

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 10: Hunstanton (F.2)

**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
SuDs	Sustainable Drainage systems
SVAH	Smaller Villages and Hamlets
SWMP	Surface Water Management Plan
THI	Townscape Heritage Initiative
UPC	Un-attributable Population Change

10.1

A. Is there evidence that any of the following proposed residential development sites in Hunstanton are not justified, sustainable, viable, available or deliverable:

- **East of Cromer Road (F2.2)**
- **South of Hunstanton Commercial Park (F2.3)**
- **North of Hunstanton Road (F2.4)**

1. Justified

1.1. Core Strategy (Policy CS02) identifies Hunstanton as one of the three main towns in the borough, with the role of a service centre serving the rural hinterland as well as a visitor destination. Specifically Policy CS05 outlines the strategy for the town. Policy CS09 specifies the housing allocation for Hunstanton is for at least 220 new homes, with new Greenfield allocations restricted to land to the east and/ or south of the town. The Hunstanton Diagram, Fig 10, illustrates the broad areas for urban expansion.

1.2. The SADMP seeks to deliver the Core Strategy, through the allocation of sites;

- F2.2 Hunstanton – Land to the east of Cromer Road
- F2.3 Hunstanton – Land south of Hunstanton Commercial Park
- F2.4 Hunstanton – Land north of Hunstanton Road

1.3. Following each policy is a detailed justification for the selection of the site.

1.4. In total the residential allocations exceed the CS figure of 'at least 220 new homes'. However this was a minimum figure, and given this is a sustainable location in the borough it is an appropriate settlement for this level of growth in line with the areas for urban expansion.

2. Sustainable

2.1. A Sustainability Appraisal (SA) was completed at each stage of the plan making process. In summary the SA identifies that the sites proposed for allocation scored better in comparison to the alternative options, particularly in terms of access to services. It should be noted that the SA scoring was very close. There were very few sites put forward for consideration in Hunstanton, and so limited opportunities for site selection. There are no flood risk issues on sites F2.2 and F2.3, and the majority of site F2.4 is not at high risk of flooding. There are no highways objections for any of the allocations, and in the SA the 'highways and transport' category is marked as 'dependent

on implementation', therefore these are considered sustainable locations for growth.

3. Viable /Deliverable/ Available

3.1. Deliverability Forms were completed for each of the allocated sites in 2014 on behalf of the landowners/ developers. Specifically F2.2 and F2.3 by Cruso and Wilkin, and for F2.4 Hopkins Homes. All forms identify that the sites are vacant, available and deliverable. F2.3 and F2.4 could come forward within the first 5 years of the Plan, and F2.2 later (although the agent states this could be faster subject to normal planning processes). More recently an application has been submitted for site F2.4, planning reference number 14/01022/FM. This application is for 166 homes including the construction of a new access road, landscaping works and public open space, and illustrates that the site is deliverable and the landowner is keen for development on the site to commence. With regard to site F2.3, further discussions have also taken place with the agents to clarify the specific nature of development on site, and section D continues this discussion in more detail. Again indicating the intention of the landowner to deliver residential development within the plan period. A range of site investigations work has been undertaken to inform potential development on the sites and the studies have been submitted to the authority for information.

4. Relevant issues raised during consultation

- 4.1. Hunstanton Town Council has supported the Council's approach to development in the town, as recognise the need for growth to support local services and provide some much needed affordable housing. They have favoured sites F2.2 and F2.3 throughout the process, and at the Preferred Options stage withdrew their objection to site F2.4. They have not made a comment at the Pre-Submission stage.
- 4.2. Concerns have been raised to site F2.4 regarding highways issues, however NCC have been consulted on all allocations, and did not raise any objections to the Hunstanton allocations. Detailed solutions have been put forward as part of the planning application for this site.
- 4.3. There is a difference between densities on each allocation. The density of site F2.2 was calculated taking into account the density of the surrounding residential area, and requirements on the site such as open space and landscaping, highways etc. For site F2.4 the Council used the proposed density in the submitted planning application to identify the scale of development possible on site. Section D of this statement discusses F2.3 in detail, the amount of general purpose housing is allocated at 50 plus

affordable housing, and is an approximate amount required to cross-subsidise the housing with care. The exact numbers of this are to be determined.

- 4.4. English Heritage has objected to sites F2.2 and F2.3 on the grounds of their impact on the historic environment. The agents for these sites have produced Heritage Statements for each site, which conclude that 'should it be considered that material harm would arise, this would be limited and clearly less than substantial. The proposals would be considered to accord with paragraph 134 of the NPPF' (para 7.9).

B. And similarly is the proposed employment site south of Hunstanton Commercial Park justified (F2.5)?

- 1.1. The Core Strategy identified the indicative area for employment expansion on Fig 10. Policy CS10 'The Economy' identified the distribution of employment land includes 1 ha of employment land in Hunstanton. Paragraphs 7.3.33 and 7.3.34 justify this approach and refer back to the Employment Land Study. Therefore the role of the SADMP is to allocate this employment site.
- 1.2. This site was previously allocated for employment use in the adopted Local Plan, although at this time the existing Commercial Park was under different ownership and this had resulted in access issues.
- 1.3. The site is well located close to the town centre, on the A149 the main route through the town. English Heritage has raised similar objections to F2.3 as discussed above. The Council considers that the principle of development on the site has already been established given it is currently a saved allocation in the Local Plan.
- 1.4. As the SADMP document has emerged site F2.3 has been allocated as a site principally for housing with care. To enable a flexible approach to delivery of site F2.3, the Plan suggests that a Care Home could be located on part, or all of, this employment site. The agent has included this within their representation to the Pre-Submission SADMP. A care home would provide year round employment, and this use is supported by the Town Council and in line with the CS strategy for the town in CS05.

C. If such evidence exists what alternatives are available and have they been satisfactorily considered by the Council?

- 1.1. The geography of the town means there are few opportunities to expand onto Greenfield sites. Given that the CS seeks residential allocations in 'broad areas for urban expansion' which are identified on the Hunstanton Diagram,

Fig 10, the most sustainable sites were selected to meet this. Where there was initial hesitation about making sites available for consideration, the Council has worked with the agents to ensure some land has been made available. In fact the other sites included in the SA as 848 and 851 were put forward by the Town Council, however were not made available by the land owner for this plan period.

- 1.2. Site F2.5 was the only one submitted for consideration for employment use, there were no alternative options for the location of this allocation. The landowner supported this use and informed us there was local interest in the development of additional commercial units. The same landowner currently owns the adjacent Commercial Park. The Town Council has also supported the allocation throughout the process.

D. Is the inclusion of the 'housing with care' element in F2.3 justified?
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- 1.1. Site F2.2 was put forward as a site for residential development. At the Preferred Options stage and the Pre-Submission stage the site was specifically identified as a site for housing with care, affordable housing and general purpose market housing.
- 1.2. Hunstanton Town Council has always supported this use. Similarly the landowner has supported the use for a nursing home / housing with care as early as 2012, and again in 2014 the agent confirmed that they have received approaches from three different developers to acquire land for these purposes.
- 1.3. Having considered a similar scheme elsewhere, and acknowledging the higher cost to deliver housing with care, the Council was keen to allocate 50 general market houses to cross-subsidise the housing with care element, and ensure the site is deliverable.
- 1.4. A planning application was submitted for a 'housing with care' / cares home / market housing scheme at Heacham (Ref 13/ 01541/OM). This application was refused by BCKLWN, and the appeal was dismissed. The reasons for this being primarily that it would harm the character and appearance of the surrounding area, contrary to CS12, and also that the proposed development would unacceptably compromise the aim of local policy to achieve sustainable patterns of development. The appeal focussed on the significant need for this specialist housing in the borough and provided evidence in addition to that detailed below. However it was always the Council's view that

site F2.3 was the preferred location for this type of development and that Hunstanton was a more sustainable location. The Inspector recognised the need for elderly persons housing and care, and that such a scheme would provide social and economic gains for the area. Paragraph 19 of the Appeal Decision (Appendix 1) recognises that F2.3 and F2.5 meet similar needs and have local support.

- 1.5. The policy wording of F2.3 in the Pre Submission SADMP was deliberately flexible to enable the delivery of a 'housing with care' model. However at the Heacham appeal referred to above, it became apparent that the wording was not sufficiently clear, and we needed to clarify the text to support our ambitions for the site. We have produced a draft policy wording for F2.3 below in Section E.
- 1.6. There is a significant need for Housing with Care and other specialist care places in the Borough to meet both the housing and social care needs of the ever increasing ageing population. Appendix 2 includes a 'Consideration of population trends and housing needs of older people in West Norfolk' detailing the significant evidence available to justify this need. Since the publication of the Strategic Model of Care reports no housing with care schemes have been provided in the Borough. Given the need identified, lack of existing provision in the north of the Borough and the high numbers of existing older persons in the north of the Borough the allocation of Housing with Care at F2.3 is fully justified and necessary. Without such allocation the housing and social care needs of the Boroughs significantly ageing population will continue to outstrip supply.

E. Proposed amendments to Hunstanton policies and text

The following amendments are proposed in order to correct errors and provide clarity regarding the policy approach in Hunstanton.

Page No	Paragraph/Policy no.	Issue	Proposed Change	Justification	Representation Reference number/name	Comment ID
156	F2.2 Hunstanton	F2.2 part 5 refers to the 'North Norfolk Coast AONB'. This is not the correct title.	Amend policy F2.2 part 5 to read '...and the Norfolk Coast Area of Outstanding Natural Beauty (AONB).'	Factual change	Natural England	986
158	F2.3 Hunstanton	F2.3 part 3 refers to the 'North Norfolk Coast AONB'. This is not the correct title.	Amend policy F2.3 part 3 to read '...and the Norfolk Coast Area of Outstanding Natural Beauty.'	Factual change	Natural England	985
158	F2.3 Hunstanton	Need to clarify policy wording.	See full policy text below.	Clarification of text		
160	Paragraph F.2.19	Incorrect policy reference	Amendment needed to read '....proposed Care Home on F2.5. Such...'	Factual change		
160	Paragraph F.2.19	Clarify approach to housing with care, and general housing numbers.	Include the following text at end of paragraph to read; 'The number of general housing units could increase where the scale and quality of the Housing with Care proposal is considered to contribute significantly to meeting identified need and any communal/ancillary service proposed would enhance the existing community.'	Clarification of text		

160	Paragraph F.2.20	Paragraph F.2.20 duplicates paragraph F.2.24	Delete paragraph F.2.20	Clarification of text – Duplication.		
161	Policy F2.4 Hunstanton	NCC Highway Authority representation request to add an additional point to require connectivity and integration with adjacent development.	Add an additional condition to the policy- 3. Local highway improvements to fully integrate the development into the surrounding network. And renumber the subsequent conditions to follow on from his new point. Therefore point 3 will become point 4 etc.	NCC Highway Authority representation request	Norfolk County Council Highways	1170
161	Policy F2.4 Hunstanton	EA representation requests an additional point to prepare an SFRA.	Add an additional condition to the policy- 9. Submission of a Site Specific Flood Risk Assessment. And renumber the subsequent conditions to follow on from his new point. Therefore point 9 will become point 10 etc.	EA representation request	Environment Agency	922
161	Policy F2.4 Hunstanton	Delete ‘...163...’	Replace with ‘...approximately 160...’	Correction of text – number was too specific.		
161	Policy F2.4 Hunstanton	Policy F2.4 to be amended for consistency.	Delete ‘...12.6 hectares should be allocated for..’ Replace with ‘...12.6 hectares is allocated for...’	Clarification of text	CPRE	668
164	F.2.34 Hunstanton	Para F.2.34 - Delete...‘However the sites owners have other aspirations, there are no detailed proposals for such a development, and it remains to be seen		Clarification of text		

		whether this type of development can actually be delivered on this site. Nevertheless,'				
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Proposed policy wording-

F2.3 Hunstanton

Land south of Hunstanton Commercial Park amounting to 5 hectares, as identified on the Policies Map, is allocated principally for housing with care, with a supplementary allocation of general purpose market housing to aid viability. ¹

The mixed uses comprising –

- At least 60 housing with care units ;
- Approximately 50 general housing units;
- Affordable housing requirements as per policy CS09 of the Core Strategy.
This will apply across the whole site.²

Development of the site must be as part of a comprehensive scheme, which must be shown to bring forward the housing with care units. The final housing numbers are to be determined at the planning application stage and be informed by a design-led master planned approach.

The proximity of the employment allocation F2.5, and the potential for a care home on part (or all) of that allocation could support an interdependency between this and the housing with care element.

Development will be subject to compliance with the following:

- (the following criteria as in existing policy)

¹ Housing with care is purpose built self-contained housing with facilities and services such as 24/7 on site care and facilities, that assists residents to live independently. There is an expectation that in line with good practice the scheme will include the provision of community facilities i.e. restaurant, retail (hairdressers/corner shop) and opportunities for social interaction.

² The affordable housing requirement will apply to the housing with care and the general purpose market housing, all dwellings that fall within the C3 use class of the Town and Country Planning (Use Classes) Order 1987.

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Appendix 1



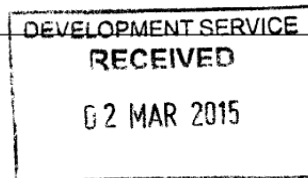
Appeal Decision

Hearing held on 27, 28 and 29 January 2015
Site visit made on 28 January 2015

by Joanna Reid BA(Hons) BArch(Hons) RIBA

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 27 February 2015



Appeal Ref: APP/V2635/A/14/2221650
Land off School Road, Heacham, Norfolk

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
- The appeal is made by Mr Andrew Savage, Broadland Housing Association and Townsfolk Ltd against the decision of the Borough Council of King's Lynn & West Norfolk.
- The application Ref 13/01541/OM, dated 19 October 2013, was refused by notice dated 5 February 2014.
- The development proposed is "the construction of a care home, housing with care facilities and 70 new homes. New allotments, associated landscaping, SUDS ponds and associated works including an electricity substation and a pumping station are also proposed. Access to be off School Road".

Decision

1. The appeal is dismissed.

Procedural matters

2. The application was made for outline planning permission with access for consideration at this time, and with appearance, landscaping, layout and scale, hereinafter referred to as the reserved matters, reserved for future consideration. Plan 30745-110-A02, which shows an indicative layout, and plans 30745/110/Arb/1-West and 30745/110/Arb/2-East, were submitted for illustrative purposes only.
3. The appellant had submitted a draft planning obligation, but the Council raised concerns about it at a late stage. Due to the number of signatories and their availability, a revised obligation could not be completed before the close of the hearing. In these exceptional circumstances, it was agreed that the completed obligation would be submitted to the Council by 16 February 2015, and that a certified copy would be sent to the Inspectorate at the same time. The Council would send any comments about the obligation by email to the Inspectorate by 18 February 2015. As the obligation was submitted in accordance with the agreed timetable, and the Council has not raised concerns about it, I shall deal with it later in this decision.
4. At the hearing the appellant agreed that, for the purposes of this appeal, it is not disputed that the Council can demonstrate a 5-year supply of deliverable housing sites. As concerns about this were not raised by other parties at the hearing, and as I do not consider that anyone's interests would be prejudiced, I shall deal with the appeal accordingly.

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Main issues

5. From what I have said above, from my inspection of the site and its surroundings, and from the representations made at the hearing and in writing, I consider that the main issues in this appeal are:
- The effect that the proposal would have on the character and appearance of the surrounding area, and
 - Whether the proposed development would compromise the aim of local policy to achieve sustainable patterns of development.

Reasons

The proposed development

6. The proposal includes a 60-bed care home with nursing, 60 housing with care units, and 70 open market dwellings. Housing with care offers independent living within self-contained dwellings with additional communal facilities including 24 hour care. There is no dispute between the main parties that there is at present a significant need for elderly persons' residential care places, and for housing with care for elderly persons, in the Borough. This matter attracts substantial weight in favour of the scheme.

Character and appearance

7. Heacham is a relatively large broadly crescent-plan village, roughly 3 miles from the centre of Hunstanton and about 14 miles from King's Lynn. The countryside to the east of the A149, which links these towns, slopes upwards to the east, and is within the Norfolk Coast Area of Outstanding Natural Beauty. Heacham lies mainly to the west of the A149. Due to the partly overgrown hedgerows and the intervening gently sloping topography, much of the village is not very prominent in views from the road. Travelling towards Hunstanton from the south, it is the church tower and development by the eastern tip of the crescent, around the junctions with Broadway and Lynn Road, which mainly draw attention to the presence of Heacham.
8. The appeal site includes agricultural land to the west of the A149, within the inner arc of the crescent, which would have vehicular and pedestrian access from School Road and a footpath access from the A149. The site is outside the development limits of Heacham defined in the *King's Lynn & West Norfolk Local Plan* (LP) and thus, it is, in policy terms, within the countryside. A short length of the north-west boundary adjoins back gardens within the development limits in Woodside Avenue and School Road, but otherwise the site is surrounded by land and a few buildings which are also within the countryside.
9. The agricultural buildings by the byway through the site, including the disused piggery buildings, are part of the intrinsic character of the countryside. Due to their generally low height and close farmyard grouping, they do not look out of place. Nearby, the village is largely characterised by linear development along the roads, and the small scale forms of the mainly detached dwellings and the few modest terraces. The paddocks and low-key outbuildings between back gardens on the south side of Broadway and the site maintain the general openness which is important to the rural character. The openness at the site and in the nearby countryside contributes positively to the setting of the village, and to the character of the wider countryside.

10. The site is within the Heacham character area (HCA) identified in the *King's Lynn and West Norfolk Borough Landscape Character Assessment*. Relevant characteristics of the HCA include its open character and gently sloping landform. The setting of the Area of Outstanding Natural Beauty is not statutorily protected, but the land on the west side of the A149, with the village and coast beyond, provides its wider context. The A149 is a significant tourist route, which is used by many people each year travelling to and from the Norfolk Coast. Close by, regardless of their speed of travel, the local distinctiveness of the open countryside on both sides of the road is important to their appreciation of the mainly rural Borough.
11. The appellant's Landscape and Visual Impact Assessment says that, in terms of the landscape, the significance of the landscape effects of the proposal would be neutral, and that the proposal would have a negligible effect on visual amenity. It also explains that, due to the topographical change and the layering effect of existing hedgerows, the setting of the village would be preserved. However, in the views from School Road and the byway through the site, from the nearby dwellings and their gardens, and from the paddocks and fields around the site, the built form of the scheme would be harmfully out of keeping with the character and appearance of the countryside. Whilst it was suggested that landscaping could mitigate the effects of the development, for it to be effective, that too would be at odds with the current rural openness.
12. The development would be likely to have little impact on the present skyline of the village in most views. However, because its suburban appearance would be out of keeping with the character of the countryside, and because the development would erode the important rural openness, the proposal would harmfully intrude into the countryside. Due to its poor relationship and minimal connectivity with the village, even if most development were to be contained within the larger western part of the site, its incongruous appearance would be a discordant addition to its generally compact form. Thus, the development would harm the open setting of the village, and it would harmfully increase the prominence of the village in views from the A149.
13. The proposal would not extend the built form of the village beyond its furthest eastern or southern limits. However, the developed appearance of the site would also significantly detract from the openness and countryside character between Marea Meadows and South Moor Drive. Consequently, the existing fields to the west towards Cheney Hill would appear cut off from the surrounding countryside. As most of the site would be edged by countryside, the scheme also would look isolated from the existing pattern of development. Thus, the scheme would be contrary to the guidance for the HCA which seeks to ensure that any new small-scale development on the edges of Heacham responds to the existing settlement pattern.
14. For these reasons, I consider that the proposal would harm the character and appearance of the surrounding area. It would be contrary to Policy CS12 of the *King's Lynn & West Norfolk Borough Council Core Strategy* (CS), which aims for new development to be sensitive to the surrounding area, and for proposals to demonstrate that their location will protect and enhance the special qualities and local distinctiveness of the area and distinctive settlement character, and the *National Planning Policy Framework* (Framework) which aims to take account of the different roles and character of different areas, recognising the intrinsic character and beauty of the countryside.

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Sustainable patterns of development

15. The relevant policies of the CS are broadly in line with the Framework.
CS Policy CS01 sets out the spatial strategy for the Borough. It aims, amongst other things, to foster sustainable communities with an appropriate range of facilities. The spatial strategy seeks to strike a balance between protecting and enhancing the built and natural environment of West Norfolk whilst facilitating sustainable growth in the most appropriate locations. In line with the Framework, it seeks to respond to, and deliver, identified economic, social and environmental objectives in the Borough's towns and places.
16. CS Policy CS02 sets out a settlement hierarchy which seeks to achieve this. Heacham is identified as a Key Rural Service Centre (KRSC) where limited growth of a scale and nature appropriate to secure its sustainability will be supported within its Development Limits. By contrast, it identifies the nearby main town of Hunstanton as a location where significant development will take place, with the aim of maintaining and enhancing its role in delivering essential convenience services, and opportunities for employment and residential development. By ranking settlements according to their size, range of services and facilities, and potential capacity for future growth, CS Policy CS02 aims for development of an appropriate scale to occur in the most sustainable locations.
17. CS Policy CS06 aims, amongst other things, to protect the countryside for its intrinsic character and beauty. Framework paragraph 55 states that, to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. CS Policy CS06 is in line with this because it includes provision for new homes within or adjacent to KRSCs in accordance with CS Policy CS02. Aside from existing completions and commitments, CS Policy CS09 aims for at least 660 new dwellings to be provided in the 20 identified KRSCs over the Plan period, and for new allocations of an appropriate scale reflecting location and function to be identified in the Site Allocations DPD.
18. The CS was informed by the 2008 Norfolk County Council Strategic Model of Care - Care Homes. So, CS Policy CS09 aims to provide for all sectors of the community including the elderly, and CS Policy CS13 seeks to deliver community well-being and enhance quality of life, in line with the Framework's aim to support local strategies to improve health and social wellbeing for all.
19. The *Borough Council of King's Lynn & West Norfolk Site Allocations and Development Management Policies Pre-Submission Document* (EPD) accepts that some site allocations will be outside existing development limits. The EPD includes 2 preferred option sites for 66 new dwellings in Heacham, EDP Policy G47.1 Heacham – Land off Cheney Hill for 60 dwellings, and EPD Policy 47.2 Heacham – Land to the south of St Mary's Close for 6 dwellings. EPD Policies F2.3 and F2.5 Hunstanton – Land south of Hunstanton Commercial Park propose 50 residential units including market housing, affordable housing and housing with care on the F2.3 site, and employment uses on the adjoining F2.5 site which could include a care home. Sites F2.3 and F2.5 are about half a mile from the town centre and, together, both could meet similar needs to the proposal. All of these proposed allocations have also been largely supported by local people and local organisations in both settlements during the EPD process. However, as the EPD has not been submitted for examination, it attracts comparatively little weight.

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20. The 70 open market dwellings would be similar to the total emerging allocation for Heacham. With 60 housing with care dwellings as well this would roughly double that amount. With the 60-bed care home also, whilst a different use class, the scheme would be nearly 3 times the amount of the proposed allocation. So, whilst the Framework aims to boost significantly the supply of housing and the use of 'at least' in CS Policy CS09 does not rule out larger developments, the proposal would be substantially greater than the planned growth for Heacham.
21. This could mean that development needed to support the sustainability of other KRSCs would be reduced. Some KRSCs are much smaller, so that could mean little or no new development, which could have an adverse effect on their sustainability, and reduce the availability of shops and local services to occupiers in their rural hinterland. It would also fail to support the development of more sustainable main towns. Thus, the scheme would be at odds with the plan-led vision in the CS for the Borough.
22. Whilst the proposed community hub could help to facilitate social interaction, and the Travel Plan could reduce reliance on private motor vehicles, some future occupiers could feel cut off from much of the local community due to the poor relationship of the site to the form and fabric of the village. The limited range of facilities and services in Heacham would also restrict the choices available to future residents and their visitors. Furthermore, whilst the principle of the need for some open market dwellings to subsidise the care home and housing with care was accepted by the Council at the hearing, there was insufficient evidence to show that 70 open market dwellings would be necessary to ensure that the scheme would be viable.
23. Therefore, I consider that the proposed development would unacceptably compromise the aim of local policy to achieve sustainable patterns of development. It would be contrary to CS Policies CS01, CS02, CS06 and CS09, LP Policy 8/1 which aims to permit small groups of dwellings which comply with other relevant Plan policies in settled or built-up areas, and the Framework which aims for planning to be genuinely plan-led, empowering local people to shape their surroundings, with succinct local plans setting out a positive vision for the future of the area, and to actively manage patterns of growth and focus significant development in locations which are or can be made sustainable.

Other matters

24. Other points in favour of the scheme, including non-seasonal employment, training opportunities, and the community hub, have been taken into account. However, matters including affordable housing, public open space, biodiversity mitigation and enhancement, and asbestos removal, would be necessary to make the development acceptable in planning terms, so they do not weigh in favour. I have also had regard to my colleagues' appeal decisions ref APP/R3325/A/11/2149385 and APP/G2245/A/11/2162801. In the former decision, the proposal included the refurbishment of existing retail units and my colleague took into account the considerable demand for care for the elderly in that specific area. In the latter decision, the need for specialised housing/care for the elderly was consistent with, but not necessary to, my colleague's overall conclusion. So, their circumstances differ from the proposal before me, which has been dealt with on its merits, and in accordance with its site specific circumstances and relevant Development Plan and national policy.

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25. Moreover, the Framework explains that there are 3 mutually dependent roles to sustainable development which should be sought jointly and simultaneously. The scheme would provide social gains including the provision of the care home, housing with care and market housing. The economic gains would include jobs during design and construction, and for 80 or so staff thereafter. However, these gains would be outweighed by the environmental harm that the proposal would cause to the character and appearance of the surrounding area, and due to its poor location in relation to the village and the Borough. So, the proposal would not amount to sustainable development.
26. A number of matters were put forward in the revised planning obligation that I referred to earlier. None of these matters, either singly or together, would overcome the unacceptability of the development that I have found. So, it is not necessary for me to consider whether the planning obligation would satisfy all 3 of the statutory tests in Regulation 122 of *The Community Infrastructure Levy Regulations 2010*, and in paragraph 204 of the Framework.

Conclusions

27. I therefore conclude that, whilst the need for elderly persons' care with nursing and elderly persons' housing with care attracts substantial weight, it would not outweigh the harm that the proposal would cause to the character and appearance of the area, and by its inappropriate location. For the reasons given above and having regard to all other matters raised, the appeal fails.

Joanna Reid

INSPECTOR

Appendix 2 – Consideration of population trends and housing needs of older people in West Norfolk

1.1. Norfolk's population is increasing. The 2012 based population projections by ONS suggest that the population of Norfolk is expected increase by 7% over the next decade. Whilst this is below the national projected increase at 7.2% the proportion of the increase expected to come from 65 plus age groups is significant. Norfolk's oldest age groups are projected to grow the quickest in the next decade – with the 75-84 year olds projected to increase by 32.9% and the 85 and overs projected to increase by 39.7%.

1.2. Norfolk's ageing population is well documented. The following headlines from The Future Market Place: Market Position Statement 2011/2012 illustrates the basic demographic issues:

- Norfolk has the “oldest” population in the region –Norfolk has the highest proportion of people aged 65-84 in the region, and the second highest proportion of people aged 85+.
- North Norfolk district is likely to develop one of the largest proportions of older people aged 65+ in the country, rising from 32% in 2008 to 39.5% in 2033. **By 2033 we expect Kings Lynn & West Norfolk to have 32.5% older people.**

1.3. The Census 2011 identified that 23% of the population within the Borough Council of King's Lynn & West Norfolk are aged 65 plus. This is larger than the proportion found in the East Region (17.5%) and in England (16.3%). Much of the recent population projections produced expects this trend to continue with older persons accounting for 28% of the Boroughs population by 2026.

1.4. Both national and local strategy's relating to the provision of care for older people focus on prevention and living independently. The Living Longer Living Well: The Norfolk Older Peoples Strategy 2009-2011 for Norfolk places a focus on preventative and community services to accommodate the ageing population. However the strategy also recognises that even with developments in community and preventative services additional care places are needed to meet the care needs of the County's significantly ageing population.

1.5. As identified in The Living Longer Living Well: The Norfolk Older Peoples Strategy 2009-2011(section 3.8) ,the majority of older persons would prefer housing with care as opposed to an institutionalised care setting such as residential care homes. The main reason for this is that Housing with Care

provides them with their own front door and greater independence whilst at the same time providing care and support when needed. Housing with Care offers a real alternative to institutional care for older persons living in West Norfolk.

1.6. The Strategic Model of Care Progress and Implementation Report to Cabinet 14th September 2009 produced by Norfolk County Council identified a need for the 980 care spaces in the Borough by 2020. Three hundred of these spaces are needed as Housing with Care and further 250 for nursing with dementia care.

1.7. The Borough of King's Lynn and West Norfolk has been identified as having the greatest need in the County across all types of care spaces. With a needs rate of 18.5 places per 1000 persons aged over 65 the Borough has been identified as the priority area for delivering Housing with Care and dementia care spaces. Tables 3.1 and 3.2 of the Strategic Model of Care Progress and Implementation Report to Cabinet 14th September 2009 provides details on actual figures.

2. Distribution

2.1. Whilst the entire County is expected to experience an increase in older persons the northern area of the County i.e. North Norfolk and the Borough of West Norfolk is where the most significant growth is anticipated. The map shown on page 22 demonstrates the existing high numbers of older persons in northern part of the Borough which includes Hunstanton. At present there are no housing with care schemes in north of the Borough. Of the two adult social services funded housing with care schemes in the Borough one is located in King's Lynn town and the other in Downham Market. The following table from Strategic Model of Care; Care Homes Strategic Commission Proposals for the future services 13th October 2008 provides a breakdown of the number of housing with care and other care spaces needed in each of the 3 main towns in West Norfolk;

	Current provision	Need for care places in total	Surplus(-)/shortfall(+)					
			Long stay care home	Short stay care home	Dementia care home	Care home with nursing	Dementia care home with nursing	Housing with care
Downham Market	339	512	-112	30	78	98	24	55
King's	569	773	-39	44	18	24	47	110

Lynn								
Hunstanton	369	521	-166	29	70	65	56	98

3. Funding & viability

3.1. The landscape for funding specialist housing such as Housing with Care has changed considerably since 2005. Traditionally housing with care schemes were developed as social rent schemes and funded by central government grant funding. However, to accommodate both the changing demographics and older persons aspirations the focus is now shifting towards developments that reflect the current tenure balance among the older population, in which the majority of households are now owner occupiers. As such new models have emerged with greater emphasis on collaborative partnership working with the private sector to ensure that adequate housing that meets the changing needs of the population are met. It is well established that Housing with Care schemes and other forms of specialist accommodation are typically more expensive to deliver when compared with general needs market accommodation. In recognition of the greater costs associated with Housing with Care developments and to ensure such scheme is deliverable the allocation in F.2.3 allows for general needs market accommodation to cross-subsidise delivery of the HWC units.

4. Affordable Needs

4.1. It is noteworthy that whilst many older people will look to have their needs met by the market there will always be those whose housing and care needs will need to be met by Adult Social Services both in terms of provision and funding. Low levels of income have an impact on older people's independence. As identified in The Future Market Place: Market Position Statement 2011/2012 Norfolk has the highest level of income deprivation affecting older people of the shire counties in the East of England, with around 36,500 people aged 60 and over(16.2%) being income deprived. However, there are significant variations across the County with the greatest levels of deprivation affecting older persons being found in the urban centres such as King's Lynn town. Beyond this area there are significant areas of affluence. To demonstrate this the position statement identifies that only 0.66% of older persons in the northern locality i.e. **northern part of West Norfolk & North Norfolk** live in the ten percent most deprived areas in Norfolk compared with 30.5% in Norwich. This is also identified in the Councils Strategic Housing Market Assessment 2014 which concludes that some *64.4% of older person households requiring specialist accommodation are likely to be able to secure it within the market sector, with the remaining 35.6% requiring an affordable tenure (page 115)*. As per paragraph 50 of the

NPPF Policy F2.3 SADMP seeks to ensure that a mixed tenure housing with care development with a minimum of 20% being delivered as affordable housing with care units is delivered to best meet the identified housing needs of the Boroughs ageing population.

5. Emerging findings

- 5.1. Since the publication of the Strategic Model of Care, the Living Longer Living Well Strategy 2009-2011 and SHMA 2014, work is currently underway to update the figures in the Strategic Model of care document taking account of more recent census and population projection data. This work is currently being collated on a county-wide basis, but it will show information at a district level. Emerging findings show that demand for specialist older persons accommodation has increased to approximately 2737 places across all care types by 2020. 737 of these are required as housing with care units. This significant increase is perhaps to be expected given the under supply of such accommodation and significant increase in older persons living in the Borough.

Existing residents aged 65plus (source Hometrack, Census 2011)

