **Rural Areas**

- Villages – variety of popular villages / locations. Sites often smaller and offer local builders an opportunity.
- Provision made for 'exceptions' housing in rural areas

## **4.8. Rural areas**

Given the rural nature and low density character of many of the settlements, any development in these areas on both the site allocations and on windfall sites are likely to be subject to greater planning considerations i.e. conservation areas, form and character, density etc. Evidence to date from the Councils HELAA suggests that sites in the rural areas are attractive to smaller developers and self-builders of single plots, which in turn allows for a wider mix of homes to come forward.

## **4.9. Rural exception sites**

In response to the affordable housing need identified within both the SHMA 2007 and the SHMA update 2014 and in recognition of the significant difference in values particularly in rural areas as identified in the Viability Study 2013, policy CS06 of the adopted Core Strategy and DM3 seek to ensure that affordable housing that meets identified local housing need is delivered. This is of particular importance given the sizeable number of rural parishes in the Borough (101 parishes) and recent national planning policy

changes on affordable housing thresholds (NPPG Para 12) ,which prevent affordable housing units from being sought on sites of 10 dwellings or less and with a combined maximum floor area of 1000m<sup>2</sup> . As with policy CS09 a tenure mix of 70:30 is sought across a range house sizes i.e. 1 beds, 2beds etc. to best meet the identified need. Whilst such sites are not allocated within the plan, the Council takes a positive and strategic approach to delivery, where a local need has been identified. To date 25 rural exception sites with 250 units across them have been delivered across the borough. A further 5 affordable sites; with 45 units across them have been provided in rural areas and restricted to local people. All units have been delivered in villages that fall within the Key Rural Service Centre and Rural Village category of policy CS02 of adopted Core Strategy.

#### 4.10. **Affordable housing**

The need for affordable accommodation in the borough continues to far outstrip supply. Using the Long Term Balancing Housing Market approach used with the SHMA 2014, which considers what mix of accommodation-type, size and tenure would be needed at the end of the plan period if everyone in the borough is to be adequately accommodated, identifies that 33% of the homes needed in the borough should be provided as affordable accommodation. Policy CS09 of the adopted Core Strategy 2011 and Policy DM8 seeks to ensure that affordable housing is delivered on site. The thresholds applied as set out in DM8 ensure that units are sought on a range of sites across the Borough to provide both the appropriate mix of accommodation required and to assist in creating mixed and sustainable communities. To ensure that the required affordable units are delivered on site policy DM8 prevents circumvention of the policy. The Council have a strong track record of both delivering affordable housing on site and securing a mix of accommodation that reflects the need identified in the SHMA 2014. Appendix 2 details the mix of affordable units delivered across the Borough since 2013. Through on going monitoring of supply and completions, continued monitoring of changes in the market and changes to national affordable housing allocation criteria, the Council will continue to assess the need and secure the most appropriate mix on a scheme by scheme basis.

#### 4.11. **Specialist accommodation older persons**

As identified in the SHMA 2014 the Borough has a larger than average proportion of people of pensionable age. 23% of the boroughs population are aged 60 or over compared with 17.5% in the East of England and 16.3% in England. Growth of this cohort is expected to increase considerably over the plan period. However, it is noteworthy that a significant proportion of the growth is from in migration of wealthy retirees seeking accommodation within the market sector. This is reflected in the high levels of outright homeownership amongst older person households when compared with the

East of England and nationally. Whilst national evidence suggests that the majority of older person households are likely to want to remain in their own home the SHMA 2014 has identified that approximately 4 % will require some form of specialist accommodation i.e. housing with care, sheltered accommodation etc. by 2028. It is expected that 64.4% of such households requiring specialist accommodation will be able to secure this accommodation within the market sector, with the remaining 35.6% requiring affordable tenure.

The Strategic Model of Care October 2008 produced by Norfolk County Council identified a need for the following number of HWC and care home/nursing places in the Borough for those unable to have their needs met in the market sector;

	Current provision	Need for care places in total	Surplus(-)/shortfall(+)					Housing with care
			Long stay care home	Short stay care home	Dementia care home	Care home with nursing	Dementia care home with nursing	
<b>Downham Market</b>	339	512	-112	30	78	98	24	55
<b>King's Lynn</b>	569	773	-39	44	18	24	47	110
<b>Hunstanton</b>	369	521	-166	29	70	65	56	98

4.12. Policy Site F.2.3 and F.2.5 seek to assist in addressing some of this need by ensuring that the principle element of the site is a Housing with Care Scheme with a dementia/nursing care home in an area where the need for such accommodation is high. In line with the need identified in the SHMA it is expected that the site will provide a range of tenures with the policy requirement of 20% being sought as affordable accommodation.

4.13. In addition to this allocation recent applications have come forward and been approved for specialist housing for older persons within the main towns.

- St Peters Road West Lynn-149 units in total consisting of 77 bed residential care home, 30 bed specialist nursing care home, 43 bed extra care and respite home and 13 independent living, close care cottages of which 15% are secured as affordable accommodation. Full planning permission granted.

- Kings Lynn Silos Ltd, South Quay, King's Lynn - 37 apartments, 21 x 1 bed and 16 x 2 bed apartments for the elderly. McCarthy & Stone scheme. Full planning permission.
- St Edmunds Terrace, Hunstanton - 31 apartments, 15 x 1 bed and 16 x 2 bed apartments for older people. McCarthy & Stone scheme. Full Planning permission

4.14. The Council recognises the need for specialist housing for the ageing population and will continue to work with Norfolk County Council to both monitor and assess the need for this type of accommodation. Further analysis and assessment of need are currently underway and will be considered in the local plan review. Early indications of the assessment suggest the need for specialist accommodation has increased.

## **Gypsy and Travellers**

- 4.15. The Borough has a well-established Gypsy & Traveller community. Gypsies and Travellers have been coming to, and living in West Norfolk for many years. Traditionally many Gypsy and Travellers came here to work in the agricultural sector. In recent year's traditional work opportunities have almost disappeared and as a result many have adapted their way of life by becoming more settled as opposed to travelling on a regular basis. For many these has meant better access to suitable accommodation, education, health and welfare provision and demand for permanent pitches.
- 4.16. The LPA's policy for the distribution of housing across the Borough (CS09) specifically deals with Gypsies and Travellers and has identified a need to provide a minimum of 146 permanent pitches in the Borough between 2006 and 2011. It has also identified the need to make provision for a 3% annual compound increase in pitches for the period 2011 – 2021. Provision above this figure of 146 will be considered where additional need is generated.
- 4.17. The Cambridge Sub-Regional Gypsy and Traveller Accommodation Needs Assessment 2011 represent an up-to-date assessment of need. It effectively supersedes the former East of England Single Issue Review for Gypsy and Traveller pitch provision figures that gave the Borough Council the figure included in the Core Strategy. It identifies a total of 153 pitches in 2010/2011 across the Borough - of which 143 were authorised. The GTANA also identifies a need for a total of 23 additional pitches across the Borough to meet forecast need for the period 2011 – 2031.

- 4.18. In 2014 an update to the 2011 GTANA was undertaken to take account of the Planning Policy for Traveller Sites 2012 (PPTS) and more current demographic data. The GTANA Update 2014 having taken into account the Borough Councils position as of 2013 identified a need for 16 additional pitches in the Borough from 2013-2031. The period of 2013-2031 is broken down into 3 and 5 year periods with the period of 2013-2016 being assessed need, as opposed to projected which is the period beyond 2016.
- 4.19. Table 1 of the GTANA Update 2014 shows an assessed need of 3 pitches in the period of 2013 to 2016. This equates to an assessed need of 1 pitch per year. Since the beginning of 2014 the Council has granted planning permission for 3 mobiles on one site in the Borough. This equates to 12 permanent pitches across 7 sites in the Borough from late 2010 to the current day.
- 4.20. In addition to these permissions granted a further 16 permanent affordable pitches were provided in June 2012 by Hastoe Housing Association at Blunts Drove West Walton
- 4.21. The policy also sets out the criteria against which sites for gypsies and travellers will be assessed. These criteria inter alia address the topics covered in policies CS01; CS06; CS08 and CS11. The policy is a summary of the main considerations for locating (specifically) gypsy and traveller sites.
- 4.22. Policy CS09 provides for criteria, referenced by the PPTS, and sets out how locally specific criteria used for assessment should be applied in respect of sites coming forward. Both the flexibility in the criteria and the allowance for windfall sites as part of the planned strategy and the on-going monitoring approach to identifying need ensures that the accommodation needs of the Gypsy and Traveller community are being met.

## 5. Overall conclusion for Questions 1.4:

In conclusion:

- The process of **Sustainability Appraisal** which the Borough Council has followed to prepare the SADMP is considered robust and appropriate in delivering a sustainable strategy for growth.
- The **detail criteria for analysing sites** and making choices are considered to relate well to the overall SA process and relevant site factors.
- Evidence from SHMA when related to site choices should provide an appropriate **mix of housing** for the Borough.

1.5:

**In broad terms is sufficient weight placed on the need to conserve and enhance the natural environment (NPPF section 11)? In particular have the consequences of the proposed allocations on sites of nature conservation importance been adequately assessed and are satisfactory mitigation measures proposed if they would be required?**

1.1. NPPF section 11 covers: valued landscapes (including Heritage Coast, AONB); geological conservation interests and soils; ecosystem services; biodiversity; soil, air, water or noise pollution or land instability; remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land; best and most versatile agricultural land and brownfield land.

1.2. Core Strategy (GD01) Policy CS12 (Environmental Assets) sets out the overall approach to these matters. The policy approach was supported by the Green Infrastructure Strategy (DCS06), the Water Cycle Study, a Landscape Character Assessment (DCS04) and Econet Mapping (Appendix 5, Figures 3 & 4, of the CS (GD01)). Policy DM 15 of the SADMP (Environment, Design and Amenity) gives weight to matters of air, water and noise pollution/quality and contamination (as well as odour and light pollution). Policy DM 22 has regard to the role of open space in biodiversity and geodiversity. The Sustainability Appraisal (SA01) and site assessment processes took account of elements of the natural environment.

1.3. With regard to nature conservation in broad terms there seems no disagreement that the scope of the Habitats Regulations Assessment covered all of the likely effects on all of the European sites that would be affected by the plan, and that each of the policies within the plan has been assessed with regard to European sites. The Council's approach, specified in the relevant land allocation policies, is to encourage on-site provision of informal open space, attractive networks of pedestrian and cycle routes, contribution to management of designated sites and/or alternative green

space, and publicity measures in relation to sensitivities and alternative opportunities. Although there are still some minor clarifications required about the conclusions of the assessment with regard to certain policies and issues a Statement of Common Ground is in preparation, however the main area of uncertainty is still around the delivery of mitigation measures. Regarding mitigation, there is little dispute that the measures proposed within the plan and HRA are suitable – the main area of uncertainty is around ensuring the delivery of the mitigation, and monitoring the effects of the plan. To this end the Borough Council is in discussion with stakeholders, and is working towards a Mitigation, Monitoring and Green Infrastructure Delivery Plan.

1.6:

**1. Is the relationship between the Core Strategy and the SADMP sufficiently clear?**

**2. Should there be confirmation that work will start next year on a review of the Local Plan (i.e. the Core Strategy and the SADMP)?**

**1. Is the relationship between the Core Strategy and the SADMP sufficiently clear?**

1.1. The Introduction to the SADMP at section A, paragraphs A.0.1 to A.0.10 gives an explanation of the roles of both the SADMP and the Core Strategy, noting:

- Main measures:
  - Determining the most appropriate detailed distribution of housing between individual settlements and locations (within the overall structure specified in the Core Strategy);
  - Allocation of specific sites for housing and other uses;
  - Defining development boundaries for settlements where general development is likely to be acceptable;
  - Development management policies for particular topics or locations to guide and set standards for planning applications and appeals;
  - Minor adjustments and corrections to the Core Strategy.
- Plan context
  - The Site Allocations and Development Management Policies Plan will, once adopted, form part of the Borough's Local Plan (formerly known as Local Development Framework), the major part of the development plan for the area.
  - The development plan (which also includes any adopted neighbourhood plans) has a special status, in that it is the starting point for the determination of all planning applications and appeals. These must be decided in accordance with the development plan unless there are good planning reasons not to do so (e.g. other planning considerations, or changed circumstances including newer national policies).
- Role in relation to the National Planning Policy Framework

It is considered that the paragraphs noted above do give an adequate explanation of the relative roles of the Core Strategy and the SADMP.



1.2. The introduction to the SADMP sets out its relationship to the CS. This is reinforced and elaborated in relation the distribution of development and to each and every settlement, strategic allocation and (with the exception of 'national' policy DM1) development management policy.

**2. Should there be confirmation that work will start next year on a review of the Local Plan (i.e. the Core Strategy and the SADMP)?**

2.1 The SADMP is as noted above part of a local plan made up from two separate documents, but with clear relationship between them. The Borough Council started work on its plan framework at a time (Issues and Options Core Strategy (2009)) when individual documents were the accepted method. That has now changed and the NPPF and Practice Guidance anticipate one document.

2.2 The Borough Council recently updated its Local Development Scheme (LDS) document (November 2014) and amongst the provisions was one for the preparation of one 'Local Plan'. This is a review of the Core Strategy and the (yet to be adopted) SADMP. In that sense there is confirmation that a review of the SADMP / Core Strategy will take place in the near future.

Extract from current LDS

Development Plan Documents (Title)	Role and Content	Chain of conformity	Geographical coverage	Timetable Milestones				
				Consult on Sustainability Appraisal Scoping Report	Publication of DPD	Submission of DPD	Hearing Sessions (indicative estimate)	Ad option
PROPOSED Local Plan Review	Partial review of the Local Plan to review longer term growth provision and allocate additional sites. Also to review the Development Management policies.	To conform with National Planning Policy Framework	Partial review focussed on selected settlements / policies. Could include whole authority area.	Mar 2016	To be confirmed	To be confirmed	To be confirmed	To be confirmed

2.3 Notwithstanding this clear expression of review and an indicative timetable it would be useful to state in the SADMP Introduction section that a review will take place and give reference to the LDS to give expression to this.

1.7:

- **Is the relationship between the SADMP and any future Neighbourhood Plans sufficiently clear?**
- **Do the policies of the plan provide sufficient and appropriate 'hooks' on which to 'hang' Neighbourhood Plans?**

1.1. The SADMP has evolved with a view to deliberately creating 'headroom' for neighbourhood plans (NPs), particularly in areas where there was an ambition to prepare a NP in an area identified for strategic growth. BCKLWN has also assisted, and engaged extensively with, groups preparing NPs.

1.2. Draft NPs for Brancaster and South Wootton Parishes (see Examination Library) have now been submitted for their own examination. (Note these NPs are each subject to examination, and potential amendment and referendum.) South Wootton NP includes the sites of the proposed Hall Lane, South Wootton, Policy E3.1; and a minor part of Knight's Hill, Policy E4.1.

1.3. A NP for West Winch and North Runcton (including the area of West Winch, Policy E2.1), and another for Walpole Cross Keys, are at an advanced stage of preparation, but unlikely to be submitted for several months. (NPs at an early stage include Bircham, Hunstanton, Downham Market, and Upwell.)

1.4. It had been envisaged that the SADMP and certain NPs (those in strategic growth locations) would proceed closely in tandem, in both timescales and division of policy coverage, but in practice this has been difficult to achieve. Nonetheless, in practice there are (subject to the various plan examinations) complementary provisions emerging.

1.5. Generally speaking the SADMP sets out the overall quantum and type of development for the strategic locations, and the key infrastructure and other requirements to be delivered with it. This leaves scope for more detailed matters, including layout, design, features or protection/enhancement etc. to be specified by the neighbourhood.

1.6. In South Wootton, for example, the Draft NP identifies hedgerows and green spaces in and around the growth area to be retained, and indicative routes for new foot and cycle paths; other policies seek to shape the character and scale of housing, retail and business development, and highlight infrastructure provision that is of particular concern to the local community. (The South Wotton development boundary in the SADMP

already incorporates revisions proposed by the NP steering group.) West Winch includes some similar provisions in a more extensive emerging NP.

- 1.7. Outside the growth areas, the Brancaster NP seeks to control the size of individual new houses, and emphasises the fit with the character of the particular locality. Walpole Cross Keys emerging NP intends to designate development boundaries differing from those in the SADMP, have site specific policies for community facilities and a potential industrial land redevelopment, and its own policies for how new development should fit in with the existing.
- 1.8. The relative roles of the SADMP and neighbourhood plans have proved to be more of a negotiated and iterative process than originally envisaged. BCKLWN considers that the NP experience outlined above demonstrates that the emerging SADMP has provided sufficient clarity and 'hooks' to enable neighbourhood plans to make the type of contribution to the development of the area envisaged in legislation and national policy, but it may be useful to add a section to the introduction explaining the relative roles and BCKLWN's stance. The following additional wording is proposed
- 1.9. Proposed additional text to Introduction: Neighbourhood Plans
  - 1.9.1. A number of neighbourhood plans are in preparation for parts of the Borough, and more may be produced during the life of this Plan. Neighbourhood plans must be in general conformity with the strategic policies of the local plan (i.e. those of this Plan and the Core Strategy), but may change more detailed policies, or add further such policies, within the neighbourhood plan area.
  - 1.9.2. The Borough Council considers this means that neighbourhood plans must support the overall scale and nature of growth for their area indicated by the Core Strategy and, in the case of strategic growth locations support the relevant policy in this Plan, but may otherwise provide revised development boundaries, policies and allocations to those in this Plan to shape development in their area in line with community aspirations.
  - 1.9.3. Those considering undertaking development should check whether any neighbourhood plan is in force in the area, as its policies may have superseded those in this Plan.

1.8:

**Does the SADMP appropriately reflect current national advice, for example the Ministerial Statement published on 25th March 2015?**

## 1. Consistency with the National Planning Policy Framework

1.1. The Borough Council has prepared an assessment of consistency with the National Planning Policy Framework (Library Document KLWN03) which addresses both the adopted Core Strategy policies and where relevant the emerging SADMP policies. The level of consistency is outlined and any corrective action indicated. The Borough Council Core Strategy and the emerging policies in the SADMP Pre-Submission document are considered to be consistent or broadly consistent with the provisions of the Framework when referenced against individual paragraphs or sub – paragraphs. The Borough Council intends to rely on the Framework wording in a small number of cases.

1.2. In a small number of cases has there been a need to accommodate a revision or new policy to ensure consistency (see extract of Appendix 1 to KLWN03 below). Therefore in the Pre-Submission version of the SADMP document some policies are specifically written to ensure Framework consistency where a deficiency was identified. The remaining policies in the emerging plan provide additional interpretation of subjects already assessed in the Core Strategy.

### APPENDIX 1

Policies included in Site Allocations and Development Management Policies Pre-Submission version to ensure consistency with the Framework

NPPF paragraph reference	SADMP policy reference
14	DM 1
15	DM 1
39	DM 17
55	DM 3 / 5 / 6
74	DM 22
97	DM 20
100	DM 18 / 21
102	DM 21
106	DM 18
125	DM 15
151	DM 1
157	LDS reviewed 4 Nov 2014
197	DM 1

1.3. In respect of the policies identified in the table, and the inclusion in the  
SADMP:

**DM 1** – A clear national requirement to include this policy

**DM 3 / 5 / 6** – Policy DM3 formalises into our SADMP the provisions of Para 55 into the structure contained in the Core Strategy and specific local considerations of form and character. Policy DM 5 provides guidance to enable the replacements or extensions to add to the 'vitality' of rural communities. In DM 6 guidance is given to ensure that appropriate needs can be accommodated, expanding on the basic statement in Para 55.

**DM 15** – Policy adds specific guidance in regard to lighting and light pollution

**DM 17** – The policy outlines the particular considerations for the Borough and gives specific residential standards to address local issues. Other standards are those from Norfolk County Council. However note the Ministerial Statement comments below.

**DM 18 / 21** – The Borough is especially susceptible to coastal change and flood risk. Very specific policies have been designed in conjunction with the Environment Agency to address the local issues and guide development as anticipated in the NPPF.

**DM 22** – Having regard to the NPPF the Borough Council through its consultation wishes to provide a high level of protection for locally important open spaces.

1.4. The Borough Council concludes that the SADMP does adequately reflect the policies in the NPPF and are consistent with it and therefore should the SADMP be adopted in the current form it can be given full weight under Para 215.

## **2. Relationship to the Ministerial Statement from 25 March**

2.1 In seeking to assess the implications of the wide ranging Ministerial Statement we have drawn up a matrix attached as Appendix 1.8 summarising the provisions in the Statement and giving a response as to applicability to the contents of the SADMP.

2.2 Three particular elements raise issues that need to be considered. These are:

- **Parking: helping local shops and preventing congestion**

The Borough Council notes the statement. Issues of parking are to be discussed under Inspector Issue 2.15 and the anticipation is that a position can be adopted following that.

- **Assessments of housing need**

The Borough Council notes the statement. Issues of housing need are to be discussed under Inspector Issue 3.1 and the anticipation is that a position can be adopted following that.

**Housing standards: streamlining the system**

The Borough Council notes the statement, although it is not an explicit SADMP issue as no standards are set in that document.

However there is a need for the Borough Council to review how the issue of sustainability standards is dealt with in the Core Strategy (CS08). Elements of the policy are expressed as 'encouraging' high standards etc. It is noted that in the Ministerial Statement reference is made to the ability to use existing Local Plan policies until perhaps late 2016 when new zero carbon standards will be set.

It is not considered that any direct action is required in respect of the SADMP.

**3. The relevance of other current national advice**

3.1 Whilst the Ministerial Statement from 25 March is wide ranging in its coverage there are two other aspects of current national 'advice' which warrant comment.

1. **Affordable housing contributions below 10 units** - contained in the Government responses (published December 2014) to a consultation on 'Planning Performance and Planning Contributions' originally published in March 2014.

1.1. The Government had announced in December 2014 that in general thresholds for seeking affordable housing were being raised, and affordable housing contributions could not now be sought on small sites of 10 units or under, except in certain geographical locations. This exemption included the vast majority of the Borough. Cabinet on 13 January proposed to adopt a revised approach to seeking affordable housing on development sites. Cabinet agreed to adopt the option offered by Government to maintain the provision of financial contributions on sites between 6 and 10 units.

1.2. CS09 is the policy where thresholds and percentage contributions are outlined, and it is therefore appropriate to ensure it clearly sets out the

Borough Council position with regard to these. Although CS09 notes that reviews will be carried out and amendments may arise to percentage and threshold figures, it would aid understanding if amended figures could be included. Although the current situation is brought about by change to Government policy rather than research from the Borough Council the principle is the same. In the meantime it is normal practice when Government policy changes to quote the original policy; a Cabinet resolution; and draft wording to guide developers as part of the 'other material considerations' category in considering planning applications.

- 1.3. Therefore these technical changes could usefully be highlighted as amendments following a change to Government policy. The Borough Council also provides detailed operational guidance on affordable housing (Guidance on the Delivery of Affordable Housing through S106 Agreements) via the Housing Strategy pages of our website, this also requires amendment.
- 1.4. The **suggested amendments** to CS09 to operationalise the new position are given in Appendix 2.
- 1.5. Given these changes need to be made to an adopted CS policy (albeit minor in nature) the Borough Council has taken the position in the SADMP that any changes to the CS should be fully outlined and subject to consultation. Such a change would logically be regarded as a 'major change' for the purposes of SADMP.

## **2. Changes to Practice Guidance (18 June 2015) regarding wind energy developments**

- 2.1. This seeks to restrict wind turbines to those places where they are specifically identified as suitable, and any local considerations from local communities are fully taken into account.
- 2.2. Clearly we are not presenting such areas as part of our SADMP. This fundamental change to Government policy will impact greatly on the applicability of the use of the criteria in Policy DM 20 for wind energy proposals. However the policy will have to be read against the Practice Guidance changes.



1.9:

**Why are no figures included for Emneth in Appendix 5?**

1. Introduction

1.1 Emneth was identified by the Core Strategy CS02 The Settlement Hierarchy as being a settlement adjacent to King's Lynn and the main towns and so appeared as Emneth (adjacent Wisbech). At this time it was thought that the Parish of Emneth would receive housing growth as part of the Wisbech Fringe allocation (F.3) and further growth on top of this would be inappropriate. However, further work has shown this not to be the case with F.3 focusing development closer to Wisbech and further from Emneth.

1.2 In order to ensure that new growth is appropriately distributed and the best opportunities are realised it is considered appropriate to categorise the village of Emneth as a Key Rural Service Centre (KRSC) based upon its size and range of services and facilities, as outlined in SADMP section B Minor Amendments to Core Strategy, page 10.

1.3 Whilst Emneth has been included within the table that forms part of SADMP Appendix 5 The Distribution of Housing between Settlements in the Rural Area, page 438, the figures for the settlement have been omitted.

2. Reasoning

2.1 A similar table had been used at earlier stages of SADMP preparation to determine the guide number of dwellings sought for each KRSC, this is represented by column d of the table shown within Appendix 5.

2.2 Column d is the guide number of dwellings sought in the settlement. This figure is arrived at by taking the population of the settlement from the 2011 Census (column b), expressing this as a percentage of population of all KRSCs (column c) and lastly multiplying this by 660. The figure of 660 is taken from the Core Strategy (CS) CS09 Housing Distribution allocation target for KRSCs, (CS page 37) note this says 'at least' therefore providing flexibility to exceed this number.

2.3 Appendix 5 omitted the calculations / numbers for Emneth in order to provide consistency between the stages of the plan and tables presented as adding Emneth to the table marginally reduces the number of guide dwellings sought for some of the settlements, albeit by a small number. Providing a table that included the figures for Emneth and adjusted figures for all the other KRSCs would make little difference to the Plan in terms of the sites chosen for allocation and number of dwellings allocated therefore the figures were omitted.

### 3. Proposed Minor Modification

3.1 However, as has been highlighted by the representation submitted by John Maxey (278) this approach whilst considered appropriate does not provide Emneth the numerical evidence to support the allocation that other KRSCs benefit from.

3.2 In order to provide numerical evidence and therefore support for the allocation at Emneth the Council proposes to provide a table with the updated figures and reasoning for Emneth. Although it is proposed that the remainder of the table would remain the same.

Proposed updated section of the first table seen at SADMP Appendix 5, page 440

KEY RURAL SERVICE CENTRE	a Provisionally Allocated no. dwellings	b 2011 population ( * = estimated)	c Population as proportion of all Key Rural Service Centres'	d Guide number of dwellings based on population	e Allocated dwellings as percentage of guide number (d)	f Particular reason for marked difference between allocations and from guide number (d)
East Rudham	10	541	1%	7	143%	In order to optimise developmnet potential of site and affordable housing delivery
Emneth *	36	2617	5%	33	109%	In order to optimise developmnet potential of site and affordable housing delivery
Feltwell with Hockwold	70	4020	8%	54	130%	In order to optimise developmnet potential of site and affordable housing delivery

\*Emneth has been re-categorised as a KRSC (was formerly classed as Wisbech Fringe) as part of the SADMP. Whilst a numerically corrected figure is included for Emneth the remainder of the table has not been recalculated.

### 4. Conclusion

4.1 In conclusion Emneth has been re-classified as a Key Rural Service Centre.

4.2 Previous expectations that large parts of Emneth Parish area might be used for expansion in the Wisbech fringe have not been realised.

4.3 A small site for growth in Emneth Village has been chosen (G34.1).

4.4 The proposed modification clearly enables a calculation explaining growth levels in Emneth into Appendix



**Appendices Table of Contents**

Appendix 1.4 ..... 37  
    Appendix 1: Completions between 1/4/10 and 31/3/15 by number of bedrooms ..... 37  
    Appendix 2: Affordable New Builds 2013-15 ..... 37  
Appendix 1.8: ..... 38  
    Appendix 1: Commentary on provisions of Ministerial Statement from 25 March ..... 38  
    Appendix 2: Amendments to Core Strategy policy CS09 ..... 45

## Appendix 1.4

### Appendix 1: Completions between 1/4/10 and 31/3/15 by number of bedrooms

	Downham Market	Hunstanton	King's Lynn	Rural	Total	SHMA
1	4.35%	40.48%	21.52%	4.59%	10.99%	14.71%
2	35.65%	33.33%	36.01%	19.16%	27.89%	30.60%
3	44.93%	19.05%	35.15%	46.99%	42.08%	29.77%
4+	15.07%	7.14%	7.32%	29.26%	19.03%	24.93%
<b>Grand Total</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

### Appendix 2: Affordable New Builds 2013-15

Affordable New Builds 2013-15			
Bedrooms	Completions	%	SHMA %
1 beds	27	31.03	29.03
2beds	38	43.68	37.24
3 beds	20	22.99	21.5
4 beds	2	2.3	12.23
<b>Total</b>	<b>87</b>	<b>100</b>	<b>100</b>

**Appendix 1.8:**

**Appendix 1: Commentary on provisions of Ministerial Statement from 25 March**

Ministerial statement provision	Borough Council comment
<p><b>Solar energy: protecting the local and global environment</b></p> <p>In light of these concerns we want it to be clear that any <b>proposal for a solar farm involving the best and most versatile agricultural land would need to be justified by the most compelling evidence.</b></p>	<p>Noted – no explicit contrary guidance in the SADMP.</p>
<p><b>Brownfield land: increasing support for councils</b></p> <p>We are clear that brownfield land that is suitable for housing has a vital role to play in meeting the need for new homes and have <b>challenged local authorities to have Local Development Orders in place on more than 90% of brownfield land suitable for new homes by 2020.</b> We have agreed funding for those local authorities who successfully bid for funding to help deliver 200,000 new homes on brownfield sites across the country. These councils will deliver Local Development Orders for housing on brownfield land which will help to speed up the delivery of housing on these sites.</p>	<p>Noted – not an explicit SADMP issue. To be explored through a different mechanism.</p>
<p><b>Green belt: protecting against inappropriate development</b></p> <p>we will be seeking to introduce a new evidenced-based planning and recovery policy for the green belt to introduce early in the next Parliament to <b>strengthen protection against unauthorised development.</b></p>	<p>Not applicable in West Norfolk.</p>
<p><b>Unauthorised encampments: ensuring fair play in the planning system</b></p> <p>My department, in conjunction with the Home Office and Ministry of Justice, is publishing an <b>updated guide for councils, police and crime commissioners and police forces on unauthorised encampments, and the powers that public bodies have.</b></p> <p>We are also <b>revoking today the following</b></p>	<p>Noted - not an explicit SADMP issue. To be explored through a different mechanism.</p>

<p><b>guidance from the last administration</b> which is now redundant following previous changes to planning policy and planning legislation: DCLG, Local authorities and Gypsies and Travellers: a guide to responsibilities and powers, May 2007 and DCLG, Preparing Regional Spatial Strategy reviews on Gypsies and Travellers by regional planning bodies, May 2007.</p>	<p>Noted - not an explicit SADMP issue.</p>
<p><b>Parking: helping local shops and preventing congestion</b></p> <p>We are now amending national planning policy to further support the provision of car parking spaces.</p> <p>Parking standards are covered in paragraph 39 of the <a href="#">National Planning Policy Framework</a>. The following text now needs to be read alongside that paragraph: <b>“Local planning authorities should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that it is necessary to manage their local road network.”</b></p> <p>We have updated planning guidance to local authorities to clarify that non-residential car parking space can be rented out.</p>	<p>Implication for SADMP. Discussion given under Issue 2.15.</p>
<p><b>Planning applications: streamlining the process</b></p> <p>We have laid in Parliament a <b>newly consolidated Development Management Procedure Order</b>, to come into force on 15 April. The new order consolidates the 15 amendments made to the 2010 Order in order to simplify and improve the planning process for all users of the system. It will also bring into force a number of important new measures including; changes to improve the process of statutory consultation and the introduction of a new ‘deemed discharge’ of conditions to ensure that planning conditions are cleared on time so that homes and other development granted planning permission can start on site without delay.</p>	<p>Noted - not an explicit SADMP issue.</p>
<p><b>Short term lets: championing the shared economy</b></p> <p>The <a href="#">Deregulation Bill</a> takes forward our reforms to 1973 legislation which arbitrarily <b>restricts the ability of Londoners to let out their homes on a short-term basis</b>. The provisions in the bill will</p>	<p>Not applicable in West Norfolk.</p>

<p>commence two months after Royal Assent.</p>	
<p><b>Planning guidance: making the planning system more accessible</b></p> <p>Following the 2014 review of the nationally significant infrastructure planning regime, we are <b>updating guidance on the pre-application and examination stages</b>. These changes clarify aspects of guidance, benefiting users of the regime.</p> <p><b>Planning practice guidance on hazardous substances</b> ('Seveso III') <b>is being updated</b> to reflect changes to new regulations being introduced on 1 June 2015.</p> <p><b>Planning practice guidance is also being updated</b> to explain the <b>changes to the environmental impact assessment screening thresholds</b> which will come into effect on 6 April 2015.</p> <p>The government is committed to tackling delays associated with Section 106 planning obligation negotiations. We have today published our response to the <a href="#">'Section 106 Planning Obligations – speeding up negotiations'</a> consultation which supports our view that <b>government should consider further strengthening the legislative framework for resolving delays in negotiating these agreements. Revised guidance will be published</b> alongside this.</p> <p>We have previously revised national policy on Section 106 thresholds to <b>help small builders and to encourage empty buildings to be brought back into use</b>. Some councils have misinterpreted the <a href="#">written ministerial statement of 28 November 2014</a>, official report, column 54WS as just a change in guidance – to clarify, this was a change in national policy and we will be updating the online planning guidance/policy website to make this crystal clear. We are also publishing guidance tomorrow on the vacant building credit to assist in the delivery of the new policy.</p> <p>We are also to publish guidance:</p> <ul style="list-style-type: none"> <li>• on the new <b>social housing relief rules</b> under the amended <a href="#">Community Infrastructure Levy regulations</a>;</li> <li>• <b>on supporting the Built to Rent sector</b> and increasing institutional investment in new build rented accommodation;</li> </ul>	<p>Noted - not an explicit SADMP issue.</p> <p>Noted - not an explicit SADMP issue.</p> <p>Noted - not an explicit SADMP issue.</p> <p>Noted - not an explicit SADMP issue.</p> <p>Noted - not an explicit SADMP issue.</p> <p>Noted - not an explicit SADMP issue.</p> <p>Noted - not an explicit SADMP issue.</p>



<ul style="list-style-type: none"> <li>• on ensuring <b>effective pre-application discussions</b>;</li> <li>• and <b>improving awareness of the <a href="#">New Homes Bonus</a></b> – taking forward recommendations from our New Homes Bonus evaluation.</li> </ul> <p>In response to our commitment made during the passage of the <a href="#">Infrastructure Bill</a> (26 January 2015, Official Report, Column 644), the government is also <b>updating planning guidance to make clear that up to date assessments of housing need should not normally need to be updated for a full 12 months, and that untested assessments of housing need are inevitably less robust than those which have been subject to examination.</b></p>	<p>Issues of housing need are to be discussed under Inspector Issue 3.1 and the anticipation is that a position can be adopted following that.</p>
<p><b>Change of use: supporting brownfield regeneration</b></p> <p>The changes we are announcing today include:</p> <ul style="list-style-type: none"> <li>• supporting mixed and varied high streets by <b>allowing more change of use between shops and financial and professional services, allowing the change of such uses to restaurants or leisure use</b>, and allowing retailers to adapt their facilities more freely to support click and collect</li> <li>• increasing housing supply by <b>allowing change of use from some business uses to residential and continuing to allow larger, rear domestic extensions</b>; we have also clarified the wording on front extensions following requests by some local authorities</li> <li>• supporting growth by <b>allowing commercial filming for longer periods, allowing larger capacity solar panels on non-domestic buildings, making permanent larger business extensions, allowing like-for-like replacements within waste management facilities and allowing equipment housings for sewerage undertakers</b></li> <li>• introducing this regulation also meets our red tape challenge commitment to simplify and reduce planning regulation, by <b>consolidating the Town and Country Planning (General Permitted Development) Order 1995 and its 22 amendments</b></li> <li>• delivering on our commitment in <b>gambling protections and controls</b>, we are also introducing a new requirement to</li> </ul>	<p>Noted - not an explicit SADMP issue, however Policy E1.1 refers to the vibrancy of the town centre, but the changes do not affect the expression of the policy.</p> <p>Noted - not an explicit SADMP issue.</p> <p>Noted - not an explicit SADMP issue</p> <p>Noted.</p> <p>Noted - not an explicit SADMP issue</p>

<p>enable local consideration of a planning application for any change of use to a betting shop or pay day loan shop</p>	
<p><b>Zero Carbon Homes: supporting small builders</b></p> <p>We have decided there will be <b>an exemption for small housing sites of 10 units or fewer, which are most commonly developed by small scale home builders</b> and can be more expensive to develop irrespective of the size of the builder, from the allowable solutions element of the zero carbon homes target. This means that all new homes will be required to meet the strengthened on-site energy performance standard but those building on small sites will not be required to support any further off-site carbon abatement measures. We will also put in place legislation to ensure that this exemption is not abused.</p>	<p>Noted - not an explicit SADMP issue as no standards are set.</p>
<p><b>Housing standards: streamlining the system</b></p> <p>The new system will comprise new additional optional Building Regulations on water and access, and a new national space standard (hereafter referred to as "the new national technical standards"). This system complements the existing set of Building Regulations, which are mandatory.</p> <p>To implement this new regime, this written ministerial statement sets out the government's <b>new national planning policy on the setting of technical standards for new dwellings. This statement should be taken into account in applying the National Planning Policy Framework, and in particular the policies on local standards or requirements at paragraphs 95, 174, and 177, in both plan making and decision-taking.</b></p>	<p>Noted - not an explicit SADMP issue as no standards are set in that document.</p> <p>However there is a need for the Borough Council to review how the issue of sustainability standards is dealt with in the Core Strategy (CS08). Elements of the policy are expressed as 'encouraging' high standards etc. It is noted that in the Ministerial Statement reference is made to the ability to use existing Local Plan policies until perhaps late 2016 when new zero carbon standards will be set. It is not considered that any direct action is required in respect of the SADMP.</p>
<p><b>Plan making</b></p> <p>From the date the <a href="#">Deregulation Bill 2015</a> is given Royal Assent, <b>local planning authorities and qualifying bodies preparing neighbourhood plans should not set in their emerging Local Plans, neighbourhood plans, or supplementary planning documents, any additional local technical standards or requirements relating to the construction, internal layout or performance of new dwellings.</b> This includes any policy requiring any</p>	<p>Noted - not an explicit SADMP issue. However the position has been noted in the Borough Council comments on Neighbourhood Plans currently at Submission stage.</p>

<p>level of the <a href="#">Code for Sustainable Homes</a> to be achieved by new development; the government has now withdrawn the code, aside from the management of legacy cases. Particular standards or requirements for energy performance are considered later in this statement.</p> <p><b>Local planning authorities and qualifying bodies preparing neighbourhood plans should consider their existing plan policies on technical housing standards or requirements and update them as appropriate</b>, for example through a partial Local Plan review, or a full neighbourhood plan replacement in due course. Local planning authorities may also need to review their local information requirements to ensure that technical detail that is no longer necessary is not requested to support planning applications.</p> <p>The optional new national technical standards should <b>only be required through any new Local Plan policies if they address a clearly evidenced need, and where their impact on viability has been considered</b>, in accordance with the <a href="#">National Planning Policy Framework and Planning Guidance</a>. Neighbourhood plans should not be used to apply the new national technical standards.</p> <p>For the specific issue of energy performance, local planning authorities will continue to be able to set and apply policies in their Local Plans which require compliance with energy performance standards that exceed the energy requirements of Building Regulations until commencement of amendments to the <a href="#">Planning and Energy Act 2008</a> in the Deregulation Bill 2015.</p> <p>Measures relating to <b>flood resilience and resistance and external noise will remain a matter to be dealt with through the planning process, in line with the existing national policy and guidance</b>. In cases of very specific and clearly evidenced housing accessibility needs, where individual household requirements are clearly outside the new national technical standards, local planning authorities may ask for specific requirements outside of the access standard, subject to overall viability considerations.</p>	<p>Noted - not an explicit SADMP issue. However the position has been noted in the Borough Council comments on Neighbourhood Plans currently at Submission stage.</p>
<p><b>Decision taking, transition and compliance:</b></p> <p>From the date the Deregulation Bill 2015 is given Royal Assent until 30 September 2015: The</p>	<p>See commentary above</p>

<p>government's policy is that <b>planning permissions should not be granted requiring, or subject to conditions requiring, compliance with any technical housing standards other than for those areas where authorities have existing policies on access, internal space, or water efficiency.</b></p> <p><b>Planning policies relating to technical security standards for new homes, such as door and window locks, will be unnecessary because all new homes will be subject to the new mandatory <a href="#">Building Regulation Approved Document on security (Part Q)</a>. Policies relating to the external design and layout of new development, which aim to reduce crime and disorder, remain unaffected by this statement.</b></p>	
--	--

## Appendix 2: Amendments to Core Strategy policy CS09

### (EXTRACT)

#### Affordable Housing

The Council will work with partner organisations to maximise the delivery of affordable housing to respond to identified housing need throughout the borough. This will be achieved by having regard to up to date strategic housing market assessments and affordable housing needs viability studies.

The overall target for affordable housing in the Borough during the plan period will be related to the ability to deliver in the market conditions that prevail at the time a planning application is made.

At the present time the **percentage** which will be sought for affordable housing provision on qualifying sites is:

- 15% within the built up area of Kings Lynn
- 20% in all other areas

The **thresholds** over which affordable housing provision will be sought are:

#### 1. On sites with a combined GIA exceeding 1000m<sup>2</sup>

- King's Lynn, Downham Market and Hunstanton - Sites of 0.33 ha or 10 or more dwellings
- Rural areas - Sites of 0.165 of ha or 5 or more dwellings

OR

2. On sites with a combined GIA **not** exceeding 1000m<sup>2</sup> and providing between 6 and 10 dwellings in rural areas outside of King's Lynn / Downham Market / Hunstanton / Dersingham / South Wootton or Terrington St. Clement. The expectation is that affordable housing will be delivered as a financial contribution in these situations.

The Borough Council will vary this percentage and / or threshold(s) in line with a model of dynamic viability. The levels will be reviewed annually in consultation with a stakeholder group informed by the following factors:

- Market land values
- House prices
- Level of contributions sought overall
- Index of build costs

**(CONTINUES)**