

# South Norfolk Local Plan



## Development Management Policies Document

Adoption Version  
October 2015



## 3.8 Design Principles

### *Reasoned Justification*

- 3.52 Good design is a key aspect of **sustainable development** to achieve social, economic and environmental objectives, and indivisible from good planning. All development should contribute positively to making places better for people<sup>1</sup>.
- 3.53 The Council is committed to working positively with developers to achieve high quality and inclusive design for all development, including small and larger individual buildings, public and private spaces and wider area development. The Council will seek to ensure that new development will: function well; create attractive places and support community cohesion; optimise the potential of the site; respond to local character, history and distinctiveness; and be visually attractive as a result of good architecture and landscaping. In accordance with the **National Planning Policy Framework**, development of poor design that fails to take the opportunities for improving the character and quality of an area and the way it functions should be refused.
- 3.54 Reflecting the **Joint Core Strategy**, the Council places great importance on the need to promote and reinforce local distinctiveness, and the Council is committed to producing guidance, policies and information to help raise understanding and evaluation of these defining characteristics. This includes the South Norfolk Place Making-Guide SPD, a Residential Alterations, Conversions and Extensions SPD and other supplementary planning guidance and Conservation Area appraisals.
- 3.55 Good quality housing should provide for internal and external accommodation that is fit for purpose and suitable for its intended occupants. Homes must be designed to meet the demands of everyday life and offer the flexibility and potential to be occupied by householders with different needs over time.
- 3.56 Buildings that perform better than the minimum environmental standards are more sustainable in the long term, particularly in respect of sound insulation and energy efficiency. Well-proportioned rooms with good levels of natural light provide a better quality of life for occupiers, and will also be adaptable to meet changing circumstances over time.
- 3.57 The outdoor space around new homes may be provided as private gardens or as a communal amenity space. It should however be integral to the overall residential design of the site. Detailed guidance on the design and quality of outdoor space and arrangements of housing is set out in the **South Norfolk Place-Making Guide**. Provision of parking, refuse storage and utility space should not be

detrimental to the provision of suitable external amenity space; detailed guidance is referred to in the Notes below.

- 3.58 To ensure innovation and originality is not stifled and best practice is shared, the Council will also have regard to promote the sharing of best practice and will maintain a regular programme of local design review.
- 3.59 Reflecting Joint Core Strategy Policy 2, major development (500 dwellings or more) OR that of particular complexity, should be **masterplanned** using an inclusive recognised process demonstrating how the whole scheme will be delivered and related to adjacent areas. A lower threshold may be appropriate for new development in smaller settlements, and this should address the programming of timely infrastructure and so forth. Specific requirements are addressed in individual site allocation policies.
- 3.60 The importance of contributing to local distinctiveness, the **historic environment** and setting in the wider landscape applies at the smaller scale and to domestic scale development too - see Residential Alterations, Conversions and Extensions SPD, Development in the Historic Environment SPD, and Landscape Character Study.

***Policy DM 3.8 Design Principles applying to all development***

- (1) **The Council will work with applicants to achieve high quality design and positive improvement from all development, protect and enhance the environment and existing locally distinctive character and encourage innovation; the Council will refuse development that fails to take the opportunities for improving the character and quality of an area and the way the area functions.**
- (2) **Major development should be masterplanned using an inclusive recognised process demonstrating how the whole scheme will be delivered and related to adjacent areas, including the programming of infrastructure requirements. A masterplan will also be required for sites of less than 500 dwellings in the case of large developments incorporated into a smaller settlement or on sites of particular complexity.**
- (3) **Dwellings should be designed so that internal spaces are suitable, adaptable and will be able to accommodate a range of residents over time.**
- (4) **Planning permission will be granted for development that has been designed to, where relevant to the proposed development: respect adjoining structures, spaces, routes and local landscape; provide an attractive, accessible and safe environment; and conform to the following criteria:**

- (a) The scale, height, massing, form and appearance of development is designed with a satisfactory relationship of structures, spaces and routes within the site and a successful integration into the surroundings;**
- (b) The development is created with high standards of design, building materials, finishes and landscaping reflecting the use of distinctive local building traditions, materials and heritage assets where relevant; or innovative contemporary design solutions reflecting local context and reinforcing or creating local distinctiveness;**
- (c) Access is provided by routes and public spaces that meet different requirements of accessibility (including pedestrians, cyclists and people with mobility or sensory difficulties) without an unsatisfactory domination of traffic;**
- (d) A clear distinction is made between public and private spaces within the site; all public and private spaces to be suitable for their purpose, attractive, landscaped, safe; and with adequate lighting where provided that is carefully controlled to minimise overspill;**
- (e) Visually attractive frontages and hard & soft boundary treatments are created to adjoining streets and public areas, public spaces and the open countryside; all appropriate frontages to contain windows and doors that assist informal surveillance of the public realm by occupants of the site;**
- (f) Buildings and spaces are orientated to: gain benefit from sunlight and passive solar energy and wherever possible designed around a Sustainable Drainage system;**
- (g) The entire development is designed to reduce any actual or perceived opportunities for anti-social activity on the site and in the surrounding area;**
- (h) Landscaping of the development is designed to retain important existing natural features, reflect the surrounding landscape characteristics of the area and contribute to relevant objectives of the local Biodiversity Action Plan; and**
- (i) Convenient, safe and visually attractive areas are created for servicing buildings and parking of vehicles and cycles without dominating the development or surroundings.**

## **Notes**

- Sections 7, 10, 11 & 12 of the National Planning Policy Framework promote design and environmental quality, including the protection and mitigation of impacts. Para 15 requires local plans to set out how the ‘presumption in favour of sustainable development’ will be applied locally; para 58 refers to the need to “understand and evaluate” the “defining characteristics” and to respond and reflect these, while not preventing appropriate innovation. Para 61 addresses the “connections between people and places” and the contribution to sustainable communities, para 121 points to the “desirability of new development making a positive contribution to local character and distinctiveness”.
- **Joint Core Strategy** Policy 2 promotes good quality design that creates a strong sense of place and reflects local distinctiveness. The need to reflect local distinctiveness in development is addressed in the Place Making Guide SPD (Section 2) and Section 4.2 of the guide includes detailed guidance on appraising a site and its context. This should form part of the **Design and Access Statement**.
- Reflecting Joint Core Strategy Policy 2, all development of 10 units or more should be evaluated for the Building for Life Criteria and its successors.
- Development Management Policies expand on the necessary assessments of **environmental assets** and requirements.
- Further advice and guidance prepared by South Norfolk Council to help designers identifying important local characteristics and appropriate design response include:
  - **South Norfolk Landscape Characterisation Study** – published
  - **South Norfolk Place-Making Guide** – Adopted Supplementary Planning Document
  - **South Norfolk Design in the Historic Environment Guide** - (to be prepared)
  - **South Norfolk Residential Alternations, Conversions and Extensions Guide** - (to be prepared)
- Presentation of these documents on the Council’s web site pages will include examples of updates, best practice and the results of design review.

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- <sup>1</sup>Section 7 of the **National Planning Policy Framework** clearly states the importance of good design to sustainable development and that permission should be refused for development that fails to take the opportunities available for improving character and quality of an area and the way it functions.

### 3.13 Amenity, Noise and Quality of Life

#### *Reasoned Justification*

3.84 Planning policies seek to ensure a high quality design and quality of life for all existing and future occupiers of the land and buildings. All development proposals should take into consideration the impact on the living and working conditions of existing and future occupiers and the continued operation of the authorised uses and businesses surrounding the site. This applies to all development including changes of use and small scale building extensions.

#### Amenity

3.85 For planning purposes ‘**amenity**’ is defined as the ‘the desirable features of a place that ought to be protected or enhanced in the public interest’. These features include maintaining privacy and light, and ensuring the existing and potential occupiers are protected from pollution including that in the forms of noise, odour, vibration, air, dust, insects or artificial light pollution. The potential impact of development needs to be considered on a cumulative as well as individual basis, and indirect impacts such as traffic generation as well as more direct impacts also need to be considered.

3.86 New development consistent with the **Local Plan** and the continuance of existing businesses should not have unreasonable restrictions put on it because of the introduction of new and incompatible land uses. The policy therefore takes a cautious approach to ensure that new development forms a pattern which does not adversely affect the area as a whole in the future.

#### Noise

3.87 Planning decisions should avoid development that would give rise to noise that would have significant adverse impacts on health and quality of life. It is recognised that development will create some noise and a business wanting to develop in continuance of their business should not be unreasonably restricted if land uses have changed around them since they were established. Therefore development which is likely to give rise to noise pollution should not be located close to land uses that are sensitive to noise, and new noise sensitive uses such as residential development should not be located in a noisy area.

3.88 Conditions will be used to reduce the impact of noise on quality of life. A precautionary approach will be taken and it may be necessary to apply conditions such as restrictions on opening hours etc. However, these conditions need to be proportionate, reasonable and not overly restrictive to new business. The existing back ground noise level will affect the impact of noise generating uses on the area and their effect on health and quality of life, and this should be reflected in any

planning conditions imposed. Proposals also need to be considered both individually and cumulatively with special consideration given to the impact noise generating uses will have on the tranquillity of a rural area.

### Lighting

3.89 **Amenity** and environmental quality can be impacted in other ways including by poorly designed and managed lighting. This is a particular issue in rural parts where the relatively 'dark skies' contribute greatly to character and amenity. References to useful guidance and advice are given in the Notes below.

3.90 The importance of tranquillity to wildlife should also be recognised. Increased noise and lighting in particular can have an adverse impact on certain bat and bird species.

#### ***Policy DM 3.13 Amenity, noise and quality of life***

**(1) Development should ensure a reasonable standard of amenity reflecting the character of the local area. In all cases particular regard will be paid to avoiding:**

- a. Overlooking and loss of private residential amenity space**
- b. Loss of day light, overshadowing and overbearing impact**
- c. Introduction of incompatible neighbouring uses in terms of noise, odour, vibration, air, dusts, insects, artificial light pollution and other such nuisances.**

**Planning permission will be refused where proposed development would lead to an excessive or unreasonable impact on existing neighbouring occupants and the amenity of the area or a poor level of amenity for new occupiers.**

**(2) In considering applications which may result in an increase in noise exposure, account will be taken of the operational needs of the proposed and neighbouring businesses, the character and function of the area including background noise levels at different times of day and night and the need to protect areas of rural tranquillity.**

**(3) Development will not be permitted where the proposed development would generate noise or artificial light which would be significantly detrimental to the amenity of nearby residents or the occupants of other noise sensitive uses. Proportionate mitigating measures including limiting conditions will be used to reduce the potential noise or artificial light impact to an appropriate level whenever practical to do so.**



## Notes

- **National Planning Policy Framework** Core Planning Principles para. 17 states that planning decisions should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings
- **National Planning Policy Framework** section Conserving Natural Environment Para 122- 123 addresses the conserving and enhancing of the natural environment.
- **Joint Core Strategy** Policy 7 expects all development to maintain or enhance the quality of life and well being of communities.
- Detailed guidance on noise is provided in *Noise Policy Statement for England* - Department for the Environment, Food and Rural Affairs.  
<http://archive.defra.gov.uk/environment/quality/noise/policy/documents/noise-policy.pdf>
- The Environment Agency have produced *Guidance for developments requiring planning permission and environmental permits under the Environmental Permitting (England and Wales) Regulations 2010 (EPR)*. Planning and permitting decisions are separate but closely linked. Planning permission determines if a development is an acceptable use of the land. Permitting determines if an operation can be managed on an ongoing basis to prevent or minimise pollution. Further advice is also available in a *Guide for Developers* and on the Environment Agency's web pages.  
[http://a0768b4a8a31e106d8b0-50dc802554eb38a24458b98ff72d550b.r19.cf3.rackcdn.com/LIT\\_7260\\_bba627.pdf](http://a0768b4a8a31e106d8b0-50dc802554eb38a24458b98ff72d550b.r19.cf3.rackcdn.com/LIT_7260_bba627.pdf)
- *Further detailed advice and guidance used and subscribed to by the Council's Environmental Services is available, including:*
  - Technical Guidance: Planning on noise (incl. wind turbines) - draft based on PPG24 - Norfolk Environmental Protection Group
  - Planning and Pollution in Norfolk – Norfolk Environmental Protection Group
- Useful advice on the design of lighting to control light pollution is produced by the Institute of Lighting Professionals in association with others. Of particular relevance are guidance documents focusing on reducing obtrusive light, providing reasonably adequate lighting for crime reduction, and protection of bats and other sensitive species:
  - *Guidance Notes for the Reduction of Obtrusive Light GN01* – ILP: 2011  
<https://www.theilp.org.uk/documents/obtrusive-light/>
  - *A Guide for Crime Reduction Professionals* – ILP / ACPO Secured by Design: 2011  
[http://www.securedbydesign.com/pdfs/110107\\_LightingAgainstCrime.pdf](http://www.securedbydesign.com/pdfs/110107_LightingAgainstCrime.pdf)
  - *Bats and Lighting in the UK* - Institute of Lighting Engineers / Bat Conservation Trust: 2009  
[http://www.bats.org.uk/data/files/bats\\_and\\_lighting\\_in\\_the\\_uk\\_final\\_version\\_version\\_3\\_may\\_09.pdf](http://www.bats.org.uk/data/files/bats_and_lighting_in_the_uk_final_version_version_3_may_09.pdf)
- Norfolk County Council Environmental Lighting Zones Policy expect all public highways lighting to minimise light pollution in respect of all

exterior lighting installations with reference to the Norfolk County Council Environmental Lighting Zones.

## 3.14 Pollution, Health and Safety

### *Reasoned Justification*

- 3.91 Planning decisions should take account of whether the location and site has (or is capable of) suitable environmental conditions for the development proposed. Development management decisions will focus on whether the development is an acceptable use of the land and the impacts of the proposed use, rather than the control of processes or emissions which are subject to approval under pollution control and permitting regimes<sup>1</sup>. Planning decisions will assume that environmental regulatory regimes operate correctly.
- 3.92 The planning process plays an important role in determining the location of new development that might give rise to pollution problems. It is important that site conditions and the potential direct and indirect affects of development on health, the natural environment and general amenity are assessed and appropriate mitigation identified. However, the responsibility of securing the safe development of the land clearly rests with the developer or landowner.
- 3.93 Three aspects of pollution and safety are addressed in more detail below (although this is not intended as an exclusive list) and regard should also be given to Policy DM3.13 that addresses amenity more generally.

### Contaminated land

- 3.94 Land should be suitable for the new use, ensuring that both human health and the environment are safeguarded from unacceptable risk. Sites which are known or suspected to be contaminated should be identified at an early stage.
- 3.95 For such sites, an assessment by a competent person should be submitted with the application determining whether or not the site is contaminated and demonstrating adequate remediation as appropriate for the proposed use. Where the extent or existence of contamination is unclear a precautionary approach should be taken.

### Air quality

- 3.96 Air quality in South Norfolk is generally good and whilst there are currently no declared **air quality management areas** there are several areas of concern which are approaching air quality 'limits'. Development should not worsen air quality in any air quality management area that is designated.

- 3.97 Equally, development should not be permitted where it is likely to result in the inappropriate location of a sensitive use into a problematic area, and specifically, the need for the designation of an area as an air quality management area.
- 3.98 Where development is permitted (whether by the Council or Secretary of State) a section 106 agreement will be required to provide a percentage contribution towards appropriate local air quality management activities of the Council.

#### Water quality and the impact of water abstraction on water courses

- 3.99 It is an offence under the Water Resources Act 1991 to pollute ground or surface water; the Water Framework Directive requires there to be no deterioration in 'water status'.
- 3.100 Part of South Norfolk falls within Ground Water Source Protection Zones 1, 2 & 3 with principal and secondary aquifers are present. These are identified by the Environment Agency and their definition is subject to change over time as a result of the updating of technical modelling.
- 3.101 There is also the need to protect ground water sources from abstraction which would impact on wildlife conservation in the area. Given the close proximity of The Broads Area and other sensitive areas such as **Sites of Special Scientific Interest** and **County Wildlife Sites** it is important that consideration is given to this when formulating development proposals and these sites are protected from over-abstraction and pollution.
- 3.102 Developers will need to be mindful of the potential for such changes in definition and seek advice from the Council's environmental services and the Environment Agency as necessary.

#### Health and Safety

- 3.103 There are a number of installations within South Norfolk that are used for handling hazardous substances including high pressure gas and oil pipelines. Whilst these installations are subject to control under stringent Health and Safety legislation it is prudent to avoid locating new development on or within the vicinity of them.
- 3.104 Where appropriate the advice of the Environment Agency and Health and Safety Executive should be taken to assess any additional public risk created by a proposed development. The installations that have been identified to the Council are shown on the Policies Map.

***Policy DM 3.14 Pollution, health and safety***

- a) All development should minimise and where possible reduce the adverse impact of all forms of emissions and other forms of pollution, and ensure that there is no deterioration in water quality or water courses.
- b) When assessed individually or cumulatively, development proposals should ensure that there will be no unacceptable impacts on:
  - i. Air quality
  - ii. Surface and ground water quality
  - iii. Land quality and condition
  - iv. Health and safety of the public
- c) Permission will only be granted on or near contaminated land if it is subject to remediation which will make it safe for the proposed use. On a contaminated site or one suspected to be contaminated or within 250 metres (or on more if considered appropriate on a risk based approach) of an existing or disused landfill site, applications will need to be accompanied with an assessment of the extent of contamination on the site and any possible risks.
- d) Developments which may impact on air quality will not be permitted where they have an unacceptable impact on human health, sensitive designated species or habitats, and general amenity, unless adequate mitigation can be ensured. Development will not be granted in locations where it is likely to result in an Air Quality Management Area being designated or the worsening of air quality in an existing Air Quality Management Area.
- e) Permission will not be granted for development on or in the vicinity of hazardous installations including high pressure gas and oil pipelines unless the development would not give rise to additional public risk.

## **Notes**

- The Environment Agency have produced *Guidance for developments requiring planning permission and environmental permits under the Environmental Permitting* (England and Wales) Regulations 2010 (EPR). Planning and permitting decisions are separate but closely linked. Planning permission determines if a development is an acceptable use of the land. Permitting determines if an operation can be managed on an ongoing basis to prevent or minimise pollution. Further advice is also available in a *Guide for Developers* and on the Environment Agency's web pages.  
[http://a0768b4a8a31e106d8b0-50dc802554eb38a24458b98ff72d550b.r19.cf3.rackcdn.com/LIT\\_7260\\_bba627.pdf](http://a0768b4a8a31e106d8b0-50dc802554eb38a24458b98ff72d550b.r19.cf3.rackcdn.com/LIT_7260_bba627.pdf)  
 Additional Guidance available from the Environment Agency in *Groundwater protection: policy and practice (GP3)*
- The **National Planning Policy Framework** section on Conserving and Enhancing the Natural Environment provides further guidance. This is consistent with **Joint Core Strategy** Policy 7.
- The **National Planning Policy Framework - Technical Guidance** addresses development affected by contamination in detail.
- Policy DM 3.14 addresses Amenity and noise.
- Anglian Water's 'Asset Encroachment' guidance should be consulted at <http://www.anglianwater.co.uk/developers/encroachment.aspx>
- Further specialist advice and guidance on the assessment and mitigation of pollution is available ( or is now being prepared) from the *Norfolk Environmental Protection Group*:
  - Land Contamination Reports
  - Planning and pollution in Norfolk
  - Land Contamination Reports – Advice for Consultants and Developers
  - Technical Advice: Air quality and land use planning
  - Technical Guidance: Development on Land Affected by Contamination – (final draft of the specific guidance relating to contaminated land)
  - Technical Guidance: Planning and noise (incl. wind turbine) is being drafted but will be based on PPG24 assessment methodology

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- <sup>1</sup>See **National Planning Policy Framework** paragraph 121 - 2 which summaries the position in legislation. It is important that planning does not duplicate other environmental regulatory regimes or unnecessarily burden development. The Penfold Review is considering this interface of planning and environmental regulatory regimes further.

## 4.5 Protection and Enhancement of Landscape Character

### *Reasoned Justification*

- 4.45 The landscape of South Norfolk comprises a rich and often subtle diversity of character and features, whether natural or influenced by man. Outside the limits of the main built-up centres of the market towns and larger villages, expanses of agricultural land are punctuated by scattered settlements, woodlands, trees and hedgerows, commons, rivers, broads, and heaths.
- 4.46 The district has a slightly undulating topography with gentle transitions. River valleys provide the greatest natural variation in landform and contrast to the arable farmed plateaus, while man-made features such as the Roman town at Caistor St Edmund, railway lines and the dual carriageway by-passes for Norwich (A47) and Wymondham (A11) have imposed their own contrasts.
- 4.47 Throughout the district are identified assets that have helped enrich the landscape. There are many Registered Historic Parks, such as Kimberley, which has arguably one of the finest concentrations of veteran trees in the county, and also a number of locally significant parks and gardens. In addition are remnants of former estates, such as Costessey, the plantings of which still provide significant visual reminders of a grand past. Across the district are many sites of ancient woodland, and also an identified historic hedgerow pattern in the Dickleburgh area.
- 4.48 The landscape of the district includes four of the National Character Areas and studies commissioned by the Council have identified seven Landscape Types that share common characteristics of geology, topography and vegetation. The parts of the district within the Broads Authority area are subject to the Broads Landscape Character Assessment. The seven Landscape Types identified within the studies for this plan are: Rural River Valley, Tributary Farmland, Tributary Farmland with Parkland, Settled Plateau Farmland, Plateau Farmland, Valley Urban Fringe and Fringe Farmland. These in turn are further divided to give more detailed analysis.
- 4.49 Studies confirm the distinctive characteristics and special qualities of the five identified Rural River Valleys, the Valley Urban Fringe and their constituent Landscape Character Areas, within South Norfolk that are desirable to safeguard. They contribute:
- a distinctive character and sense of place;
  - contain important/rare features and landmarks and diverse habitats;

- grazed pastoral valley floors; intimate and enclosed landscape with overall small-scale character; and
  - enjoy a largely intact rural character, which in places is highly tranquil and undisturbed.
- 4.50 The Rural River Valleys and Valley Urban Fringe Extents are identified with the Landscape Character Areas to which they contribute.
- 4.51 The **National Planning Policy Framework** and **Joint Core Strategy** emphasise the importance of identifying and responding to **landscape character** and distinctiveness through good design. Development proposals will be expected to demonstrate how they have taken into account the key findings from the 2001 South Norfolk Landscape Assessment as updated by the 2012 review. This will be particularly relevant when the development sits in a location with distinctive and sensitive landscape characteristics.
- 4.52 The landscape character areas and river valley extents (Rural River Valley and Valley Urban Fringe) are shown on Map 4.5

***Policy DM 4.5 Landscape Character and River Valleys***

**All development should respect, conserve and where possible, enhance the landscape character of its immediate and wider environment. Development proposals that would cause significant adverse impact on the distinctive landscape characteristics of an area will be refused.**

**All development proposals will be expected to demonstrate how they have taken the following elements (from the 2001 South Norfolk Landscape Assessment as updated by the 2012 review) into account:**

- **The key characteristics, assets, sensitivities and vulnerabilities;**
- **The landscape strategy; and**
- **Development considerations.**

**Particular regard will be had to protecting the distinctive characteristics, special qualities and geographical extents of the identified Rural River Valleys and Valley Urban Fringe landscape character types.**

***Notes***

- Core Planning Principles para 17 (point 5) of the **National Planning Policy Framework** requires planning to account for the different roles and character of different urban and rural areas and recognising the 'intrinsic beauty of the countryside'. Section 11 addresses the conservation and enhancement of the natural environment including criteria for assessing proposals impacting on landscape. Paragraph



170 calls for landscape character assessments to be prepared in areas where expansion is considered.

- Sections 7 and 11 of the National Planning Policy Framework address how the impact of development on **landscape character** should be assessed.
- **Joint Core Strategy** Objectives 8 & 9 and Policy 2 address the need to reflect landscape character
- The South Norfolk Landscape Assessment Report (2001) identifies areas of distinctive landscape characters in the district. All development proposals should demonstrate how they have taken account of these characteristics.
- The source of Map 4.5 is the **2012 Local Landscape Designations Review** work on Landscape Character Areas and River Valleys in the Norwich Policy Area, carried out by Chris Blandford Associates. This confirms the boundaries of the Landscape Character Areas arising from the 2001 study findings and the Rural River Valleys and Valley Urban Fringe Extents. These will be identified on the Policies Map.
- The **South Norfolk Place-making Guide** also provides guidance in regard to landscaping.

## 4.6 Landscape Setting of Norwich

### *Reasoned Justification*

- 4.53 As the “dominant centre of the sub-region” the city of Norwich will continue to act as the focus of significant development pressures; consequently whilst the Norwich Policy Area is the preferred focus for growth, for several decades there have been local planning policies designed to protect the City’s surroundings from “inappropriate development” and to “preserve those attributes of the City’s natural setting which contribute to its environmental quality”. In particular there has been concern that development pressure at the junctions on the Southern Bypass is not allowed to outweigh the environmental protection of important landscape characteristics in these locations.
- 4.54 The Council has recently reassessed the characteristics of the landscape setting of the City, taking account of recently completed and planned development, and the policies of the **National Planning Policy Framework**, the **Joint Core Strategy** and Norwich City Council’s Local Plan. The Southern Bypass is recognised to have been well designed to fit into the landscape through which it passes and it is accepted that it should not be regarded as a boundary up to which development is acceptable. In South Norfolk the Bypass passes through nine different identified Landscape Character areas, and a Landscape Zone has been identified where there is a high level of visual accessibility to and from the road to a predominantly open rural area, that positively enhances the setting of Norwich.
- 4.55 Any development to take place within the landscape setting of Norwich will be assessed using four additional planning policy tools:

#### Norwich Southern Bypass Landscape Protection Zone (NSBLPZ)

- 4.56 A Landscape Zone has been identified where there are high levels of visual accessibility to and from the road to a predominantly open rural area that plays an important part in making the landscape setting of Norwich. This Zone does not have a distinct or special **landscape character** in its own right.
- 4.57 The review undertaken by Chris Blandford Associates (CBA) has concluded that for the most part the boundaries of the originally defined Landscape Zone are robust, subject to the to removal of some areas, most notably around Easton and Costessey, that will in future make only a limited contribution to the landscape setting. This is as a result of past or permitted development or preferred strategic sites allocations determined in the **Joint Core Strategy** and South Norfolk Site Allocations. The amended Landscape Zone is identified on the Policies Map (see Map DM 4.6).

- 4.58 Any development to be permitted within the Landscape Zone (including that within the highway and other transport corridors) should have regard to protecting the openness of the Landscape Zone and, where possible, enhancing the landscape setting of the Southern Bypass, including the practice of wild flower planting and management regimes.

#### Key Views

- 4.59 The opportunities for long distance views into the city of Norwich from the south of the city are limited by the topography and screening effect of vegetation. However, fieldwork has identified important opportunities to view the city from the northern edge of the plateau to the south west and south east of the city. (These locations lie within the Landscape Character Areas of Wymondham Settled Plateau Farmland and Poringland Settled Plateau Farmland respectively.) In these areas, broad Key Views 'cones' have been identified (see Map DM 4.6). Within these 'cones' all development proposals should ensure they do not obstruct the long views to and from the city.

#### Undeveloped Approaches

- 4.60 There are several road and rail corridors approaching the city that have a very distinctive rural character and that afford views across the surrounding countryside and to Norwich. These Undeveloped Approaches are defined on the Proposal Map (and Map DM 4.6) as the full breadth of these transport corridors, but the Policy will ensure all development within the wider zone of visual influence visible from the transport corridors is designed to reinforce and avoid undermining the rural character experienced when travelling along the Undeveloped Approaches into Norwich.

#### Gateways

- 4.61 In line with the Joint Core Strategy the submitted Norwich Local Plan has identified important Gateways where the landscape and townscape changes, marking the 'arrival' into Norwich urban area. South Norfolk Council has similarly identified three such points within the district.
- 4.62 All development proposals in the general location of these Gateways should take account of local evidence and address in the **Design and Access Statements** how the development proposals reinforce and do not undermine the significance of these Gateways as the points of transition or 'arrival' at the City. The significance of these Gateways could be reinforced by the scale and design of development at these points or undermined by the **cumulative impact** of many smaller developments just outside of these points. The Gateway points are shown on Map DM 4.6 and any development proposals visible approaching these Gateways should take account of their impact on these.

### ***Policy DM 4.6 Landscape Setting of Norwich***

All development proposals will not harm and where possible should enhance the landscape setting of Norwich with regard to the following considerations:

#### **NSBLPZ**

All development proposals within the Norwich Southern Bypass Landscape Protection Zone (NSBLPZ), as shown on the Policies Map, should have regard to protecting the openness of the Zone and, where possible, enhancing the landscape setting of the southern bypass, including the practice of wild flower planting and management regimes.

#### **Key Views**

All development proposals located within the Key Views 'cones' shown on the Policies Map should ensure they do not obstruct the long distance views to and from the City.

#### **Undeveloped Approaches**

All development proposals within the visual zone of influence viewed from the identified Undeveloped Approaches to Norwich should reinforce and avoid undermining the rural character of the Undeveloped Approaches to Norwich.

#### **Gateways**

All development proposals on the approaches to defined Gateways (shown on the Proposal Map) shall reinforce and avoid undermining the significance of these Gateways as the visual points of the landscape and townscape change marking the 'arrival' at and 'departure' from the city of Norwich.

**Development which would significantly harm the NSBLPZ or the landscape setting of the Norwich urban area will not be permitted.**

### ***Notes***

- The **Joint Core Strategy Policies** 1, 2, 10 & 12 and Objectives 8 & 9 require that **Local Plan** policies have regard to urban/rural transition and landscape setting of settlements. The GNDP Historic Characterisation and Sensitivity Assessment were used to consider development options in Norwich Policy Area.
- Core Planning Principles para 17 (point 5) of the **National Planning Policy Framework** requires planning to account for the roles and character of different urban and rural areas, recognising the 'intrinsic beauty of the countryside'. Section 11 addresses the conservation and enhancement of the natural environment including criteria (paragraph 113) for assessing proposals impacting on the landscape. Paragraph

170 calls for landscape character assessments to be prepared in areas where expansion is considered.

- Regard should be given to the planning policies of the City of Norwich and The Broads Authority; these similarly seek to protect and enhance the gateways to Norwich and key views to the Norwich City skyline.
- In relation to development in the Cringleford area, also see the emerging *Cringleford Neighbourhood Development Plan*.  
<http://www.cringlefordparishcouncil.gov.uk/whitedragon/documents/file/NDP%20Final%20Version%20Dec%2012%20R9746%20Cringleford%20Dev%20Plan-3%20a.pdf>
- Detailed assessments are provided in the **South Norfolk Landscape Character Study (2001)** and the **(2012) Local Landscape Designations Review** work on the *Norwich Southern Bypass Landscape Protection Zone*, carried out by Chris Blandford Associates.

## **4.8 Protection of Trees and Hedgerows**

### ***Reasoned Justification***

- 4.68 The value of trees, woodlands and hedgerows is widely recognised and their existence contributes greatly to the identified landscape character areas within the district. Trees can offer many environmental, economic, social and climatic benefits. By their absorption of CO<sub>2</sub> trees help create a significant carbon sink and therefore can play a key part in helping to combat climate change.
- 4.69 The Council expects all development proposals to fully consider the existing trees both on and adjacent to the site. Development will be permitted where it can be demonstrated that there exists a harmonious and sustainable relationship between trees and structures.
- 4.70 Where necessary the Council will protect trees using Tree Preservation Orders (TPOs) in order to retain significant trees; tools such as the TEMPO (Tree Evaluation Method for Preservation Orders) system will be used to help identify trees that are suitable for preservation. In identifying suitable trees and woodlands for protection particular regard will be given to relevant priority Biodiversity Action Plan habitats, aged/veteran trees and ancient woodland.
- 4.71 Hedgerows are distinctive features of the countryside and are the most traditional form of field boundary in the district. Many date back to the first enclosure of the land and some, especially in the case of those in the vicinity of Dickleburgh and Rushall, are indicators of a much older land pattern. In addition to their visual benefits the network of countryside hedgerows often contain a great range of plant and wildlife species and can form important linkages between other habitats such as woods.
- 4.72 The Hedgerows Regulations 1997 make it clear that the presumption is in favour of retaining hedgerows that qualify as 'important' unless satisfied that the circumstances justify removal. On development sites, the Council will promote and encourage the retention of hedgerows; the presumption will be for the retention of all sections of 'important' hedgerows.
- 4.73 The Council will continue to promote the planting of new trees, woodlands and hedgerows as part of new developments (see Policy DM 4.9) and to complement existing features.

### ***Policy DM 4.8 Protection of Trees and Hedgerows***

**The Council will promote the retention and conservation of significant trees, woodlands and traditional orchards and will serve Tree Preservation Orders where necessary.**

**The Council will presume in favour of the retention of 'important' hedgerows as defined by the Hedgerows Regulations 1997.**

**The Council will safeguard and promote the appropriate management of protected and other significant trees and hedgerows, unless the need for, and benefits of, a development clearly outweigh their loss.**

### **Notes**

- The importance and multiple benefits of protecting trees and hedgerows is clearly identified **National Planning Policy Framework** Section 11, paragraphs 117 and 118, and the **Joint Core Strategy** objectives 1, 8 and 9.
- Policy DM 1.4 requires development to avoid environmental harm and protect local distinctiveness, and Policy DM 3.8 sets out design principles that include retaining important natural features.
- The identified Landscape Character Areas in the district are detailed in the **South Norfolk Landscape Assessment** (Vol. 1 – Landscape Types of South Norfolk, Vol. 2 – Landscape Character Areas of the Norwich Policy Area, and Vol. 4 – Landscape Character Areas of the Rural Policy Area)
- The **Norfolk Biodiversity Action Plan** prepared Norfolk Biodiversity Partnership details action plans for important habitats and species and addresses the contribution that trees and hedgerows make to environmental biodiversity.  
<http://www.norfolkbiodiversity.org/actionplans/>
- Detailed regulations, recommended standards and advice for development affecting trees and hedgerows include:
  - The *Hedgerows Regulations 1997*  
<http://www.naturalengland.org.uk/ourwork/regulation/hedgeregs/default.aspx>
  - Forestry Commission - *The case for trees in development and urban areas, 2010.*  
<http://www.forestry.gov.uk/forestry/infd-88nfvy>
  - *BS 5837 Trees in relation to design, demolition and construction* – Recommendations.  
<http://shop.bsigroup.com/en/ProductDetail/?pid=00000000030213642>

## 4.9 Incorporating Landscape into Design

### *Reasoned Justification*

- 4.74 Good quality landscaping should make an important contribution to good design. All development proposals will be expected to respect the character and distinctiveness of the local landscape, its pattern, vegetation type and landform; the Landscape Character Assessment provides advice on this.
- 4.75 Where this is relevant the design and specification of planting should support the strategy for new **green infrastructure** and **biodiversity**, and it will need to be resilient to the impacts of climate change.
- 4.76 Where possible, new development will be required to incorporate areas for Sustainable Drainage Systems; appropriate landscaping will be particularly important to ensuring the successful appearance and performance of these areas.
- 4.77 The landscaping of new development in towns and villages should also respect local built character and the **historic environment** – the South Norfolk Place-Making Guide and Conservation Areas character appraisals highlight important characteristics and guide how landscaping design might respond. Other factors such as ‘designing out crime’ and facilitating pedestrian movement will also have a bearing on landscape design.
- 4.78 The ‘soft’ (planting) and ‘hard’ (e.g. paving, street furniture) elements of a landscape design should be an integral part of a design and development, and should be considered from the outset. The design of boundary treatments can be particularly important, for example facing onto public spaces, on the edge of settlements / open countryside and facing public highways.

### ***Policy DM 4.9 Incorporating landscape into design***

**Where appropriate, detailed development proposals must demonstrate a high quality of landscape design, implementation and management as an integral part of the new development.**

**The provision for new planted features (such as tree belts, hedgerows, wild flowers and specimen trees) is expected to form part of development proposals from their outset and should provide an appropriate landscape setting for the scheme.**

**‘Hard’ landscape features (such as paving, kerb stones, street furniture, boundary treatments etc) will reflect and where possible enhance locally**



**distinctive character and styles where relevant; or innovative contemporary solutions reflecting local context and reinforcing or creating local distinctiveness and the setting of the development.**

**Landscape schemes will be required to respect the character and distinctiveness of the local landscape and should ensure that any land remodelling respects the local topographic character in terms of height, slope, angle and character. Landscape schemes should be clearly and properly specified.**

### **Notes**

- The importance and multiple benefits of incorporating trees, and soft landscaping into development is clearly identified the **National Planning Policy Framework** Section 11 and the **Joint Core Strategy** Objectives 1, 8 and 9, and Policies 1 and 2.
- The Joint Core Strategy requires development to further the achievement of the **Green Infrastructure Strategy** and *Norfolk Biodiversity Action Plan*.  
<http://www.norfolkbiodiversity.org/actionplans/>
- Policies DM 1.1 and 1.4 require development to make a net enhancement of the environment and take opportunities to protect and reflect local distinctiveness. Policy DM 3.8 sets out design principles that include incorporating landscaping as an integral part of design.
- The identified Landscape Character Areas in the district are detailed in the **South Norfolk Landscape Assessment** (Vol. 1 – Landscape Types of South Norfolk, Vol.2 – Landscape Character Areas of the Norwich Policy Area, and Vol. 4 – Landscape Character Areas of the Rural Policy Area).
- The **South Norfolk Place-Making Guide SPD, Development in the Historic Environment SPD** and *Conservation Area character appraisals and management plans* provide guidance on appropriate landscaping  
<http://www.south-norfolk.gov.uk/planning/4021.asp>

## 4.10 Heritage Assets

### *Reasoned Justification*

- 4.79 South Norfolk has a considerable wealth of buildings and settlements of architectural and historic interest, with important examples from a range of historical periods, architecture styles and traditional methods of construction. Local building traditions are strongly related to the local availability of materials which dictated their form of construction and appearance. These indigenous characteristics help provide a 'sense of place' and contribute towards defining the local distinctiveness of the district. The South Norfolk Place-Making Guide SPD includes an overview of local context and the key characteristics of the various parts of the district – reflecting the historic built environment and landscape setting. A programme of Conservation Area appraisals is in place to add further detail in the designated areas and the Council is developing the **South Norfolk Development in the Historic Environment SPD** to provide specific guidance for development proposals to ensure that **heritage assets** are conserved in a manner that is appropriate to their significance.
- 4.80 The **National Planning Policy Framework** advocates that local plan policies should aim to ensure that developments “respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation”. It places “great weight” on the conservation of **heritage assets**, and how they can make a positive contribution to sustainable communities.
- 4.81 Heritage assets are defined by the National Planning Policy Framework as “a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest”. It includes nationally ‘**designated heritage assets**’ and other ‘**non-designated heritage assets**’.
- 4.82 The National Planning Policy Framework defines ‘significance’ in this context as “the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence but also from its setting.”
- 4.83 The ‘designated heritage assets’ in the district comprise over 3400 listed buildings, 53 Conservation Areas, 37 Scheduled Ancient Monuments, and 7 Registered parks and gardens. Where practical these are shown on the **Policies Map**.
- 4.84 In considering whether to grant planning permission for development which affects a listed building or its setting, s66 (1) of the Listed Buildings Act 1990 requires that the decision maker shall have special

regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. S72 of the Act requires that in the exercise of planning and certain other stated statutory functions, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area. Applications will be considered as to whether they result in substantial harm or less than substantial harm as set out in the NPPF.

#### ***Policy DM 4.10 Heritage Assets***

**All development proposals must have regard to the historic environment and take account of the contribution which heritage assets make to the significance of an area and its sense of place, as defined by reference to the national and local evidence base relating to heritage.**

**Change of use, alterations and extensions affecting the significance of a designated heritage asset, including its setting, must have regard to and positively respond to, that significance.**

**Proposals must sustain, and where possible enhance and better reveal the significance of the asset and make a positive contribution to local distinctiveness.**

**Proposals must show how the significance of the heritage asset has been assessed and taken into account by reference to the Historic Environment Record, suitable expertise and other evidence/research as may be necessary.**

**Considerable importance and weight must be given to the desirability of preserving listed buildings, their settings and the character and appearance of conservation areas. Development should avoid causing any loss to a heritage asset, or harm to it. Substantial harm or total loss will only be justified where it can be demonstrated that it is necessary to achieve substantial benefits or where the retention of the asset is unsustainable, no viable alternatives can be identified and the harm or loss is outweighed by the benefits of bringing the site back into use.**

**Less than substantial harm will only be justified where there are public benefits that outweigh the harm. In carrying out this planning balance, less than substantial harm will be afforded considerable importance and weight.**

**Proposals which adversely affect the significance of a heritage asset will only exceptionally be permitted where clear and convincing justification is provided.**

#### ***Notes***

- The **National Planning Policy Framework** Section 12 addresses the conservation and enhancement of the **historic environment**

- **Joint Core Strategy** Policies 1 and 2 address the protection of **environmental assets** (including built environment and **heritage assets**) and promotes good quality design that respects the historic environment taking account of conservation appraisals and the wider landscape.
- Guidance on the historic characteristics of places in South Norfolk and how to respond to these characteristics is set out in:
  - **South Norfolk Place-Making Guide SPD**
  - **South Norfolk Development in the Historic Environment SPD**
  - *Conservation Area character appraisals and management plans*  
<http://www.south-norfolk.gov.uk/planning/4021.asp>
- Many known heritage assets are also catalogued in the *Norfolk Historic Environment Record* maintained by Norfolk County Council.  
[http://www.norfolk.gov.uk/Environment/Historic\\_environment/NCC081336](http://www.norfolk.gov.uk/Environment/Historic_environment/NCC081336)
- English Heritage produces a variety of guidance and advice on the design response of proposals which affect heritage assets, and information on the use of traditional construction techniques.  
<http://www.english-heritage.org.uk/professional/>
- Where practical the location of nationally designated heritage assets is identified on the Policies Map. *Further details of listed buildings and Conservation Areas are available from the Council's web site* and the conservation team.

<http://www.south-norfolk.gov.uk/planning/4021.asp>