

The Common

Winterton-on-Sea Neighbourhood Plan

Regulation 14: Pre-Submission Draft



Barn Farm



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1. Introduction

This Neighbourhood Plan builds on and sits alongside the existing Winterton-on-Sea Parish Plan 2004 which contains a series of community actions. The Parish Plan, like this Neighbourhood Plan, was developed following significant community input and consultation. However, although the Parish Plan has been and continues to be an extremely useful report, the Neighbourhood Plan, being a statutory document that will become part of the borough council's development plan (see below), has more far reaching implications. It will be used, for example, to help the borough council and the Broads Authority determine planning applications in the parish.

The Neighbourhood Plan aims to build on the strengths of the parish and its community, protecting what is so good. It also aims to address concerns and manage in the right way any change and development.

As background, Winterton-on-Sea is a small village on the east coast of Norfolk. Until the 20th Century the village was mainly a fishing and farming community. Now, it is loved by both residents and visitors who flock year-round to the dunes and beach. It is a very pretty village and considerable effort is put in by residents to retain the village's attractive appearance. This includes annual participation in Winterton in Bloom and caring for green spaces in the village.

Winterton-on-Sea has a gently sloping topography down towards the sea and general nucleated layout, bounded by fields and the coast. The older village centre which lies closest to the beach is dense with narrow and quiet lanes, with limited off street parking and footways. Homes here are diverse in terms of their style. Newer estate development emanates out from the village centre.

The village has a number of buildings of historic significance. The Holy Trinity and All Saints church dates back to the early 13th Century. Its 130-foot-high tower is the second highest in Norfolk and originally used as a navigation aid for shipping prior to the lighthouse being built. The historic Octagon Lighthouse and Fisherman's Return public house, built of brick and flint dating back over 300 years, are also of local significance.

Winterton-on-Sea has a resident population of around 1,300 and a number of local services. This includes a primary school, village pub, shop and post office, chip shop and a number of seasonal shops.

The coast is recognised nationally and internationally as an important site for wildlife with the Winterton-Horsey Dunes Special Area of Conservation, Site of Special Scientific Interest and National Nature Reserve. The landscape here is wild and windswept, which contrasts markedly with other coastlines within the borough, which display a strong resort influence. Coastal erosion is a serious concern of residents. A colony of seals also lives just north up the coast, with many coming onto the beach and dunes during breeding season. Due to its environmental importance the village is considered to be very sensitive to development and change.

2. Neighbourhood Planning

Overview of Neighbourhood Planning

Neighbourhood planning was introduced in the Localism Act 2011. It is an important and powerful tool that gives communities such as parish councils statutory powers to develop a shared vision and shape how their community develops and changes over the years.

The parish is in Great Yarmouth and so the Neighbourhood Plan sits within the context of the Great Yarmouth local plan. The borough council has an adopted Local Plan Part 1: Core Strategy (2015). It is also well advanced in developing a Local Plan Part 2: Development Management Policies, site Allocations and Revised Housing Target. Part of the parish is also within the Broads, and so it covered by the Broads Authority and its own recently adopted local plan.

The Neighbourhood Plan will be a document that sets out planning policies for the Parish and these will be used, alongside the local plans, to decide whether planning applications are approved or not. It's a community document, that's written by local people who know and love the area.

The Neighbourhood plan has to support the delivery of the 'strategic policies' contained in the Great Yarmouth local plan and that for the Broads Authority, and so it cannot promote less development than set out in local plans. That is, the local plans set the overall strategic policies such as the amount of new development, such as housing numbers, and the distribution of that development across the borough.

But the Neighbourhood Plan can include 'non-strategic policies', such as the mix of housing needed, design principles for new development, conserving and enhancing the natural and historic environment, protecting local green spaces from development, and setting out other development management policies. Importantly, the Neighbourhood Plan will contribute to the achievement of sustainable development as described in the National Planning Policy Framework.

Once a Neighbourhood Plan has been brought into force, following consultation with residents and a local referendum, it becomes part of the statutory development plan for the parish and will be used by the borough council in deciding on all planning applications in the parish.

Process of Developing this Neighbourhood Plan

The parish area shown in **Figure 1** was designated as a Neighbourhood Plan Area in August 2017. On behalf of the community the Winterton-on-Sea Neighbourhood Plan Working Group has prepared this draft plan that will shape and influence future growth across the parish.

A broad range of evidence has been reviewed to determine issues and develop policies for the plan that will ensure the village remains vibrant and sustainable, meeting the needs of both residents and visitors.

Any new development should serve both current and future residents. The policies contained within this plan will enable us to influence the design, location and type of new homes being delivered in the village, as well as ensuring infrastructure improvements are delivered alongside growth so as to maximise community benefit

Figure 1: Designated Neighbourhood Plan Area

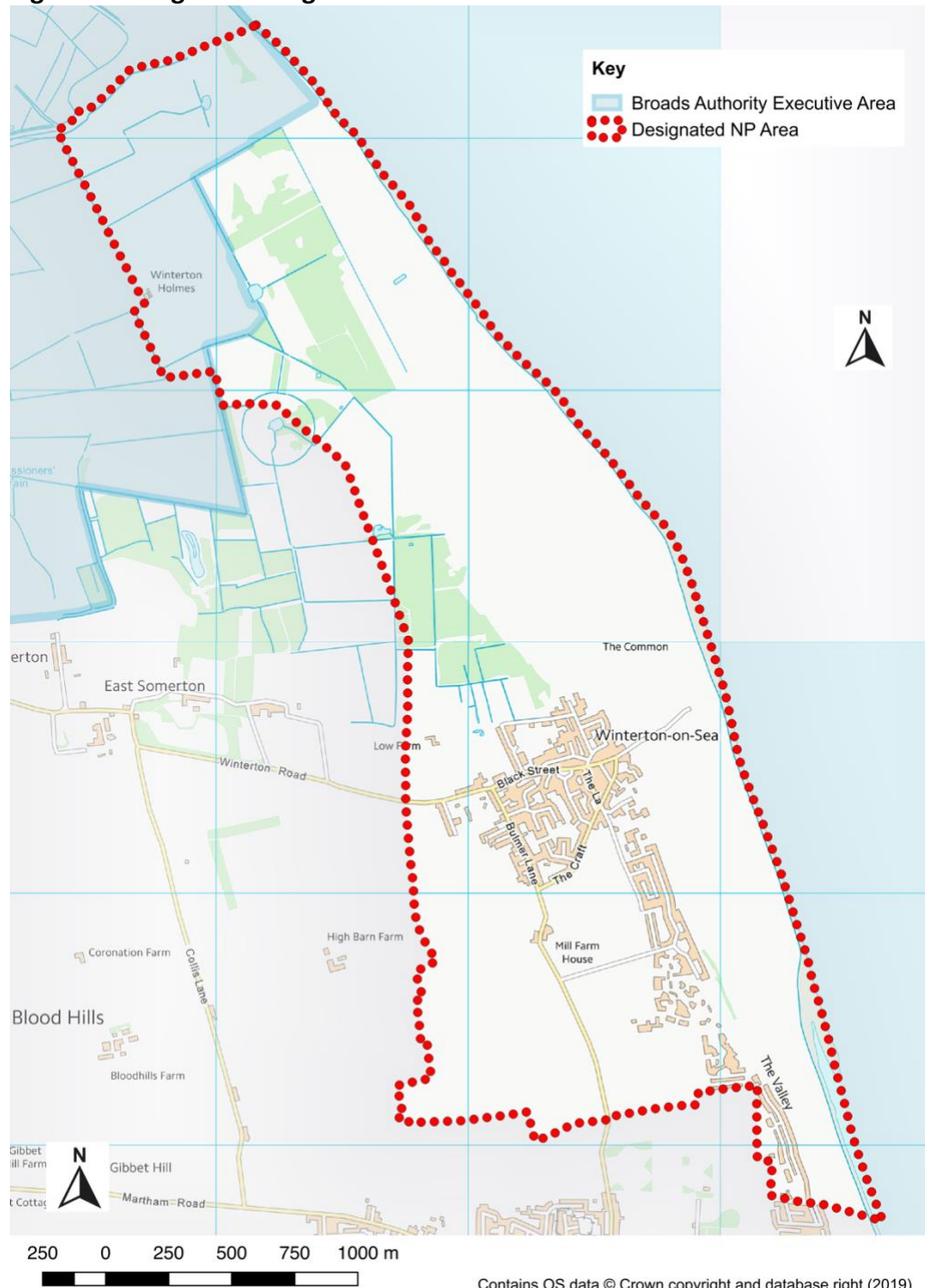
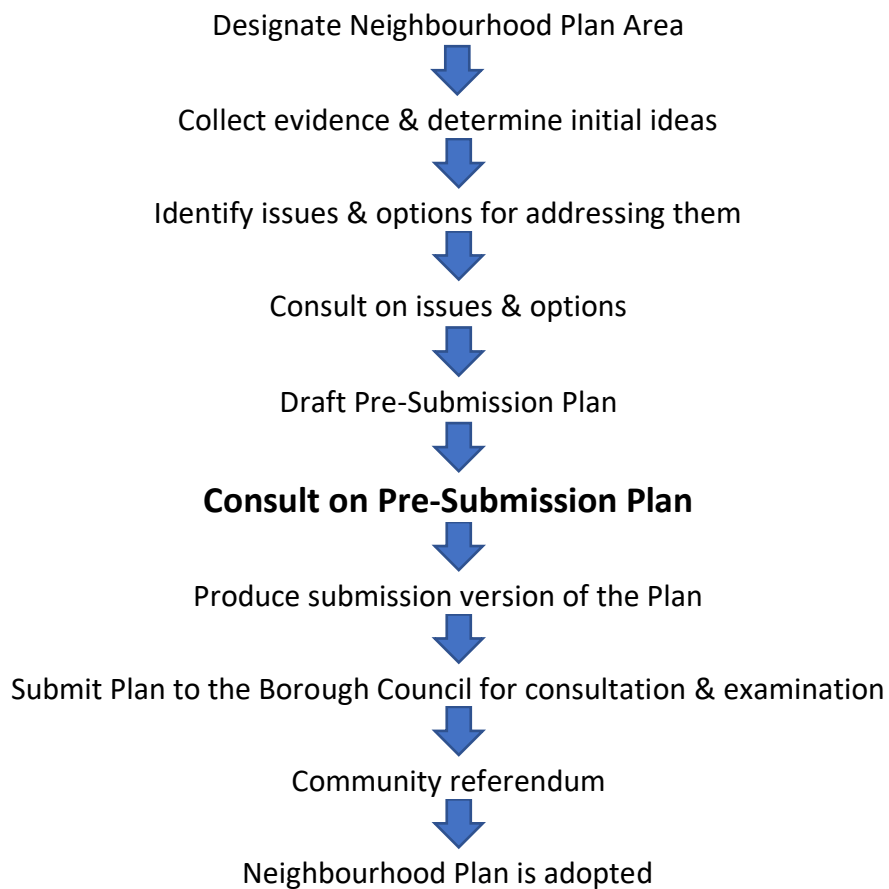


Figure 2: Neighbourhood Plan process



Consultation with Residents

Engaging the community in the development of this Neighbourhood Plan has been a key focus for the Working Group.

In late 2018 a consultation on Issues and Options for the Neighbourhood Plan was undertaken. This included a questionnaire sent to all households in the village and a consultation event, attended by 60 people who live in the village. This enabled residents to provide their views on a wide range of issues as well as comment on draft policies for the plan. Taking into account the feedback and also the more objective evidence from the evidence base, the following issues have been identified for the Neighbourhood Plan:

- The pressure of traffic and parking in the historic centre of the village which leads to the beach and is particularly acute during the summer months when there is a high volume of visitors
- Although there is currently no suggested housing allocation for Winterton in the emerging Local Plan for Great Yarmouth, the community is concerned about a lack of affordable housing within the village as well as smaller dwellings, and the problem with getting on the housing ladder

- A significant issue raised throughout the consultation process was the lack of availability of housing for people in the local community, and the number of holiday homes and second homes in the village.
- The need for good access to the countryside and green spaces, and the increasing pressure that recreational use places on the dunes
- Supporting the natural environment
- People who live in the village wish to see a good balance between the needs of residents and visitors
- The importance of good design
- Striking the balance between having lighting for security and personal safety, but also protecting dark skies
- The need to improve and protect green and open spaces in the village
- The condition and availability of footways in the village
- How to support small business enterprises

3. Vision and Objectives

Winterton-on-Sea is a very special place, being surrounded by countryside and bordering the sea with areas of natural beauty including the beach and dunes. It is important that any change in the parish makes a positive difference to the lives of local people as well as protects the sensitive environment.

The vision for Winterton-on-Sea depicts how the village will be in 20 years' time, 2039, *once the plan has been delivered*.

Vision for Winterton-on-Sea

Winterton-on-Sea will be a thriving community and popular visitor destination, providing a range of local services and facilities.

It will have a good balance between the needs of residents and those visiting for the day or longer. It will retain the quiet, laid-back feel that is fitting for an old fishing village, with low traffic volumes and speeds away from the main roads.

The village will enjoy a good mix of housing, including more homes for younger residents and families, which have been designed sensitively and reflecting the local character.

The natural environment, including the sensitive dunes, will still be precious to the community and its condition and ecology will have improved.

The objectives for Winterton-on-Sea are:

1. To support the provision of affordable housing so that Winterton-on-Sea is a place where people of all ages can live.
2. To support services, clubs and facilities that offer opportunities for enhancing the wellbeing of residents and encourages visitors to spend locally.

3. To provide the right infrastructure to ensure that visitors to the village do not place additional pressure on environmentally sensitive areas.
4. To improve the walkability of the village and connections to the wider countryside and surrounding communities such as Hemsby.
5. Seek opportunities to reduce the impact of vehicular traffic and parking in the village centre.
6. To protect, promote and enhance the sensitive landscape and habitats of the dunes and beach so that they are prioritised over future development.
7. Respond to climate change, promoting sustainable development and energy efficiency.

4. Housing

Settlement Boundary and Residential Development

The adopted local plan and emerging local plan both designate Winterton as a Primary Village along with a settlement boundary (also called a *development limit*). **Figure 3** outlines the settlement boundary identified in the current local plan and proposed revision as part of the emerging plan. In general terms, there is support for appropriate housing development within the boundary, whilst outside of the boundary it is seen as not acceptable.

The village does not have a housing allocation within the emerging Great Yarmouth Local Plan. The identified housing requirement is therefore likely to be zero. In accordance with Paragraph 14 of the NPPF, “the neighbourhood plan contains policies and allocations to meet its identified housing requirement.” The neighbourhood plan does not plan to allocate land for residential development, but is supportive of small-scale development within the settlement boundary, as well as conversions and exception sites outside of the boundary. It therefore has policies that should result in the housing requirement (of zero) being exceeded over the plan period.

Winterton-on-Sea has significant environmental constraints, such as the dunes, and had few sites suggested for development in the consultation on the emerging local plan. Winterton-on-Sea's current population is also less than 40% of the average size of the other primary villages in the borough. So it is smaller and has significant protected habitats and landscape constraints. For these reasons the Borough Council is minded not to propose any housing allocations in Winterton.

It is recognised that small scale development may come forward in the future as windfall applications for small-scale housing development within the settlement boundary, or for affordable housing rural exception sites outside of the settlement boundary. This neighbourhood plan does allow for some sensitive, appropriate and well-designed proposals that fit with the character of the village within the settlement boundary and it also has a policy on rural exception sites.

Furthermore, there may be circumstances where applications for new housing outside of the development boundary, and so contrary to the local plan, can be granted permission because of Paragraph 11(d) of the National Planning Policy Framework being triggered. This happens

if the borough council cannot demonstrate a sufficient supply of housing land, or because it is unable to deliver a sufficient number of new homes. In such circumstances, policies such as the settlement boundary are given very limited weight because they are considered to be out-of-date, and so residential development can happen beyond the settlement boundary in this event.

Figure 3 shows the settlement boundary in the adopted local plan, and that shown in the emerging local plan. These are shown at Figure 3 for information only, and this Neighbourhood Plan does not amend the settlement boundary, which is left to the borough council in its local plan.

Figure 3: Winterton-on-Sea Settlement Boundary



Policy HO1: Settlement boundary and residential development

Where there are no directly relevant policies to the application or the most important policies for determining the application are out of date, the Neighbourhood Plan will support proposals unless:

- A. The application of policies in the National Planning Policy Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- B. The adverse impacts of granting permission would significantly and demonstrably outweigh the benefits when assessed against:
 - 1. The policies in the National Planning Policy Framework taken as a whole;
 - 2. Other national planning policy guidance;
 - 3. The policies in the development plan, with due weight being given according to the extent they are not considered out of date;
 - 4. The Neighbourhood Plan's overall Vision and Objectives; and
 - 5. The following criteria:
 - i. Proposals are not significantly detached from the village, significant being defined as further than 50m from the settlement boundary;
 - ii. Proposals do not represent a significant encroachment into the open countryside; and
 - iii. Proposals are not more than 1 hectare in size and will not result in a significant increase in the number of dwellings, with significant being more than 5% of those already within the settlement boundary.

It is believed that this has due regard to the National Planning Policy Framework and provides clearer guidance as to what should be considered as sustainable development in the context of a small coastal village within a sensitive landscape. The specific criteria 5(i) and 5(iii) have taken a steer from Paragraph 71 and associated footnote 33 of the National Planning Policy Framework. This deals with entry-level exception sites in rural areas and provides an indication of what can be considered sustainable where there is an unmet need for such homes. The criteria used are that such sites should not be larger than one hectare in size or exceed 5% of the size of the existing settlement, and they should be adjacent: this policy is assuming that up to 50m is 'adjacent'.

Housing Type

Winterton-on-Sea's housing profile is dominated by detached homes, and a fairly high proportion are quite large, with at least three bedrooms. Home ownership is high, and in particular the proportion of people who own their homes outright rather than with a mortgage. This might make it difficult for people with lower incomes, or the younger generation, to stay in the village as there are fewer homes to rent.

There is a very low proportion of one-bed homes, only 19 dwellings, or 3%. In contrast, almost a third of households are single occupancy, suggesting there may be unmet need for smaller unit housing. Furthermore only 34% of homes (so around 1 in 3) are one or two bedrooled,

whereas in the borough as a whole it is 43%. Some older people living alone will find it difficult to downsize whilst remaining in the village, so are unable to free up larger homes for families moving up the housing ladder.

Thirty-six percent of residents are aged 65 or over (2016 estimate), an increase of 20% in numbers of older people since the 2011 Census. Winterton-on-Sea has a population that's ageing faster than surrounding communities, suggesting that older people are choosing to move into the community and given the slow population growth overall – that younger people are moving out. And of course existing residents are getting older. This could have an impact on the school's viability if continued. It could also be an indication of the right homes not being available for younger people. There could be a need to provide a mix of housing that can attract younger people or enable them to stay in the parish, and that also provides for the ageing population, especially providing opportunities for them to downsize if they wish or buy homes that are suitable for their needs as they get older.

As a minimum, the Neighbourhood Plan will need to ensure that the proportion of homes that are one or two bedroomed does not decline over the plan period, and ideally increases so that a higher proportion of homes at the end of the plan period are smaller.

According to Great Yarmouth Borough Council there are 68 affordable homes in Winterton-on-Sea, representing around 10% of total housing stock. This seems fairly high, but demand for affordable homes (as measured by the number of people on the Housing Register) currently outstrips supply – particularly for smaller unit homes. No new affordable homes have been built over the last five years. Affordable housing comprises:

- Affordable housing to rent from a registered provider
- Starter homes
- Discounted market sales housing
- Other affordable routes to home ownership – such as rent to buy/ shared ownership

The National Planning Policy Framework has recently introduced the concept of Entry-level Housing Exception Sites. These are affordable homes suitable for first time buyers (or those looking to rent their first home).

Feedback from consultations tended to support the evidence, in that people want more smaller homes of 1 or 2 bedrooms, and affordable homes, and especially starter homes and homes that are adaptable for older, more infirm residents. There was, however, still recognition of the need for 3 or 4 bedroom family homes.

Policy HO2: Housing mix

Proposals should provide a mix of housing types, especially smaller unit homes and homes suitable for younger and older residents.

New housing developments must provide a mix of housing to meet the needs of the community. Housing developments, including the conversion of existing buildings to dwellings, should provide evidence of the community need in terms of likely housing mix and as a minimum must, unless clear evidence for an alternative mix is provided, meet the following criteria:

1. On schemes of more than five dwellings at least 25% of dwellings should be suitable for occupation by people who are elderly, infirm or disabled; and
2. On schemes of more than five dwellings, at least 33% of those dwellings should have two bedrooms or fewer, with no other rooms that can easily be put to use as a bedroom once the dwelling has been completed.

These standards might be relaxed if a scheme can be shown to be unviable otherwise.

Separate proposals on contiguous sites that are in the same ownership and/or control, or have a planning history indicating that they have been considered together, will be considered as single proposal.

This policy should provide additional smaller dwellings. These should be more suitable for older people living alone and wishing to downsize, and they should also be more affordable for younger people wanting to get on the housing ladder.

For the purpose of **Policy HO2**, dwellings suitable for the elderly, infirm or disabled will need as a minimum to be designed to meet the prevailing definition of Lifetime Homes. The Technical housing standards – nationally described space standard (2015) could be used to help identify rooms that are being proposed and that could easily be used as additional bedrooms.

Although a mix of housing as set out in **Policy HO2** will be expected, it is recognised that with building conversions it might not be possible to meet the size requirements as it could be constrained by the existing building fabric.

Just for clarity, the policy is not concerned with householder applications (such as extensions) but new housing. Furthermore, it cannot apply to permitted development, such as the conversion of agricultural buildings to dwellings.

Policy HO3: Affordable housing

The inclusion of affordable housing or contributions as part of proposals that would not normally be required to make such provision will be seen as delivering a significant community benefit.

Small-scale rural or entry-level exception site proposals for affordable housing that are outside of the settlement boundary as shown in the adopted local plan will be supported where:

- The proposal would help to meet a proven local housing need, as defined by the borough council;
- The site is situated within 50m of the settlement boundary;
- The proposal will enable future occupants to have reasonable and safe access to local services and facilities using sustainable means of transport; and
- The affordable/entry-level housing provided is made available to people in local housing need at an affordable cost for the life of the property (in perpetuity), in accordance with the prevailing sequential approach used by the borough council for allocating affordable housing.

Affordable housing is very much needed in the parish. To help meet the affordable housing need, especially for those trying to get on the housing ladder, it is proposed that rural exception sites and/ or entry-level exception sites outside of the settlement boundary are encouraged.

There is a risk that exception sites for affordable housing will be located such that future occupiers will be dependent on a car or more than one car to access services, thereby further stretching their finances as well as adding to the traffic and parking issues in the village centre. For this reason, there will be an expectation that exception site proposals will demonstrate that future occupiers can reasonably access local services by means of walking, cycling or public transport. Such schemes also need to be close to the village to minimise encroachment into the open countryside and be reasonably adjacent to the village¹, and small-scale so as to be in proportion to the size of the village².

The Borough Council will need to ensure that any planning permission granted for affordable housing schemes and entry-level exception sites is subject to appropriate conditions and/or planning obligations to secure its affordability in perpetuity (for the life of the property) where this is possible.

¹ The NPPF requires entry level site to be adjacent to the settlement. For the purposes of this plan, adjacent is measured as being within 50m of the settlement boundary

² Entry-level exception sites should not be larger than one hectare in size or exceed 5% of the size of the existing settlement, in accordance with the NPPF.

Design

Winterton-on-Sea has a gently sloping topography towards the sea and a general nucleated layout, with newer development emanating out from the village centre. The centre is dense with narrow and quiet lanes that have limited off street parking or footways. The houses here are very diverse in terms of their style, height and materials used, but with a general historic and eclectic feel. This diversity and randomness is a key feature of the historic character. Some of the newer development reflects this to a degree, but more commonly is more generic and less dense. The Character Appraisal which is part of the supporting evidence for the neighbourhood plan provides more detail.

Policy HO4: Design

Design which fails to have regard to local context and does not preserve, complement or preferably enhance the character and quality of its immediate area and the wider parish will not be acceptable. Proposals should therefore be of an appropriate density, appearance, height, variety, scale and layout, and be of a high quality design. Proposals should be well integrated, both visually and functionally, with the immediate surroundings. It is expected that affordable homes will be included in the unifying theme for all new developments, and must not be of a noticeably lower quality.

Proposals in the village centre will be supported if it contributes to the variety of design whilst reflecting and contributing towards the historic and eclectic architectural character of the village centre, building on its local distinctiveness.

Proposals outside of the village centre, see **Figure 6**, that are of an innovative design with high environmental standards will be supported. Proposals on the edge of or adjacent to the village will be expected to be of a density, height and layout that reflects a transition into the open countryside, with views into the countryside retained.

Proposals for new residential development comprising mainly terraced or semi-detached dwellings will be considered favourably, depending on the immediate context and the need to visually integrate.

Alterations or extensions to buildings of heritage value, whether in the village centre or not, should use traditional materials and designs for roofs, chimneys, porches, elevations, windows and doors etc.

In all cases, an exceptional standard of design will weigh significantly in favour of proposals.

The Character Appraisal summarises aspects of the parish built-environment that are characteristic of the parish and which, individually or in combination, are considered to be essential in order to maintain the character and appearance of the parish. New development must have due regard to this, although this should not stifle innovation, which is welcomed. This policy applies to new residential development as well as other types of development, including extensions.

Principal Residence Housing

Census data shows that the percentage of households with no usual residents in the plan area is markedly greater than across the borough or county as a whole and indeed the borough council's own data suggest that holiday homes or second homes are around one third of the dwellings in the parish.

The fairly high level of holiday and second homes in Winterton-on-Sea has resulted in perceived negative impacts on residents. The increase in second home owners has, it is widely reported, resulted in rising property prices, which has put homes in the parish beyond the reach of young families and local people wishing to join the property ladder for the first time. This threatens the long-term viability and vitality of the village as a sustainable year-round community. In 2018 the village almost lost its local primary school due to the gradual decline in numbers of children on roll. This is in part due to the decline in families with young children living in the community. Other reported impacts include some residents feeling isolated as they have few permanent neighbours, especially in the winter months, and that this can harm community cohesion. This perhaps is mostly related to second home ownership rather than holiday lets. Other impacts are reported, such as less maintenance, including gardening, being carried out on second homes occupied only intermittently, and this can harm the street-scene.

Balanced against this, residents also recognise the positive contribution that visitors make to the local economy and sustainability of valued services within the community, including the local shop and pub. Visitors are also seen to make the village more vibrant.

A policy intervention is considered necessary to manage the number of new dwellings which are built as, or become, second homes, particularly bearing in mind the sensitive environment and the need to provide homes for local people. The plan supports the development of housing that will be permanently occupied, defined in the plan as Principal Residence housing. The effect of this policy intervention is to support an increase in the number of year-round residents in the village.

Policy HO5: Principal Residence Housing

Proposals for all new housing, including new single dwellings, conversions and replacement dwellings, will only be supported where first and future occupation is restricted in perpetuity to ensure that each new dwelling is occupied only as a Principal Residence. Sufficient guarantee must be provided of such occupancy restriction through the imposition of a planning condition or legal agreement and on-going evidence. New unrestricted second homes will not be supported at any time.

Principal Residence housing is that which is occupied as the sole or main home of the occupants. The condition or obligation on new open market homes will require that they are occupied only as the primary (principal) residence of those persons entitled to occupy them. Occupiers of homes with a Principal Residence condition will be required to keep proof that they are meeting the obligation or condition, and be obliged to provide this proof if/when the borough council requests this information. Proof of Principal Residence is via verifiable

evidence which could include, for example (but not limited to) residents being registered on the local electoral register and being registered for and attending local services (such as healthcare, schools etc).

Policy HO5 does not restrict proposals specifically for tourism accommodation, which is recognised to bring economic benefits to the village. A good mixture of tourist and visitor accommodation is essential to supporting visits and tourism and the local economy. This is particularly the case where proposals enable existing buildings to come back into use. Ideally such accommodation should be within the settlement boundary as this is more sustainable, especially in terms of access to services. However, the policy also supports proposals outside of the settlement boundary, especially for the conversion of existing buildings, including farm buildings: this is because not all the needs for new tourist and visitor facilities can be met within the village and other types of accommodation may be needed outside to meet new visitor expectations.

Policy HO6: Tourist accommodation

Proposals for new tourist accommodation that supports the local economy will generally be permitted in accordance with the following criteria:

- Proposals for new built permanent or semi-permanent tourist and holiday accommodation will be required, unless specific justification is provided, to locate within the settlement boundary or on sites that are well related to the village, and at a scale appropriate to the village;
- Outside of the settlement boundary, proposals for the conversion of existing buildings, including farm buildings, for tourist accommodation will be supported provided they demonstrate a creative use of the existing structures.

Any tourist accommodation must be of similar quality to residential dwellings and adhere to **Policy HO4**.

Where new accommodation is permitted outside of the settlement boundary appropriate planning conditions will be applied to ensure the facility is genuinely available for holiday lettings, and to help manage any adverse impacts on the environment and the character and appearance of the Countryside. Typically, these will take the form of a requirement for the removal of temporary structures at appropriate intervals, and holiday occupancy conditions placed on un-serviced holiday accommodation or sites to require that.

5. Environment

Natural Environment

The dunes and beach at Winterton-on-Sea give the settlement a wild and windswept character, which is almost unique to this part of the coastline. The open and exposed aspect

allows some views to the sea and glimpses of the sand dunes. This is treasured by those who live in the community and priority should be on retaining such views and character.

The dunes are also under high recreational pressure, used extensively by residents and visitors, mostly on foot. The dunes are designated a SSSI, AONB, SAC and NNR which affords them protection and there are active plans in place to support their conservation. However, recent monitoring shows that a proportion are in an unfavourable condition and high visitor numbers has caused some erosion, particularly on key paths between the car parking and beach. The beach and dunes are also under threat due to a changing coastline, which is exacerbated by sea level rises due to climate change.



Winterton Beach and dunes

There are three County Wildlife Sites in Winterton-on-Sea. The settlement edge to the north includes Decoy Wood and South Wood County Wildlife Site, which forms part of the buffer to the Winterton Dunes. It comprises a varied range of habitats including broadleaf semi natural woodland alongside grassland and scrub. Directly north of this is North Wood CWS, an enclosed area of wet heathland and acidic grassland grazed by sheep, then furthest north a block of young broadleaved woodland. The third site, situated behind the church and known as Parish Council Land consists of dense scrub and woodland. This site is divided by several drainage ditches supporting a range of species.

Although these high value areas of ecology and biodiversity are afforded protection already, a policy is included within this neighbourhood plan to provide clarity on what this means for local development or related planning changes.

Biodiversity net gain can be assessed and measured using DEFRA's biodiversity metric. The Neighbourhood Plan felt it important to specify a percentage gain as a minimum to avoid proposals seeking to exploit the aim of the policy by providing negligible net gains of, for

example 0.1%. Ten percent has been chosen as reasonable as this was the minimum net gain proposed by the Government in its consultation on the matter by DEFRA in December 2018 and this is likely to be carried forward in legislation. The provision of habitat, whether on-site or through off-site arrangements or contributions, can be part of a multi-functional scheme that, for example, also delivers landscaping or open space. Successful implementation of biodiversity net gain would restore and create high-quality habitats that can provide a home for a diverse range of species and build resilience to climate change.

Policy E1: Protecting and Enhancing the Environment

Any development coming forward within the Neighbourhood Plan area is expected to result in a demonstrable biodiversity net gain of at least 10% with natural features incorporated in site proposals.

Proposals which specifically promote the preservation and restoration of the dunes and beach at Winterton-on-Sea will be supported.

Development proposals which incorporate significant and demonstrable conservation and/or habitat enhancement to improve biodiversity within the following areas may be supported:

- Decoy Wood and South Wood County Wildlife Site
- North Wood County Wildlife Site
- Winterton PCC Land County Wildlife Site
- Winterton-Horsey Dunes

Proposals likely to have a negative effect on notified interests of the Special Area of Conservation or Site of Special Scientific Interest will not be permitted. Allowance for development should only be permitted where a proposal will specifically aid the conservation of the site.

Development will not be permitted where it results in harm to views of the dunes or beach from public viewpoints.

Agricultural Land

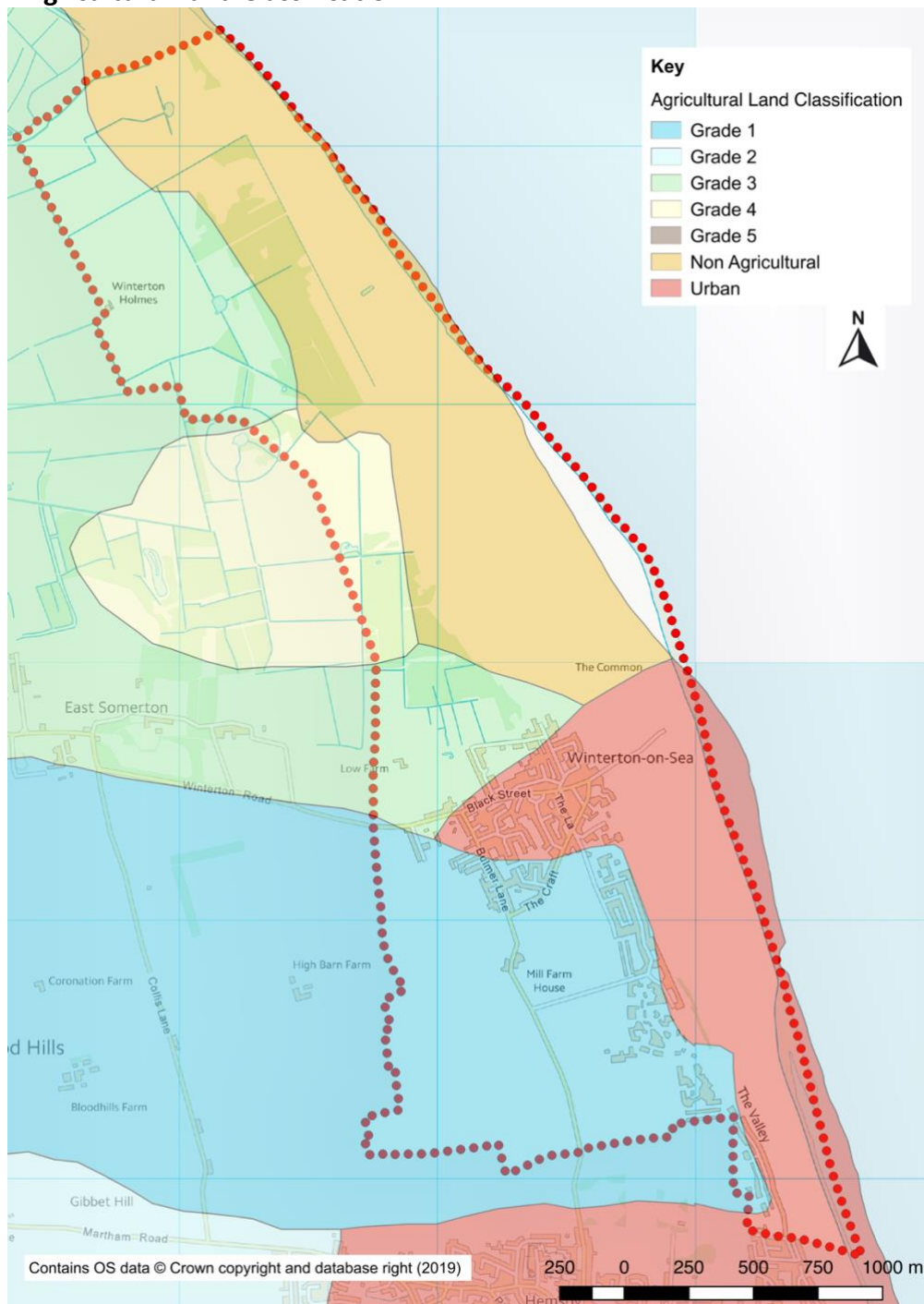
The village is surrounded by agricultural land and paddocks. There are long views out over these fields from a number of locations within the village, which adds to its character and is valued by residents. Some of the agricultural land is high grade – Grade 1 or 2, as determined by the Agricultural Land Classification of England and Wales, see **Figure 4**. The economic and other benefits of this high-quality agricultural land should be recognised. It should be noted that the Local Plan for the Broads contains a policy to protect the best and most versatile agricultural land, which also includes Grade 3a. This strategic policy is effective in the Broads Authority Executive Area, with the neighbourhood plan **Policy E2** effective elsewhere in the parish..

Policy E2: High Grade Agricultural Land

Major development will only be supported on Grade 1 or 2 agricultural land that is viable arable land where special circumstances can be demonstrated, namely;

- There is a demonstrable need for the development in the proposed location and alternative sites on poorer quality land are not available; or
- Development on the site is demonstrated as the most sustainable option; or
- There is overriding community benefit.

Figure 4: Agricultural Land Classification



Historical Character and Appearance

Winterton-on-Sea has a distinct character and appearance that reflects its past as a small fishing community. The settlement core is centred on a historic village green and displays a range of materials and building styles, with red brick and flint, clay pantile, thatch and colour washed render all evident. There are closely packed terrace cottages, small gardens, narrow streets and limited parking. The tall flint and stone church tower is also a prominent element of the historic landscape and focus for the settlement.

This part of the village, which leads to the beach, is under pressure from visitor parking and vehicular traffic. As you move away from the centre the village becomes more spread out and uniform in its character, bungalows are prominent and homes are set back from the road with larger gardens and off-street parking. Expansion of the settlement edge to cater for the visitor/tourism industry has created an increasing coalescence with Hemsby.

There are two Conservation Areas within Winterton-on-Sea (See **Figure 5**), defined as 'areas of special architectural and historic interest', the character or appearance of which is desirable to preserve or enhance. This includes both the older village centre and the area around the church along Somerton Road. The beautiful Trinity and All Saints church is a significant landmark, originally built to guide ships at sea, it is over 40 metres high and can be seen from miles around. It is a Grade I listed building, one of only 2.5% of buildings listed nationally, and two War Memorials within its vicinity are Grade II.

Figure 5: Winterton-on-Sea Conservation Areas



Residents recognise the importance of individual components of character and distinctness seen throughout the village, and would like to protect this and safeguard the natural setting. They are concerned that some recent development in the village has not been of high quality or in keeping, this includes estate development and uniform red-brick homes within the centre. The older village centre has been identified as a specific character area that the community would like to protect and enhance. See Figure 6 which outlines the area of Winterton-on-Sea which the Neighbourhood Plan would like to designate as the Historic Village Centre.

Figure 6: Historic Village Centre



The village does not have a housing allocation within the emerging Local Plan, however it is recognised that small scale development may come forward in the future to meet demonstrated local housing needs or as windfall applications, and this neighbourhood plan allows for sensitive, appropriate and well-designed proposals that fit with the character of the village. See **Policy HO4** on Design.

Policy E3: Promoting Winterton-on-Sea's Heritage

New development proposed within Winterton-on-Sea must take full account of the historic character of the village, which is defined particularly by the designated Conservation Areas and Historic Village Centre.

Any landscape setting, open spaces, heritage assets, key views and vistas identified as contributing to the significance of these areas should as a minimum be maintained. Overall, development should aim to preserve and enhance the character of these important areas.



Flood Risk and Drainage

Flood risk from surface water affects many parts of the village, including the centre, with high risk areas concentrated around Black Street and The Lane. This is also the experience of residents who have concerns about the impact on drainage and surface water by new homes being built or alterations to existing homes. Flooding could be exacerbated through housing development if surface water run-off is not managed appropriately.

The community are keen to ensure that any future development is able to demonstrate there is no increased risk of flooding and that mitigation measures are implemented to address surface water arising from it. The neighbourhood plan seeks to contribute towards strategic multi-agency efforts to reduce the risk of flooding from all sources.

Policy E4: Flooding and Drainage

All development proposals coming forward within the areas of high, medium and low risk from surface water flooding, as identified by the Environment Agency or Strategic Flood Risk Assessment, and all developments of 5 or more properties, will need to be accompanied by a Surface Water Drainage Strategy that is proportionate to the risk and size of the development.

- This must demonstrate that the proposal will not result in any increase in the risk of surface water or groundwater flooding on site or elsewhere off-site;
- The Surface Water Drainage Strategy, including any necessary flood risk mitigation measures, should be agreed as a condition of the development before any work commences on site;
- Planning applications that improve surface water drainage in the Neighbourhood Plan area will be supported;
- Sustainable Drainage Systems must be incorporated first and foremost for all planning applications and designed in from the start; and
- Appropriate on-site water storage shall be incorporated into drainage schemes to intercept, attenuate or store long term surface water run-off.

All new development will be expected to connect to the public foul sewerage network in accordance with the requirements of Anglian Water unless evidence is produced that it is not feasible to do so. Evidence shall be provided by applicants to demonstrate that capacity is available within the foul sewerage network or can be made available in time to serve the development. If mains sewerage is not feasible then an effective and sustainable private sewerage system plan shall be agreed with the Local Planning Authority in advance of development commencing. Such a plan must be implemented prior to the occupation of the first dwelling.

6. Community Assets

Winterton-on-Sea has a range of local amenities that are mainly located in the village centre:

- Primary and Nursery School
- Village shop
- Post Office
- Chip shop
- Village Hall
- Fisherman's Return Pub
- Church
- Hermanus Holiday Park
- Café at the beach
- Allotments

The closest GP surgery is Hemsby Medical Practice, around 1.5 miles away and is accessible by bus.

The primary school has a recent Ofsted of Requires Improvement and is facing challenges around sustainability with too few pupils. In 2018 Norfolk County Council consulted on a school closure, proposing that children attend Hemsby primary school instead. This did not go ahead and instead the primary school joined Consortium Multi-Academy Trust who are now considering options to enhance the school's sustainability, including the opening of a Field Study Centre. Ongoing provision of a primary school impacts upon the village's attractiveness to families and is important to the community.

Policy CA1: Winterton-on-Sea Primary School

Proposals that encourage sustainability of the primary and nursery school and/or result in creative use of the school site to the benefit of the wider community will be supported in principle.

A high proportion of local people both live and work in Winterton-on-Sea, almost 25%, which means they are more likely to make use of local services, along with visitors to the community. In addition, 1 in 6 households do not have a car and so are heavily reliant on local service provision.

Local residents understand the importance of supporting local economic growth that is sensitive to the nature and character of the village. This includes a recognition that the village centre, where there are no footways and people need to walk in the road, is already under pressure from traffic and parking, particularly during summer months. 82% of respondents to the issues and options consultation agreed there should be a policy to encourage this within the neighbourhood plan.

Policy CA2: Economic Development

Economic development within the settlement boundary that comprises small business will be encouraged and supported in principle.

Any proposal will need to demonstrate that:

- It can accommodate all related parking off-road, including for visitors
- It does not generate a material increase in traffic in the Historic Village Centre (as defined in **Figure 6**). A material increase will be seen as a severe impact given existing parking, highway and traffic constraints within this area.

The National Planning Policy Framework suggests that, "*Development should only be prevented or refused on highways grounds if.....the residual cumulative impacts on the road network would be severe.*" The policy does not indicate what would be considered severe, and indeed this will vary enormously. What might be considered as not severe in London would be seen as highly severe in rural villages. Policy CA2 therefore defines a severe impact as a material increase in traffic as defined by Norfolk County Council's Safe, Sustainable Development document (November 2015), or any successor document. This should be a reasonable measure bearing in mind:

- The narrowness of the roads in the Historic Village Centre;
- The lack of footway provision;
- The haphazard on-street parking;
- The prevailing high volumes of traffic related to tourism and visitors.

Local Green Space

The neighbourhood plan recognises that some open spaces are especially important to the local community. For example, they can provide a valuable formal and informal recreational facility for both children and adults, or they can add character and interest to a community. People who have good access to open space, parks and other recreation areas have the opportunity to lead more active and healthy lives. These green spaces also provide important wildlife habitat, supporting diverse species and helping to build resilience to climate change.

The Character Appraisal and consultation with residents has identified some open green spaces that positively contribute to the overall character and enjoyment of the part of the settlement in which they are located. Winterton-on-Sea would like to designate seven Local Green Spaces in the neighbourhood Plan. The designation of land as Local Green Space through local and neighbourhood plans allows communities to identify and protect green areas of particular importance to them. The designation should only be used where the land is not extensive, is local in character and reasonably close to the community and where it is demonstrably special, for example because of its beauty, historic significance, recreational value, tranquillity or richness in wildlife. Designation of Local Green Spaces affords the same level of protection as Green Belt. All Local Green Spaces identified here are within easy walking distance of people living in the community and considered special in some way. They are also identified as Local Amenity Space within the Great Yarmouth Local Plan.

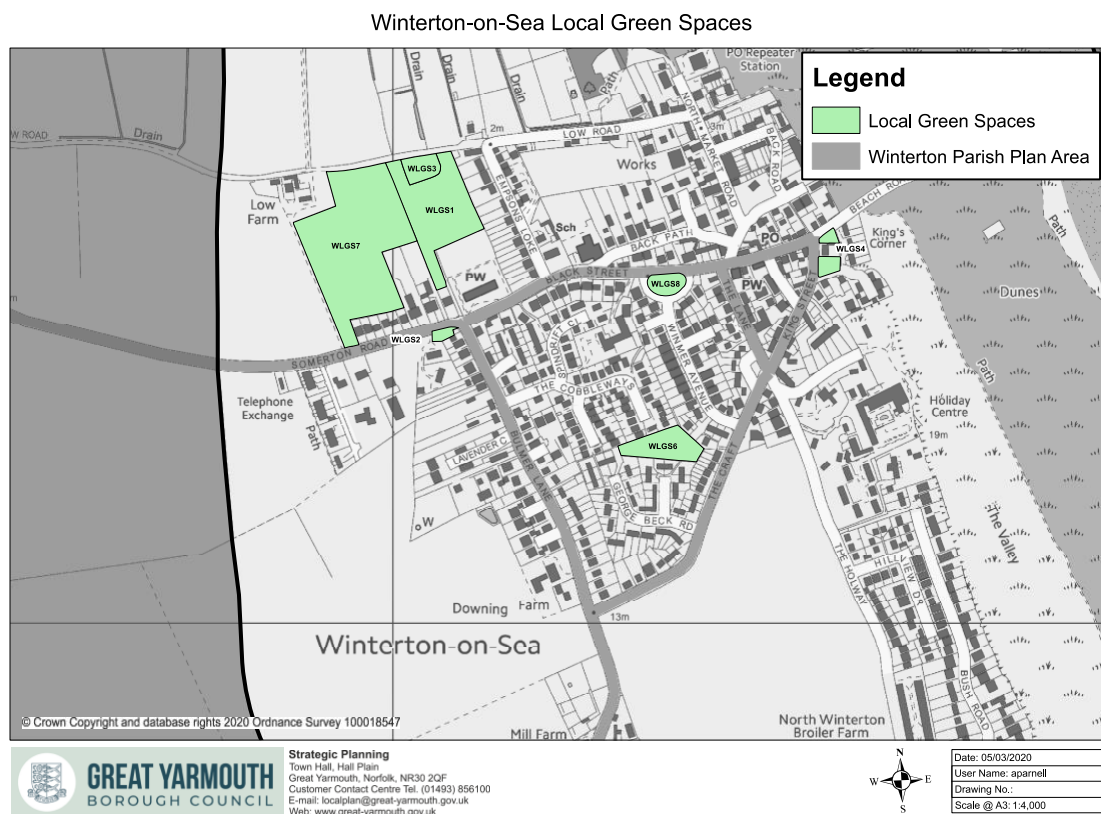
Policy CA3: Local Green Space

The following existing open spaces will be designated as Local Green Space. These should be protected from development which could erode their contribution towards the settlement's character, the sense of openness they create, and public enjoyment:

- The Village Green
- The Playing Field
- The Children's Playground
- Green space adjacent to the village hall
- The Allotments
- Duffles Pond
- Bulmer Pit

Development that would harm the openness or special character of a Local Green Space or its significance and value to the local community will not be permitted unless there are very special circumstances which significantly outweigh the harm to the Local Green Space.

Figure 7: Local Green Space



The Village Green



The village green has significant recreational and historic value within the community, providing an attractive setting. It is well kept and during summer months is adorned with flowering planters. The village has won a number of awards including ‘Anglia in Bloom’ and ‘Village Green’ competitions.

There is seating around the green which is much used by residents and visitors alike.

The land is owned by Great Yarmouth Borough Council.

Green Spaces adjacent the Village Hall

The village hall is a regular focal point for community activity within Winterton-on-Sea and the green spaces adjacent it add to its amenity value and creates an attractive setting. They

are used annually as the site of the village fete and regularly used in the summer by people enjoying the sunshine or for a picnic.

There have been proposals that this green space should be converted to additional parking serving the village centre and houses off The Loke, but there is strong feeling within the community as a whole that it should be retained as green space.

These green spaces are common land within the village.

The Playground

The playground, accessed off Winner Avenue or through residential roads, is widely used by children and families, encouraging physical activity and play. It was recently updated following a community campaign to raise funding. It is well maintained. The neighbourhood plan seeks to protect this key recreational facility from future growth or development.



The Allotments

Winterton-on-Sea allotments are directly adjacent to the Church and graveyard, on land owned by the Church. There is a long-standing agreement between the Church and Parish Council for use of the land as allotments, though it is recognised that there may come a time in the future when the land is required to extend the graveyard. This is not anticipated to be during the plan period.

The allotments are well utilised and kept by residents to grow local food. Having an allotment is a rewarding activity, encourages people to undertake gentle exercise and is known to build community cohesion among allotment holders. During consultation with community, the allotments were identified as important for protection as Local Green Space.

Duffles Pond

This community wildlife area, located behind the allotments, provides an important habitat for wildlife. It is one of the few ponds accessible to the community within the village. It has facilities like seating and walkways to encourage people to enjoy it and is maintained by the Parish Council. Many people in the community recognised its value during public consultation in November 2018. Historic importance too as used to be used to grow withes which were used for wicker basket making.



Duffles Pond

The Playing Field

This is a playing field for sport and exercise. It provides a flexible, open space and is used by many for informal sporting activities and dog walking. There is a full-size football pitch and cricket pitch. By supporting sport and recreation the playing field contributes to the health and wellbeing of the local community. It was identified as special by many residents as part of community engagement.

Bulmer Pit

Bulmer Pit is a small wildlife pond adjacent to one of the main routes into the village. At certain times of the year the pit floods and acts as a soakaway for surface water in the vicinity. The pond is important as the habitat for ducks, moorhens and knatterjack toads.

Investment in Open Space

Open space within a community can take many forms, from the Local Green Spaces identified in this plan to more general open areas or linear corridors within the settlement. They provide health and recreation benefits, enable people to move easily between different parts of the village, have ecological value and contribute to green infrastructure, as well as being an important part of the landscape and setting of built environments. Any new development must make provision for new open space. The emerging Great Yarmouth Local Plan 2 sets out detailed open space requirements.

Policy CA4: Investment in Open Space

All relevant development (as defined in the Local Plan) will be expected to make a contribution towards the provision of high-quality open space within the community. Contributions will be directly related to the development.

Any funding will be prioritised for:

- Improving designated Local Green Space
- Enhancing existing Public Rights of Ways, with focus on those linking with nearby settlements such as Hemsby, and those that have the potential to take recreational pressure off the dunes.

7. Traffic and Transport

The main road connecting villages along the coast runs along the western edge of the village's built up area. Overall the village can be fairly quiet in terms of traffic and the narrowness of streets and poor visibility at some junctions in the centre encourages low traffic speeds. There is concern however about speeding along Black Street, and also concern about the volume of traffic through the village centre at peak visitor times. Although there is ample parking for visitors in formal car parks, many visitors are inclined to park on street in the village centre so as to avoid parking charges, and there is considerable local concern about this practice.

The village is connected by public transport to Great Yarmouth, with an hourly bus service, which also goes to the James Paget Hospital. In addition, there is a direct bus service once a week to Norwich. This is not sufficient to attract many people away from their cars and just 8% of people travel to work by public transport, with 86% driving.

Footways are limited in the village centre, and this is part of the character. Footways are more consistently available along the main roads and elsewhere in the village, but these are rarely on both sides of the road. There are no dedicated cycle paths.

The parish is well served generally by the availability of Public Rights of Way, providing access to natural open space, such as the surrounding countryside, dunes and beach. These are used by many residents and visitors. There is a risk that this footfall increases pressure on ecologically sensitive areas of the dunes. There are also concerns about the condition/maintenance of some of the footpaths, and in particular the potential loss of the connection from the village to Hemsby is keenly felt.

Parking

Parking is constrained within Winterton-on-Sea village centre. Some homes do not have designated parking and additional pressure is placed on common parking areas by high numbers of day visitors to the beach, particularly during summer months. These additional pressures impact upon the amenity value of the village for residents which is often congested

with parked cars, means they find it difficult to park near their homes and also impacts on the accessibility of footways.

Community Policy: Parking

The parish will in principle support actions by others, and carry out its own actions, to reduce on-street parking in the village through parking management solutions. This may include taking advantage of opportunities for creating additional off-street parking provision at peak visitor times.

Policy TR1: Public car parking

Proposals for the change of use and development of existing public car parking sites will be supported as long as equivalent and accessible parking facilities are to be provided as a replacement or there is an over-riding public or environmental benefit to the proposal.

Proposals for additional public car parking outside of the village centre will be supported in principle where:

- This will not increase traffic through the centre of the village; and
- It is well located to provide a reasonable alternative to on-street parking



Policy TR2: Residential car parking standards

New residential development will need to provide off-road vehicle parking at each dwelling as per the following standards:

Number of bedrooms	Minimum number of off-road spaces
One	One
Two	Two
Three +	Three

These standards may be relaxed if:

- Strict adherence is incompatible with the local character.
- The type of housing being proposed (such as terraced) makes it physically impossible.

In these circumstances, new off-street or formalised on-street provision nearby may be acceptable. Additionally, in recognition that on-street parking could still occur, streets should be designed to safely accommodate unallocated on-street parking.

The level of provision should be such that indiscriminate parking and the obstruction of footways and carriageways is avoided and this should be determined on a site by site basis.

The car remains the dominant mode of transport for the majority of people living in Winterton-on-Sea. Car ownership is high among residents with only 16% of households not owning a car at the time of the 2011 Census. Indeed, 38% of households have two or more cars and there is high reliance upon them to get to work with 86% of individuals travelling to work by car or van. In part this is because public transport options are very limited and not flexible enough to meet the needs of most people.

The car parking standards set out in **Policy TR2** were strongly supported, by 90% of respondents to a consultation on issues and options for the Neighbourhood Plan. However, it is recognised that meeting these standards may not always be possible or desirable. Flexibility can therefore be shown to reflect the circumstances.

Walking

Walking improves both physical and mental well-being and health. It also reduces the need to use the car which has environmental benefits and it is crucial that development should be planned to reduce emissions, helping to mitigate climate change. For Winterton village specifically, greater opportunities for walking can also moderate the traffic and parking problems in the village centre.

A feature of the parish is the frequent absence of footways (as identified in the **Character Appraisal**), or indeed footways that are narrow or poorly maintained. There was strong support in the consultations for improving footways (and footpaths) and so improving the walking experience. Better footways, in terms of condition, width and the need for ones where none exist, would therefore be an appropriate policy response to the prevailing

provision and to consultation feedback. However, the absence of footways is a key part of the character in places such as parts of the village centre.

Policy TR3: Walking

To promote safe and convenient walking within the Parish, new developments in or adjacent to the settlement boundaries will be expected to improve and/or extend footpaths and footways. Footways must be sufficiently wide, at least 1m width where possible, so as to provide safe, convenient and equitable access.

New or improved footways should be provided in the village centre unless this would be contrary to the prevailing character of the immediate area and provided that highway safety will remain acceptable.

To promote sustainable access, applications within or next to the settlement boundaries should, where reasonable to do so, be able to demonstrate that the site is accessible by walking and that future occupiers will be able to walk to most of the local services and facilities and to a bus stop. Contributions and improvements must be proportionately related to the development. These may include the provision of entirely new footways, or the improvement, such as the widening, of existing ones. The footways width should ideally be sufficient for two parents pushing a child's buggy to walk side by side. It might at times be necessary to provide wider footways, such as near the school or other places where pedestrian flows are likely to be high or where people gather and linger.

It may not always be appropriate to provide new or widened footways in the more historic village centre. Fortunately, traffic tends to be going slower in the centre due to the narrowness of many of the lanes, and so the roads are effectively operating as shared spaces.

Improvements to footpaths as part of the PRow network is also covered in **Policy CA4** on Open spaces.