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Subject: Adoption of Winterton-on-Sea Neighbourhood Plan

Report to: Full Council – 20 April 2022

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SUBJECT MATTER

Adoption of the Winterton-on-Sea Neighbourhood Plan

RECOMMENDATION

Full Council adopt Winterton-on-Sea Neighbourhood Plan

1. Introduction

- 1.1. Following the Full Council decision to accept the Examiner Recommendations for the Winterton-on-Sea Neighbourhood Plan on the 9 December 2021, the neighbourhood referendum took place in the local village hall on Thursday 24 February 2022. The referendum was open for voting to those that live within the parish area.
- 1.2. In summary, the plan passed successfully through referendum. In accordance with section 61E(4) of the Town & Country Planning Act 1990 (as amended), plans must be 'made' (adopted) by the Borough Council. The only exceptions are if the plan would breach, or would otherwise be incompatible with, any retained EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998) in accordance with section 61E(8) of the Town and Country Planning Act 1990 Act as amended. It is not considered that this plan is incompatible with any of these pieces of legislation. Therefore, the recommendation is to adopt the neighbourhood plan.
- 1.3. Upon adoption the plan will formally become part of the Council's Development Plan. When determining planning applications, decisions must be made in accordance with the adopted policies of the Development Plan unless material considerations indicate otherwise. As the plan has successfully passed referendum, the plan effectively already has full planning weight in decision taking.
- 1.4. As the plan area also falls within the designated Broads Area, the plan also needs to be adopted by that authority. The plan was formally adopted by the Broads Authority on 18 March 2022.

Local Plan Working Party

- 1.5. Throughout plan preparation and formal decision making, the progress of the neighbourhood plan has been presented to members of the Local Plan Working Party. Members have had opportunities to feedback ideas to officers to shape consultation responses, and in providing advice and guidance to the parish council. The recommendation for Full Council to adopt the neighbourhood plan was considered and endorsed by Local Plan Working Party on 17 March 2022.

2. Neighbourhood Plan Referendums - Results

- 2.1. The Winterton-on-Sea Neighbourhood Plan Referendum took place on Thursday 24 February 2022, in the local village hall. The referendum was advertised in accordance with the Regulations, ensuring that residents had every opportunity to be informed what the plan was, and when and where the referendum would take place.

Summary of Winterton-on-Sea Neighbourhood Referendum Results:

- Total ballots 217
- Total 'Yes' votes 164
- Total 'No' votes 53
- Plan passes with **76% majority**

3. Decision making

- 3.1. In accordance with the Regulations, the Council cannot make any other decision than to 'make' (adopt) the plan as part of the Development Plan unless it considers that the plan would breach any retained EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998) (under section 61E(8) of the Town and Country Planning Act 1990 Act as amended). There are no such reasons to prohibit the plan from being formally adopted.
- 3.2. Upon adoption, the plan would need to be published and supported by a final decision statement setting out the reason(s) for the decision, where the decision and document can be inspected, and notifying those who have requested to be notified when the decision is made.

4. Financial Implications

- 4.1. The Borough Council has already received £5,000 for the adopted neighbourhood plan areas (it has actually received 5 of these through the first 5 adopted areas). This funding will support the payments required to appoint independent examiners.
- 4.2. The Borough Council is in the process of applying for a further Government grant of £20,000 for each of the decision statements (to send the neighbourhood plan to referendum) issued.
- 4.3. All costs associated with officer resources, the examination and referendum of the neighbourhood plan are expected to be covered by this Government funding.

5. Legal and Risk Implications

- 5.1. The Council has progressed the neighbourhood plan in line with the relevant legislation referred to above. The plan has been independently examined, with the Examiner's report finding that the plan meets the 'Basic Conditions' subject to modifications. The neighbourhood plan is supported by a screening report for Strategic Environmental

Assessment and Habitat Regulations Assessment, screening out the need for full assessments to satisfy requirements under the Environmental Assessment of Plans and Programmes Regulations 2004 and the Conservation of Habitats and Species Regulations 2017. While this was published in April 2019, the content and conclusions are considered to be appropriate to determine that no significant environmental effects will result from the plan.

- 5.2. Following adoption, a person aggrieved by the Neighbourhood Plan, may under Section 61N of the Town and Country Planning Act 1990, make an application to the court to challenge it. Such an application must be made within six weeks of adoption.

6. Conclusion

- 6.1. The recommendation is to adopt the Winterton-on-Sea Neighbourhood Plan 2020-2035, having successfully passed the neighbourhood referendum.

7. Links

- [Result Notice – Winterton-on-Sea Neighbourhood Plan](#)

8. Appendices

Appendix 1 – Winterton-on-Sea Neighbourhood Plan 2020-30

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?

Area for consideration	Comment
Monitoring Officer Consultation:	Through ELT
Section 151 Officer Consultation:	n/a
Existing Council Policies:	Local Plan Part 1: Core Strategy, Local Plan Part 2
Financial Implications (including VAT and tax):	See Section 4
Legal Implications (including human rights):	See Section 5
Risk Implications:	See Section 5
Equality Issues/EQIA assessment:	n/a
Crime & Disorder:	n/a
Every Child Matters:	n/a

Adoption by Broads Authority March 2022, Adoption by
Great Yarmouth Borough Council April 2022

Winterton-on-Sea Neighbourhood Plan 2020-30



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Introduction

1. 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 and Broads Authority's development plan, 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.
2. The Neighbourhood Plan aims to build on the strengths of the parish and its community, protecting what is good. It also aims to address concerns and manage in the right way any change and development.
3. 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 within the village.
4. 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.
5. The village has a number of buildings of historic significance. The Holy Trinity and All Saints church dates back to the early 13th Century and is Grade I Listed. 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.
6. Winterton-on-Sea has a resident population of around 1,300, though its numbers swell to many more particularly in the holiday season. It has a number of local services, including a primary school, village pub, shop and post office, tea rooms, chip shop and a number of seasonal shops.
7. 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 here is a serious concern of residents. A colony of seals lives just north up the coast, with many coming onto the beach and dunes during breeding

season. The beach is also home to the largest UK colony of breeding Little Terns. Due to its environmental importance the village is considered to be very sensitive to development and change.

8. Its proximity to the Broads, which has the equivalent status of a national park, also helps to make Winterton-on-Sea special for both residents and visitors to the area. The Broads have a number of national and international wildlife designations, including the Broads Special Area of Conservation, Broadland Special Protection Area and Ramsar Site, and Upper Thurne Broads and Marshes Site of Special Scientific Interest.

Neighbourhood Planning

Overview of Neighbourhood Planning

8. 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.
9. 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 covered by the Broads Authority and its own recently adopted local plan.
10. 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 is a community document, written by local people who know and love the area.
11. 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, and the distribution of that development.
12. 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.
13. Once a Neighbourhood Plan has been 'made', 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 and Broads Authority in deciding on all planning applications in the parish.

Process of Developing this Neighbourhood Plan

14. The parish area shown in **Figure 1** was designated as a Neighbourhood Plan Area in August 2017.
15. 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. This evidence is summarised throughout the

Neighbourhood Plan to support the policies it contains. A full account of the evidence is provided in the Evidence Base which accompanies the Neighbourhood Plan.

Figure 1: Designated Neighbourhood Plan Area

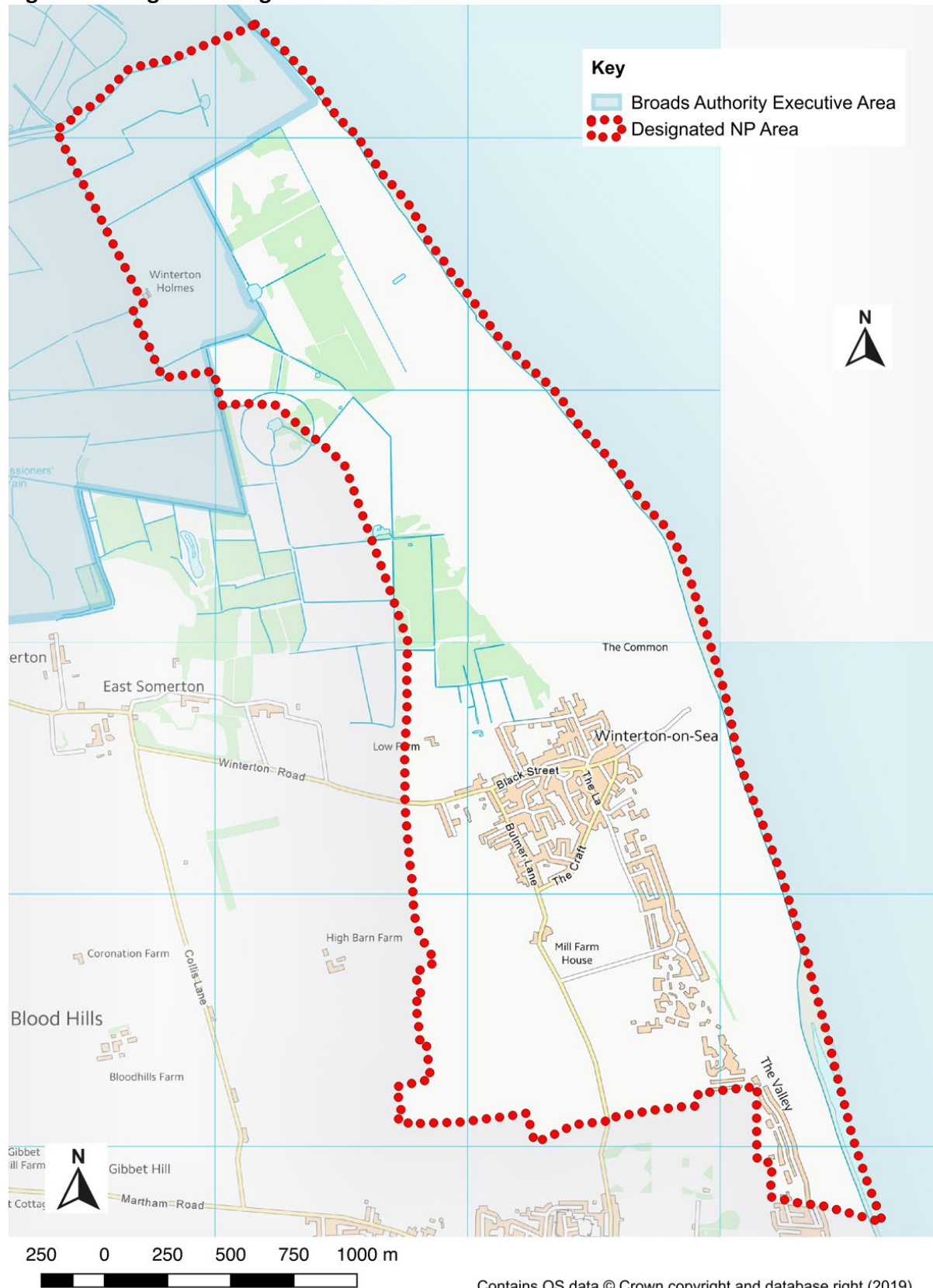
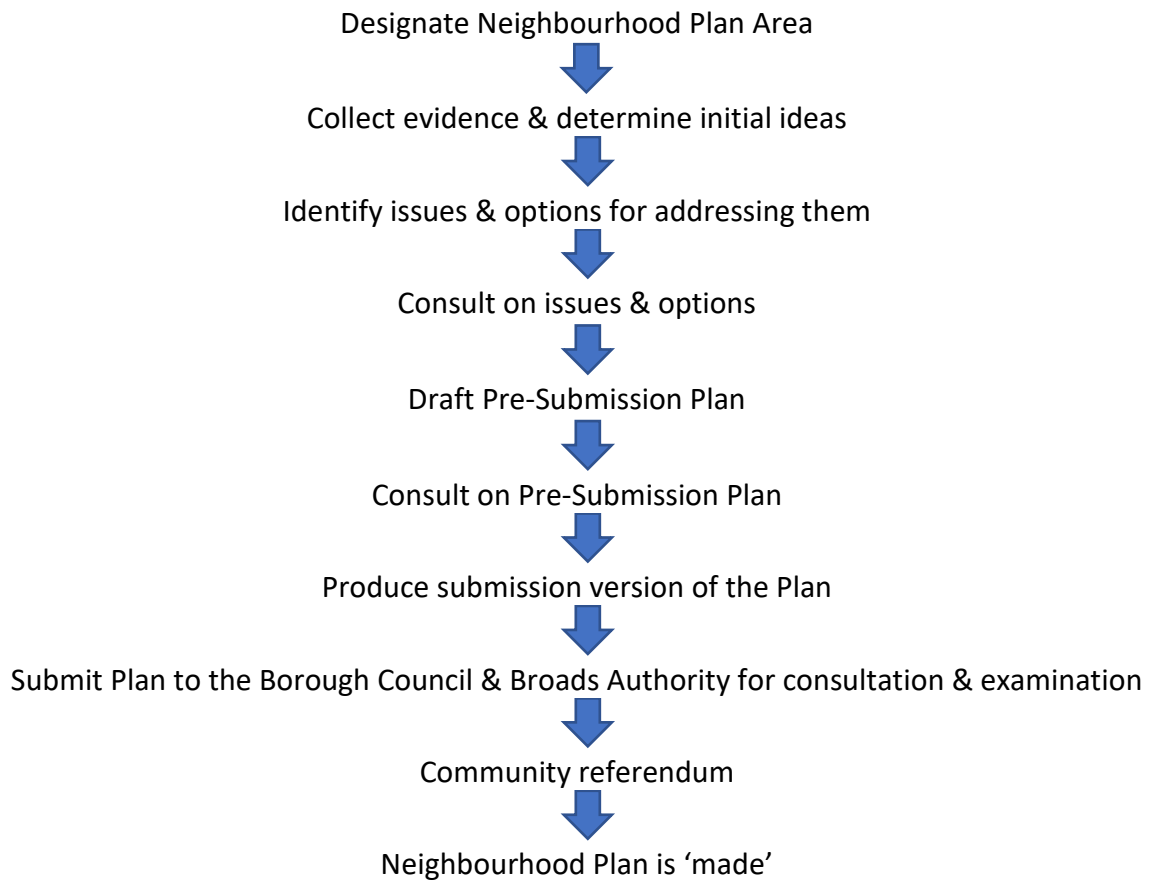


Figure 2: Neighbourhood Plan process



Consultation with Residents

16. Winterton-on-Sea Neighbourhood Plan has been developed by residents of the village on behalf of the wider community. A working group, comprising a mix of residents and parish councilors, have overseen the process throughout on behalf of the Parish Council as the qualifying body. Engaging the wider community in the Neighbourhood Plan's development has been a key focus for the working group.
17. 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.
18. The early engagement helped the working group to formulate a pre-submission draft, which was consulted upon March – July 2020.
19. A full account of consultation activities, the key points and how these were considered by the working group is provided in the Consultation Statement which accompanies the Neighbourhood Plan.

Vision and Objectives

20. 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 protecting the sensitive environment.
21. The vision for Winterton-on-Sea depicts how the village will be in 10 years' time, 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 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.

22. The objectives for Winterton-on-Sea are:
- Objective 1:** To support the provision of affordable housing so that Winterton-on-Sea is a place where people of all ages can live.
 - Objective 2:** To support services, clubs and facilities that offer opportunities for enhancing the wellbeing of residents and encourages visitors to spend locally.
 - Objective 3:** To provide the right infrastructure to ensure that visitors to the village do not place additional pressure on environmentally sensitive areas.
 - Objective 4:** To improve the walkability of the village and connections to the wider countryside and surrounding communities such as Hemsby.
 - Objective 5:** Seek opportunities to reduce the impact of vehicular traffic and parking in the village centre.
 - Objective 6:** To protect, promote and enhance the sensitive landscape and habitats of the dunes and beach so that they are prioritised over future development.
 - Objective 7:** Respond to climate change, promoting sustainable development and energy efficiency.
23. A number of Community Aspirations have also been developed alongside the planning policies. These cover issues which are not development and use of land related, but nevertheless are important considerations which arose through work on the Plan. Their status is as non-statutory aspirations which the Parish Council will seek to progress during the lifetime of the Plan.

Housing

Development Limits and Residential Development

24. The adopted Great Yarmouth Local Plan and the emerging Local Plan Part 2 both designate Winterton-on-Sea as a Primary Village with a development limit which is defined in the Policies Map for Winterton-on-Sea. The emerging Policy GSP1 of Local Plan Part 2 sets out the Borough Council's approach to development limits. In general terms, there is support for appropriate housing development within the limits, whilst outside of the limits it is seen as not acceptable.
25. The village does not have a housing allocation within the emerging Great Yarmouth Local Plan or within the adopted Local Plan for the Broads. The identified housing requirement is therefore zero. Winterton-on-Sea has significant environmental constraints, such as the dunes, and had few sites put forward 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 and Broads Authority determined not to propose any housing allocations in Winterton-on-Sea.
26. The Neighbourhood Plan does not allocate land for residential development, but is supportive of small-scale and appropriate development that accords with the policy framework. It is recognised that this may result in the housing requirement (of zero) being exceeded over the plan period.
27. There could be circumstances where applications for new housing outside of the development limits can be granted permission because of Paragraph 11(d) of the National Planning Policy Framework being triggered. This happens, for example, if the Borough Council (or Broads Authority) 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 development limits are given very limited weight because they are considered to be out-of-date, and so residential development can happen beyond the development limits in this event.

Housing Type

28. Winterton-on-Sea's housing profile is dominated by detached homes, and a fairly high proportion are quite large, with at least three bedrooms. In contrast, homes in the village centre are much smaller, terrace properties, many of which are second or holiday homes. 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.
29. 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 bedroomed, 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.

30. 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. Responses to the issues and options consultation in 2018 indicate that Winterton-on-Sea has become a popular retirement village.
31. 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.
32. 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
33. 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 residents. There was, however, still recognition of the need for 3 or 4 bedroom family homes.

Policy HO1: Housing Mix

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

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:

- 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.

34. 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. It is recommended that the Local Planning Authority removes permitted development rights on new homes that are two or three bedrooms to prevent much needed smaller housing from being extended without appropriate consideration of the impacts.
35. Although a mix of housing as set out in **Policy HO1** 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.
36. 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.

Affordable Housing

37. There is a need to provide more affordable housing to local people. Seventy percent of respondents to a survey about housing need stated that there was a requirement for affordable housing in the village. Affordable housing was considered to encourage a more sustainable community, that attracts younger people and families, which are much needed to support year-round village services such as the Primary School. Some people knew others who had moved away, with the village unable to meet their housing needs. Over the last five years there have been no new affordable homes built in the village and evidence from the Great Yarmouth Borough Council allocations pool indicates that demand significantly outstrips the current supply of affordable homes. 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 development limits are encouraged.

38. 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 small-scale, in proportion to the size of the village.
39. **Policy HO2** supports sites that are reasonably adjacent to the development limits. The word adjacent is not defined in the Planning Act, the dictionary definition is *very near, next to or touching*. The policy therefore allows for sites to be detached, or to have some separation from the development limits defined in the Great Yarmouth Local Plan Policies Map for Winterton-on-Sea. It is not necessary for sites to be adjoining or abutting, though they do need to be reasonably related to the settlement. This has regard to national policy, which requires entry-level exception sites to be adjacent to existing settlements. The policy takes a reasoned departure on the basis that affordable housing is much needed in Winterton-on-Sea, by adding the word 'reasonably' before adjacent.
40. 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.

Policy HO2: 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 exception sites or entry-level exception site proposals for affordable housing that are outside of the development limits as shown in the adopted Great Yarmouth Local Plan will be supported where:

- The site is reasonably adjacent the development limits;
- 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.

It should be noted that national policy does not permit entry-level exception sites within the Broads Authority area.

Design

41. 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. Many of the houses in the village centre are historic and are diverse in terms of their architectural style and the materials used, which is characteristic of the village's built environment. Some of the newer development reflects this to a degree, but more commonly is more generic and less dense. The Character Appraisal in which is part of the supporting evidence for the Neighbourhood Plan provides more detail, see Appendix 1.

Policy HO3: 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, see **Figure 4**, 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 that are of an innovative design with high environmental standards will be supported subject to other policies of the development plan. 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.

To promote sustainable access, all applications within or adjacent the development limits should 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.

Electric car charging points will be expected to be provided as part of all new development, one per formal parking space.

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

Tree-lined streets should be included in developments unless in specific cases there are clear justifiable and compelling reasons why this would be inappropriate. Trees should be included within developments where the opportunity arises. Where development is permitted, conditions will be imposed to secure the long-term maintenance of newly-planted trees. Existing trees, tree belts and hedgerows should be retained wherever possible.

42. The Character Appraisal (see Appendix 1) summarises aspects of the 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

43. The prevalence and impact of second and holiday homes in Winterton-on-Sea is explored in some detail in the supplementary evidence that accompanies this Neighbourhood Plan. Overall, 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. Local research indicates that the highest concentrations of second or holiday homes is in the village centre, on The Lane, King Street and Beach Road, where they outnumber dwellings occupied by permanent residents.
44. The socio-economic effects of second and holiday homes are being felt by the local community. The increase in second home owners has, it is widely reported by residents, 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 as the tourist economy in Winterton increasingly operates year-round. 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 and overall character.
45. Balanced against this, residents also recognise the positive contribution that tourists 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. On balance, the community are supportive of presence of holiday accommodation and the clear benefits this brings to the local economy. However, there is less support for second homes, with many of these sitting empty for a great proportion of the year.

46. 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, thus creating a more sustainable community.

Policy HO4: 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.

Occupiers of homes with a Principle Residence condition or obligation will be required to keep proof that they are satisfying the requirements as set out in this policy and will be obliged to provide this proof if/when Great Yarmouth Borough Council requests it. 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).

47. 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. **Policy HO4** does not restrict proposals specifically for tourism accommodation, which is recognised to bring economic benefits to the village.
48. 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 development limits as this is more sustainable, especially in terms of access to services. **Policy HO5** also supports tourism proposals outside of the development limits, especially for the conversion of existing buildings, including farm buildings. It will not be possible to meet the need for all new tourist and visitor facilities within the village, and other types of accommodation may be needed outside to meet new visitor expectations.
49. Where new accommodation is permitted 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.

50. **Policy H05** specifically applies outside of the Broads Authority Executive Area, as the Local Plan for the Broads has various policies relating to tourism development in close proximity to the Broads.

Policy H05: Tourist Accommodation

Proposals for new tourist accommodation located outside of the Broads Authority Executive Area 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 development limits or on sites that are well related to the village, and at a scale appropriate to the village;
- Outside of the development limits, 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;
- It will be for short stay occupation on a rented basis for a substantial period of the year, not occupied on a continuous basis by the same people, and not used as a second home or for the main residence of the occupiers.

Any tourist accommodation must be of similar quality to residential dwellings and adhere to **Policy H03**.

Environment

Natural Environment

51. The dunes, dune grassland, dune heath 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 from the village centre. This is treasured by those who live in the community and priority should be on retaining such views and character.
52. The dunes are under high recreational pressure, used extensively by residents and visitors, mostly on foot. The dunes are designated a Site of Special Scientific Interest (SSSI), Area of Outstanding Natural Beauty (AONB), Special Area of Conservation (SAC) and National Nature Reserve (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

53. 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 County Wildlife Site, 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.

54. The parish's proximity to the Broads, which has a status equivalent to a national park, and a number of important wildlife designations, is also part of what makes Winterton-on-Sea special.
55. 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.
56. 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. A 10% net gain will be applied unless a higher standard is required by the Environment Bill. 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.
57. The requirement for development to achieve a net gain for biodiversity should be applied other than for very minor changes such as extensions to houses and brownfield development.

Policy E1: Protecting and Enhancing the Environment

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 into site proposals.

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 Winterton-Horsey Dunes 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.

Flood Risk and Drainage

58. 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. The Lead Local Flood Authority have 4 records of external flooding dating from 2012 and 1 record of internal flooding from 2014. Residents have concerns about the impact of new homes or alterations on drainage and surface water. Flooding could be exacerbated through housing development if surface water run-off is not managed appropriately.
59. 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.

Policy E2: Surface Water Flooding and Drainage

All development proposals coming forward within the areas of high and medium risk from surface water flooding, as identified by the Environment Agency or Strategic Flood Risk Assessment, and for other development in line with national policy requirements, 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.

60. The Neighbourhood Plan seeks to contribute towards strategic multi-agency efforts to reduce the risk of flooding from all sources. It recommends developers adhere to Norfolk County Council (NCC) – Lead Local Flood Authority (LLFA) Statutory Consultee for

Planning: Guidance Document regarding surface water risk and drainage for any proposed development¹.

Agricultural Land

61. 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 3**.
62. 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 policy is effective in the Broads Authority Executive Area, with the Neighbourhood Plan **Policy E3** effective elsewhere in the parish.

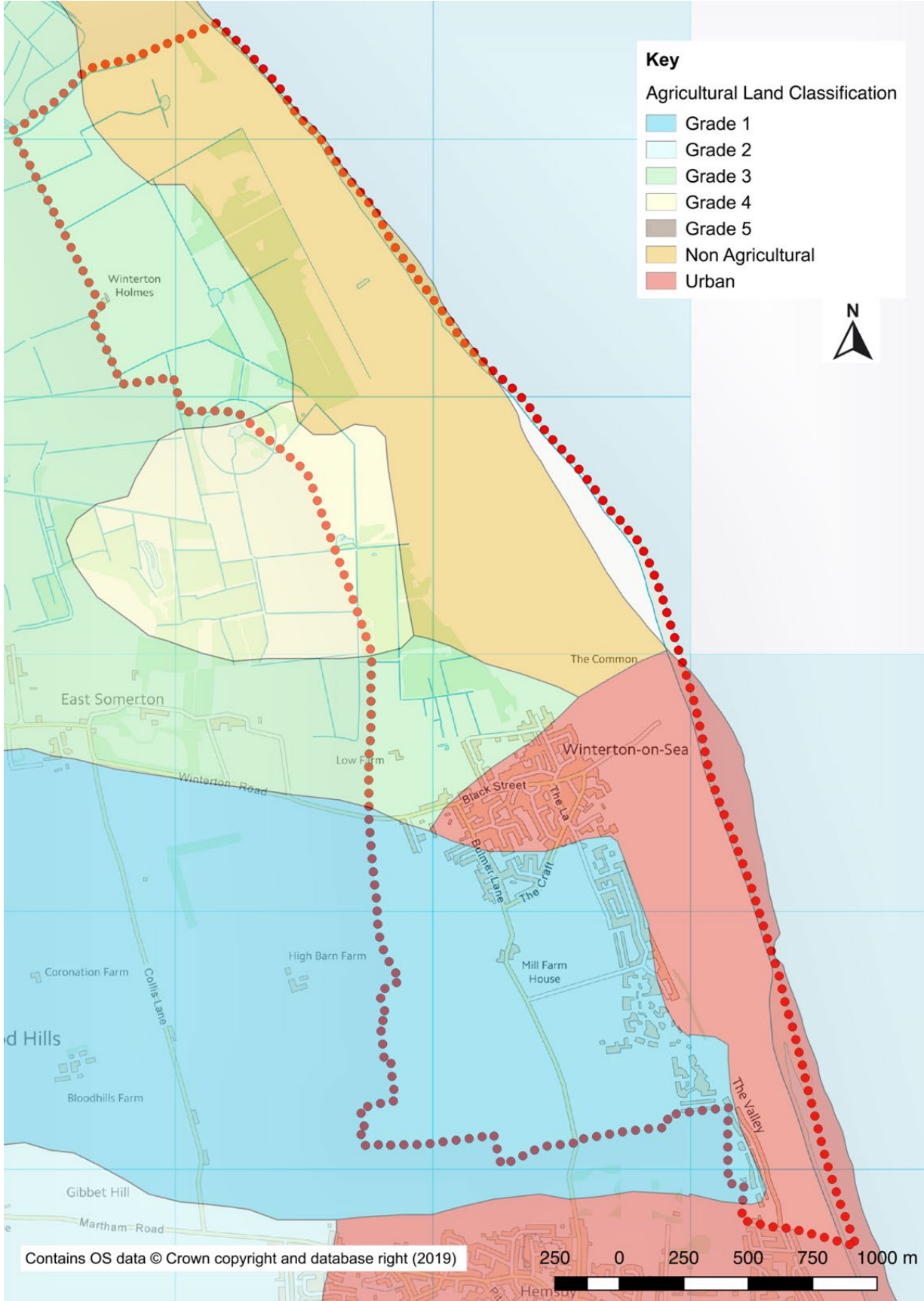
Policy E3: High Grade Agricultural Land

Development on Grade 1 or 2 agricultural land that is viable arable land will only be supported where the following exceptional circumstances can be demonstrated;

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

¹ <https://www.norfolk.gov.uk/rubbish-recycling-and-planning/floodand-water-management/information-for-developers>

Figure 3: Agricultural Land Classification



Historic Character and Appearance



63. 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 feature of the historic landscape and focus for the settlement.
64. 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.
65. Winterton-on-Sea has a Conservation Area, which is defined as an ‘area of special architectural and historic interest’, the character or appearance of which is desirable to preserve or enhance. The area is split in two and includes both the village centre and area stretching over the dunes, as well as the area around the church along Somerton Road (see **Figure 4**). 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 Memorials in its vicinity are Grade II.
66. 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 4** which outlines the area of Winterton-on-Sea which the Neighbourhood Plan would like to designate as the Village Centre. This includes part of the Conservation Area which

stretches along the dunes, but also encompasses the east side of Wilmer Avenue and the village green. A supplementary appraisal document has been produced by the community to support implementation of **Policy E4**, which sets out key characteristics of the Village Centre. This, or an updated version, should be used as a guide for developers.

67. 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.

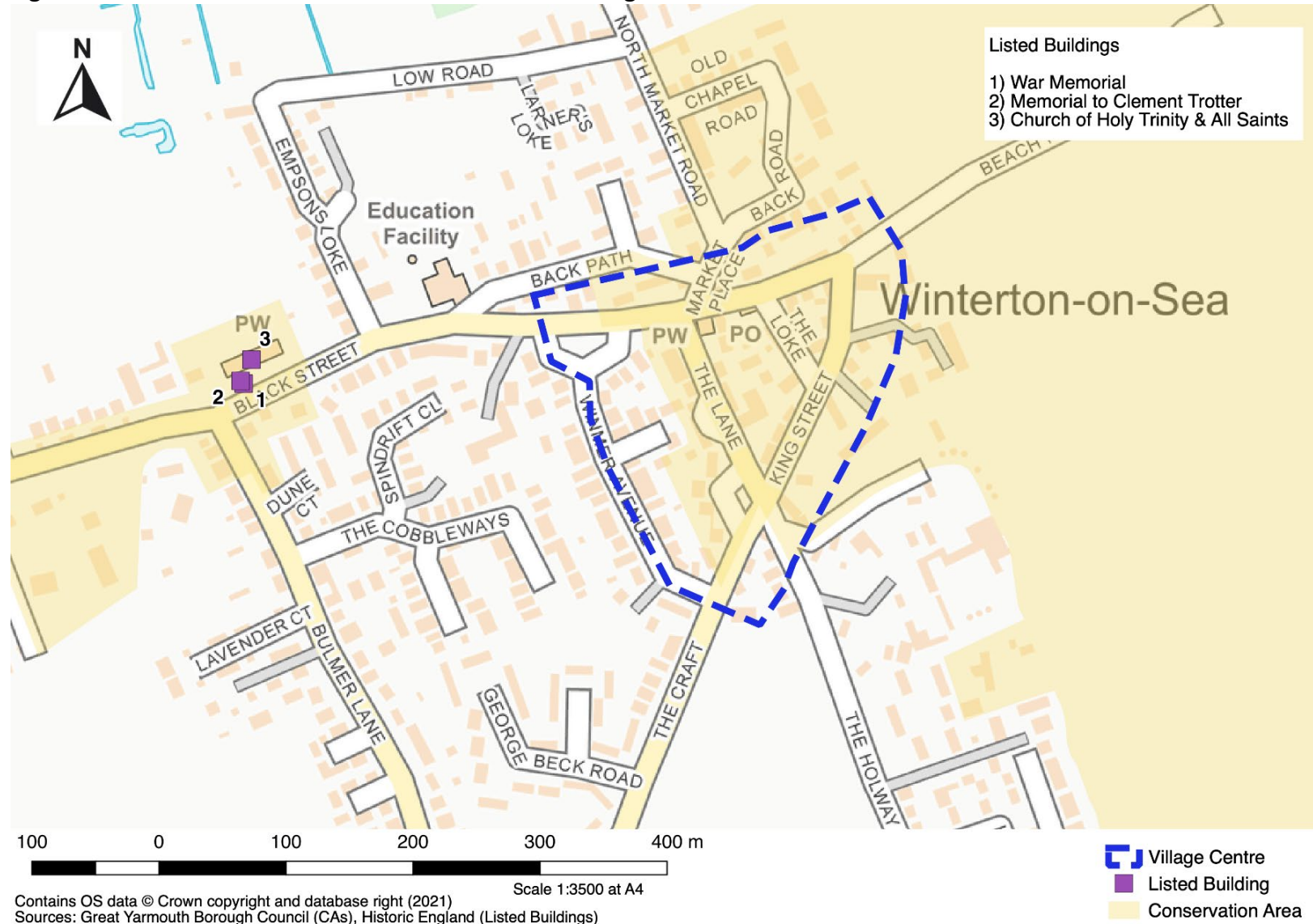
Policy E4: Protecting Winterton-on-Sea's Heritage and its Village Centre

A Village Centre is designated and is shown on Figure 4. 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 Village Centre.

Any development should take account of the landscape setting, open spaces, heritage assets, key views and vistas of the Church which make a valued contribution to the area. Development should make a positive contribution to local character and distinctiveness.



Figure 4: Winterton-on-Sea's Conservation Area and Village Centre



Community Assets

68. 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

69. The closest GP surgery is Hemsby Medical Practice, around 1.5 miles away, and is accessible by bus hourly throughout the day from the centre of the village. Currently a safe off-road walking route between the two villages does not exist.

70. As required by national and local policy, it is expected that housing and other development will contribute towards improving local services and infrastructure through the payment of a Community Infrastructure Levy (CIL); planning obligations; or the use of planning conditions. At this point in time neither of the Local Planning Authorities have CIL.

71. The primary school has a recent Ofsted judgement of Requires Improvement (2018) 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 alongside the existing school operation. 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 for complementary uses of the primary school and nursery grounds will be supported where they maintain its principal function as an education facility, benefit the wider community and are compatible with the amenities of nearby residents. A travel plan that encourages sustainable travel and considers parking management will be required to support any proposal.

72. A quarter of residents work in Winterton-on-Sea, 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.

73. Local residents understand the importance of supporting small-scale local economic growth, such as shops or a café, 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 economic development within the Neighbourhood Plan.

Policy CA2: Economic Development within the Development Limits

Economic development within the development limits 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; or
- It does not generate a material increase in traffic in the Village Centre (as defined in **Figure 4**). A material increase will be seen as a severe impact given existing parking, highway and traffic constraints within this area.

Any new proposal would need to be accompanied by a travel plan which sets out how sustainable modes of travel would be encouraged and any parking requirements managed effectively.

74. 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 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

75. 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.

76. 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. 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.

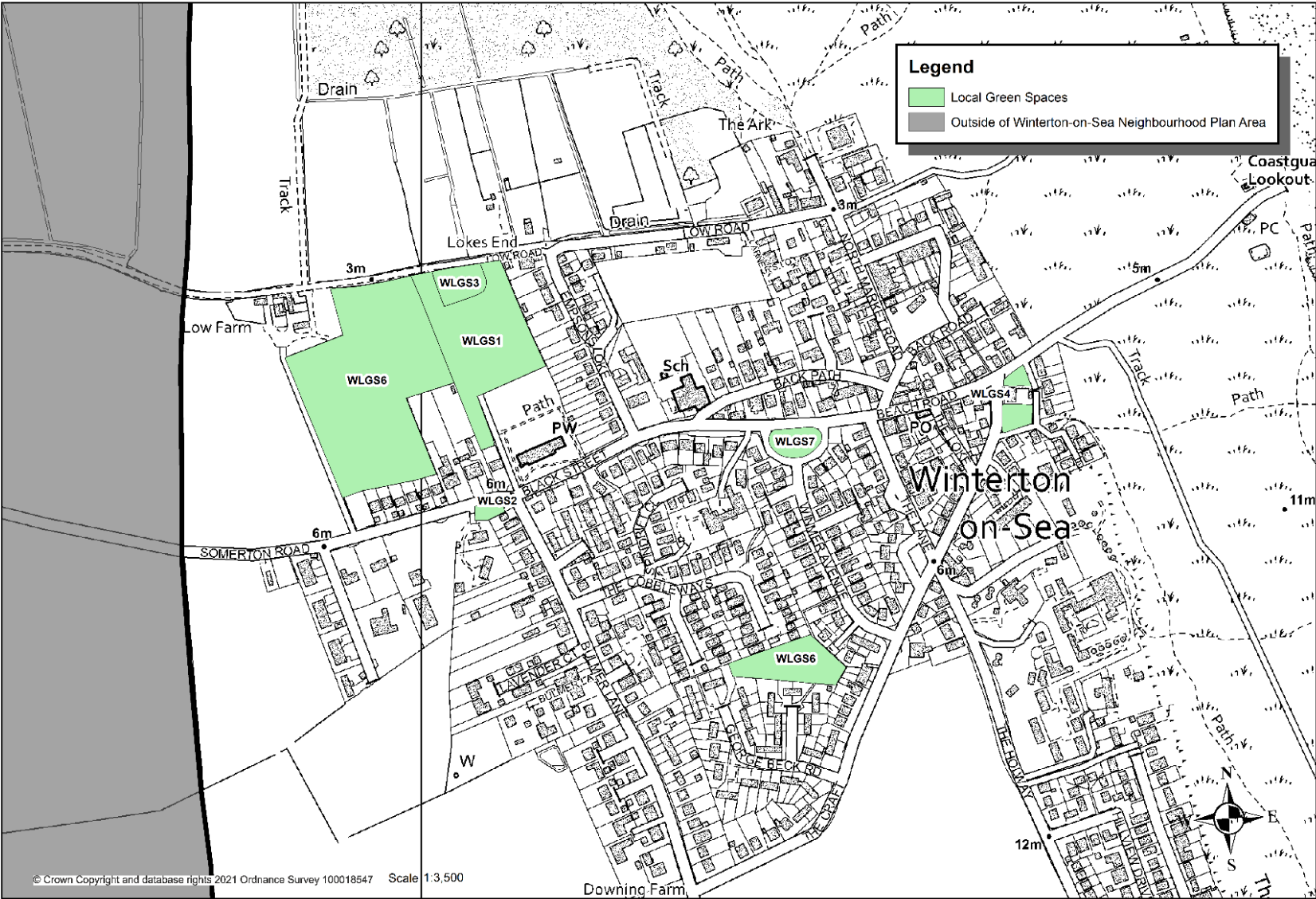
77. Designation of Local Green Spaces affords the same level of protection as Green Belt and policies should be broadly consistent with national policy for Green Belt. Two of the green spaces, Bulmer Pit and Duffles Pond are part of existing Sustainable Drainage features, both acting as soakaways. Development that would have a negative impact on their current drainage contributions will not be permitted.

Policy CA3: Local Green Space

The following existing open spaces, identified in **Figure 5**, will be designated as Local Green Space:

- The Allotments (WLGS1)
- Bulmer Pit (WLGS2)
- Duffles Pond (WLGS3)
- Green space adjacent to the village hall (WLGS4)
- The Playing Field (WLGS5)
- The Children's Playground (WLGS6)
- The Village Green (WLGS7)

Figure 5: Local Green Space



The Allotments (WLGS1)

78. 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.

79. 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 the community, the allotments were identified as important for protection as Local Green Space.

Bulmer Pit (WLGS2)

80. 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 Natterjack toads.

Duffles Pond (WLGS3)

81. 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. It also has historic importance, as it used to grow withe (strong flexible willow stem) which were used for wicker basket making. Duffles Pond is also an existing soakaway, part of a Sustainable Drainage feature.



Duffles Pond

Green Spaces adjacent the Village Hall (WLGS4)

82. 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.
83. 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.
84. These green spaces are designated Common Land within the village.

The Playing Field (WLGS5)

85. This is a playing field for sport and exercise. It provides a flexible, open space and is used by many residents 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.

The Playground (WLGS6)

86. The playground, accessed off Winmer 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 Village Green (WLGS7)

87. 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.



The Village Green: WLGS8

Investment in Open Space

88. 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. Depending on the scale of the development and functionality of open space, it will be negotiated on a site by site basis as to whether open space is provided onsite or a contribution is made for off-site provision.

Policy CA4: Investment in Open Space

Applicable development will be expected to contribute towards the provision of high-quality open space within the community, with a contribution in line with the policy in the relevant Local Plan. Contributions for off-site open space provision will be prioritised to improve local facilities where these are well related to the development. These include:

- Designated Local Green Space;

- 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.

Traffic and Transport

89. 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 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 with visitors often blocking junctions and private drives. There is considerable local concern about this practice.
90. 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.
91. The level of public transport available is also unlikely to encourage many holiday makers out of their cars whilst visiting. Public transport could therefore be developed and improved to benefit both residents and visitors to Winterton-on-Sea.
92. 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.
93. 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 or maintenance of some of the footpaths, and the loss of a footpath between Winterton-on-Sea and Hemsby is keenly felt by many residents.

Parking



Parking/traffic issues outside the church in the village centre

94. 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.
95. These additional pressures impact upon the amenity value of the village for residents. As it is often congested with parked cars, residents can find it difficult to park near their homes and footway accessibility is also affected. In addition, the main existing car park at the beach could be impacted by coastal erosion during the plan period as it is within the Local Plan Core Strategy Coastal Change zone. Indeed, part of the car park has already been lost to the sea, reducing the number of spaces available.

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.

Community Aspiration: 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.

96. 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.
97. 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

98. Walking improves both physical and mental wellbeing 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.
99. 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 development limits that generate new trips will be expected to improve and/or extend footpaths and footways. Footways must be sufficiently wide, at least 1.5m 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.

100. As per **Policy HO3**, to promote sustainable access, all applications within or adjacent to the development limits should 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 footway width should be sufficient for two parents pushing a child's buggy to walk side by side, a minimum width of 1.5m. It is acknowledged that the actual width will be determined through an application, determined by site use, the nature of the adjacent highway and location. 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.
101. It may not always be appropriate to provide new or widened footways in the more 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.

Community Aspiration: Footpath between Winterton-on-Sea and Hemsby

The parish will investigate the re-opening of the public footpath between Winterton-on-Sea and Hemsby which would provide benefits in terms of creating a safe walking route and encouraging recreation.

102. Improvements to footpaths as part of the Public Rights of Way network is also covered in **Policy CA4** on Open spaces.

Appendix 1: Character Appraisal

Summary

Winterton has a gently sloping topography towards the sea and a general nucleated layout, bounded by fields and by coast, with newer development emanating out from the village centre. The older village centre is denser with narrow and very quiet lanes, limited off street parking and limited footways, and with the houses being very diverse in terms of styles, heights and materials. This diversity and randomness is a key feature of the historic character. There is evidence of newer development reflecting some of the more historic character, but more commonly the newer development is more generic, less dense and with a more open streetscene, with functional advantages such as footways and off-street parking. The nucleated layout limits views and openness, although there are important views of key landmarks such as the church and the lighthouse. Apart from the community services and facilities such as the church, village hall, pub and shops, the overall use is residential in the village with surrounding farmland, although its location has resulted in many houses being holiday lets.

Land Uses

- Mainly residential in the village, surrounded by open farmland or coastline, including dunes, to the east - although views of the coast from the village are more limited
- The village is an important tourist destination, with holiday lets apparent particularly in the village centre, including a holiday complex 'Hermanus'
- There are community facilities such as village hall, church, pub, school, playground, post office, convenience shop and fish and chip shop.

Layout

Winterton has a nucleated settlement pattern that clusters out to the West from the village centre which is closest to the beach. Historically it was a fishing village and the village centre retains characteristics of such with buildings grouped closely together along narrow streets without car parking. The settlement is quite dense in places, especially nearer the village centre.

There are a few green spaces, including the village green, but also at the junction of King Street/ The Craft and The Holway in the centre - which does make it feel more open despite a high density of buildings. The settlement becomes more open as you travel away from the centre with residential density lower, verges and some footways such as along the main road. There are no footways in the village centre. The children's playing field is more enclosed, accessible through walkways, where there is 'new estate' feel and design to the layout.

Winterton has a range of village amenities including a Shop, Post Office, Chip Shop, Village Hall, Pub, Primary and Nursery School and Church. There is a bus shelter on the Village

Green with hourly bus services to neighbouring settlements along the coast, including Great Yarmouth, and beyond.

The village layout is not uniform, especially in the centre, but it becomes more so as it spreads out. In the centre, the non-uniform layout appears to be a key aspect of the character.

Roads, Streets & Routes

The main road connecting villages along the coast Bulmer Lane/Hemsby Road runs along the western edge of the village's built up area. Black Street, the main road through the village, links the church near the top of the settlement, the primary school and village centre, turning into Beach Road which connects the beach. Black Street narrows significantly as you travel towards the centre. Other residential roads and estates within the settlement connect out from either Bulmer Lane or Black Street.

Within the village the roads are quiet in terms of traffic. Those within the village centre are narrow and there is poor visibility at some junctions. This encourages low traffic speeds. Faster speeds can be observed along the main roads – and speeding is a concern to residents along Black Street and The Craft. The settlement predominantly has a 30mph limit, with 20mph advisory outside the primary school.

Parking is constrained within the village centre where there is a higher density of homes and some without private parking. This includes a row of houses down The Loke, with residents relying on communal parking on street or outside the village hall. Additional pressure is placed on parking availability with Winterton-on-Sea being a visitor destination. As a result parked cars are a significant part of the streetscape within the settlement, particularly in the village centre.

The more modern estate development has off-street parking and footways. Although functionally welcome, these features change the character and feel of these areas.

Bulmer Lane / Hemsby Road is the only one to have a dashed centre line. This has a footway on just one side.

There are no dedicated cycle paths.

Topography

The settlement has a slight natural sloping gradient down towards the sea. The land put forward for new development as part of the Local Plan has a more significant gradient that could result in drainage management issues.

Because of the clustered nature of the village it is not generally an open aspect apart from at the village edges.

Streetscape

The streets are narrow in the village centre, with buildings directly fronting the road, some without front gardens and no verges. Here the street scene is dominated by houses – rather than the road which is the case in the more recently developed areas. As you move away from the centre properties become more set back, and in residential estates properties have front gardens, driveway and garages in the main.

Bulmer Lane is dominated by the highway – which has a centre line and footway on the east side. There are some railings and street furniture fronting properties here also. Railings are not evident elsewhere in the village.

There is street lighting along the main roads, the side roads are not always lit.

Green open spaces are attractive and well cared for. There are some trees and hedging, but the settlement is not dominated by vegetation.

Building features

The settlement is extremely mixed. The village centre has smaller, older, denser and more individualistic housing that is built close to the road. Some social housing is evident. There is estate housing off the village green. There are some more recent eco-housing and the village has lots of holiday lets, some purpose built.

Properties are predominantly detached, but there are also some semi-detached and terraced dwellings. They are mostly two storey and single storey, but some are one and a half with dormer windows, and even some two and a half storey, though these tend to be the exception.

Most properties have red pantile roofs, but there is also thatch and some grey slate. Thatched roofs are a particular feature in the village centre. This includes round thatched buildings as part of the Hermanus holiday park (originally designed to emulate South African round huts), a row of thatched cottages along The Lane that were built during the 1950s/60s, as well as more historic thatched buildings dotted around the centre.

Properties are mostly red brick, but some are timber clad and some use flint in the village centre. This includes the Fisherman's Return pub, dating back 400 years, which has a flint wall to one aspect.

There is a small pocket of red brick new-builds sandwiched in to the east of the village centre, accessed down a narrow lane by the Village Hall. This style of estate and design of buildings is considered to be out of character with the rest of the village.

Along the main road through the village, Black Street, homes are more set back and there are some larger Victorian style properties.

As you move away from the village centre there are several estate developments – dating back to the 1960s/70s and perhaps later. This includes an estate of 2-bed bungalows off Bulmer Lane, as well as more mixed provision of bungalows and detached houses running off from the village green. The character and feel of these estates is very different from the rest of the village settlement. The homes have garages, front gardens with walls to the front. Here properties and styles are more generic when compared to those in the centre.

Views

Views are limited within the village because of the non-linear, nucleated pattern.

There are views of the church from several streets, such as Black Street and Bulmer Lane, and views are evident toward the dunes from along Black Street

Homes that run along the edges of the village have views over fields – with some homes built during the 1990s along The Craft known in relation to their field views. These same homes also have views of the former Lighthouse, now an upmarket holiday let. Views for these homes will be affected should development come forward in the location proposed.

Landmarks

Key landmarks in the village include:

- The Church
- Village green, with new artistic sign
- The Fisherman's Return – the pub in the village centre
- Hermanus the holiday village, with its distinct style of round building with thatch roofs
- The lighthouse, now holiday let