



# AGENDA

**NOTE:** In the case of non-members, this agenda is for information only

- Committee** - **POLICY DEVELOPMENT AND REVIEW PANEL 1**
- Date & Time** - WEDNESDAY, 20TH AUGUST, 2008 at 10.00 am
- Venue** - THE ANGLIA ROOM, CONFERENCE SUITE, ELIZABETH HOUSE, DEREHAM

**Note:**

**The Chairman and Members of the Council's Development Control Committee are cordially invited to attend for joint consideration with the PDRP1 for Local Development Framework Agenda items**

Members of the Committee requiring further information, or with specific questions, are asked to raise these with the appropriate officer at least two working days before the meeting. If the information requested is available, this will be provided, and reported to Committee.

**Panel 1 Members:**

Mr J.D. Rogers (Chairman)  
Mrs M.P. Chapman-Allen  
Mr R.P. Childerhouse  
Mr P.J. Duigan  
Mr A.P. Joel (Vice-Chairman)

Mr K. Martin  
Mr I.A.C. Monson  
Mrs P. Quadling  
Mrs P.A. Spencer  
Mrs L.S. Turner

Member Services  
Elizabeth House, Walpole Loke,  
Dereham Norfolk, NR19 1EE

Date: Monday, 11 August 2008

**PERSONS ATTENDING THE MEETING  
ARE REQUESTED TO TURN OFF MOBILE  
TELEPHONES**

# PROTOCOL

## The Working Style of the Policy Development & Review Panels

This document sets out the roles of Members and Officers, and the general principles to be adopted by the Policy Development & Review Panels (PD&RP) overseeing the Panel's mode of operation.

### **Member Leadership**

Members of the Panel will undertake scrutiny topics as directed by the Overview & Scrutiny Commission (O&SC) and will recognise that best practice identifies scrutiny as a Member-led activity. The Panel will expect Cabinet members, to take responsibility for answering their questions about topics which primarily relate to the Council's activities.

### **A Constructive Atmosphere**

Meetings of the Panel will be constructive and not judgmental. Panel recognises and accepts that effective scrutiny is best achieved through challenging and constructive enquiry. People giving evidence at Panel should be given due respect and not made to feel under attack.

### **Independence**

Members of the PD&RP will not be subject to whipping arrangements by the party groups.

### **Respect and Trust**

Meetings will be conducted in a spirit of mutual respect and trust.

### **Consensus**

Members of the Panel will work together and, while recognising political allegiances, will attempt to achieve consensus and agreed recommendations. There will be recognition that the Panel has a primary duty to scrutinise on behalf of the community.

### **Openness and Transparency**

The PD&RP's business will be open and transparent, except where there are sound reasons for protecting confidentiality. The minutes of the Panel's meetings will explain the discussion and debate so that they can be understood by an outside reader.

### **Impartial and Independent Officer Advice**

Officers who advise and support the Panel will give impartial and independent advice, as officers support all members of the Council.

### **Regular Review**

There will be regular reviews of how the scrutiny process is working, and a willingness to change if it is not working effectively.

### **Programming and Planning**

The Panel will have a programme of work assigned by the Overview & Scrutiny Commission. The Panel will be able to suggest additional topics for review through the O&SC for approval in the work programme. Before each topic is commenced, the O&SC will agree the scope of the exercise, what information they will need initially, and which members, officers and external witnesses they wish to see.

### **Managing Time**

The Panel will aim to conclude the business of each meeting in reasonable time. The order of business will be arranged as far as possible to minimise the demands on the time of witnesses. Where possible, members should give advance notice of specific questions being provided at the time of the meeting to save items being deferred.

**PART A**  
**ITEMS OPEN TO THE PUBLIC**

	<u>Page(s)</u> <u>herewith</u>
1. <b><u>MINUTES</u></b> To confirm the Minutes of the meeting held on 15 July 2008.	1 - 8
2. <b><u>APOLOGIES</u></b> To receive apologies for absence.	
3. <b><u>URGENT BUSINESS</u></b> To note whether the Chairman proposes to accept any item as urgent business, pursuant to Section 100(B)(4)(b) of the Local Government Act, 1972.	
4. <b><u>DECLARATION OF INTEREST</u></b> Members are asked at this stage to declare any interests that they may have in any of the following items on the agenda. The Members' Code of Conduct requires that declarations include the nature of the interest and whether it is a personal or prejudicial interest.	
5. <b><u>NON-MEMBERS WISHING TO ADDRESS THE MEETING</u></b> To note the names of any non-members wishing to address the meeting.	
6. <b><u>GUIDELINES ON SUBMITTING THE LDF CORE STRATEGY</u></b> Report of the Strategic Director for Transformation.	9 - 16
7. <b><u>BRECKLAND LOCAL DEVELOPMENT FRAMEWORK: CORE STRATEGY FOR THE RURAL AREA</u></b> Report of the Strategic Director for Transformation.	17 - 47
8. <b><u>WORK PROGRAMME</u></b> Members are invited to consider any additional items or topics for inclusion on the future work programme.	48
9. <b><u>NEXT MEETING</u></b> To note the arrangements for the next meeting on 2 <sup>nd</sup> September 2008 at 10.00 a.m. in the Norfolk Room, Conference Suite, Elizabeth House, Dereham.	

**BRECKLAND COUNCIL**

**At a Meeting of the**

**POLICY DEVELOPMENT AND REVIEW PANEL 1**

**Held on Tuesday, 15 July 2008 at 10.00 am in  
The Anglia Room, Conference Suite, Elizabeth House, Dereham**

**PRESENT**

Mr J.D. Rogers (Chairman)	Mr I.A.C. Monson
Mrs M.P. Chapman-Allen	Mrs P.A. Spencer
Mr P.J. Duigan	Mrs L.S. Turner
Mr A.P. Joel (Vice-Chairman)	

**Also Present**

Mr W.P. Borrett	Mr J.P. Labouchere
Councillor Claire Bowes	Mr A.C. Stasiak
Mrs D.K.R. Irving	Mrs A.L. Steward
Mr M.A. Kiddle-Morris	

**In Attendance**

Mark Broughton	- Member Development Officer
Sam Hubbard	- Planning Policy Assistant
Andrea Long	- Environmental Planning Manager
Phil Mileham	- Senior Planning Policy Officer
David Spencer	- Principal Planning Policy Officer
Elaine Wilkes	- Senior Member Services Officer

**Action By**

**38/08 MINUTES**

In answer to a question regarding Minute 34/08 (LDF: Site Specifics Policies and Proposals), it was confirmed that the amendment to Option 1 in relation to the review of site boundaries had been made as recommended by the Panel.

The minutes of the meeting held on 3 June 2008 were confirmed as a correct record and signed by the Chairman.

**39/08 APOLOGIES**

Apologies for absence were received from Mr. R. Childerhouse, Mr. K. Martin and Mrs. P. Quadling.

**40/08 DECLARATION OF INTEREST**

The following declarations were made:

1. Mr. W.P. Borrett – Personal and prejudicial interest in regard to LDF matters relating to North Elmham as landowner and a family member has land submitted under the LDF.
2. Mr. A.P. Joel – Personal interest in regard to LDF matters as a member of Old Buckenham Parish Council and has a friend and knows others who have submitted applications under the LDF.
3. Mr. I.A.C. Monson – Personal and prejudicial interest in relation to LDF site specifics relating to Oxborough.

**Action By**

4. Councillor C. Bowes – Personal interest in regard to LDF and site specific matters relating to Watton, Saham Toney and Hilborough.
5. Mr. M. Kiddle-Morris – Personal interest in regard to LDF matters relating to his Launditch Ward.
6. Mr. J.P. Labouchere – Personal interest in regard to LDF matters relating to North Elmham and Hermitage ward generally.
7. Mr. J.D. Rogers – Personal and prejudicial interest in regard to LDF and site specific matters as landowner in Carbrooke and with knowledge of other people who have submitted applications under the LDF.
8. Mr. A.C. Stasiak – Personal interest as a close associate of the above-named Members.

**41/08 NON-MEMBERS WISHING TO ADDRESS THE MEETING**

The following Members were in attendance:

Mr W.P. Borrett	Mr J.P. Labouchere
Councillor Claire Bowes	Mr A.C. Stasiak
Mrs D.K.R. Irving	Mrs A.L. Steward
Mr M.A. Kiddle-Morris	

**42/08 INTERIM BRECKLAND LOCAL DEVELOPMENT SCHEME (AGENDA ITEM 6)**

The Principal Planning Policy Officer presented the report, which informed Members of proposed revisions to the timetable for the preparation of the Breckland Local Development Framework (LDF) to reflect new Government policy on the preparation of LDF. In line with Government Office advice, an interim timetable (known as the Local Development Scheme) had been prepared so that those with an interest in the LDF could see the latest changes and monitor progress on the LDF.

It was explained that the Government had issued a new Planning Policy Statement 12 (PPS12) setting out the policies for spatial planning in England which, together with accompanying Regulations, significantly changed the process for preparing LDF documents (full details of which were contained in the following report at agenda item 7). The key changes in PPS12 were:

- Introduction of a new Issues and Options stage to seek comment on the content of the emerging document and to work more closely with those influential in its delivery. This consultation would focus on issues arising from the Sustainable Community Strategy and dialogue with service and infrastructure providers.
- Removal of the Preferred Options stage of consultation.
- Re-aligning consultation around the submission of the document so that the consultation takes place before, rather than after, the submission of the document to Government. Consultation at this stage would be on the soundness of the document. Authorities now had the ability to withdraw a document prior to submission without the formal intervention of the Secretary of State.
- The Core Strategy is now the only development plan document that the authority is obliged to produce.

As a consequence, the main changes to the Breckland LDF timetable were:

**Action By**

- **Core Strategy and Development Control Policies Document –** Submission date moved to February 2009 but in accordance with the new regulations, the consultation on the submission document will take place at the end of 2008.
- **Site Specifics Document –** “Issues and Options” stage extended to incorporate latest guidance and enable greater dialogue with developers, Parish Councils and infrastructure providers. Includes a further round of consultation, provisionally timed for April 2009. A “preferred options” stage would be incorporated into the consultation process, as it was felt the public and stakeholders would still need guidance.
- **Thetford Area Action Plan –** Largely unchanged other than for publishing the document for consultation prior to submission in Autumn 2009.
- **Attleborough and Snetterton Area Action Plan –** An expanded Area Action Plan to replace the Snetterton Area Action Plan, which was originally due for preparation from early 2009 to guide development at the strategic employment location. In the light of the comments received on the Core Strategy in early 2008, it was now apparent that there would be merit in adopting a stronger spatial approach to the northern half of the A11 corridor in Breckland, particularly given the amount of growth earmarked for Attleborough. As a result, it was now proposed to produce a wider Attleborough and Snetterton Area Action Plan to co-ordinate and enable the delivery of sustainable development at these two strategic locations. The expanded document would be prepared along similar timelines as the original Snetterton Area Action Plan. Appendix B of the report outlined the proposed content of the combined Action Plan.

Some Members questioned the need to put back the timetable to 2011 if the existing programme of work was proceeding anyway and were concerned at the slippage in the timetable.

It was explained that, although there was a statutory consultation period of six weeks, a 12 week consultation period had been built into Breckland’s programme. While the Council could reduce this to the statutory six week period, there were practical reasons which made it undesirable to do so. The work programme for 2009 was fully committed and included continuing work on site specifics, public inquiry examination of the Core Strategy and progressing work on the Thetford and Attleborough and Snetterton Area Action Plans. All of these processes also needed to be co-ordinated into the Council’s committee cycle. The timing allowed for the Planning Inspector was based on knowledge of the length of time currently being taken in the case of other authorities’ inspections. However, wherever the officers were able to move the programme forward, they would do so.

Other Members supported adhering to the 12 week consultation period as essential to ensuring as full a consultation as possible. While it was acknowledged that there would be frustration at the length of time involved in the process, provided the public were kept well-informed and up to date on progress, it was felt they would understand the position.

**Action By**

**RESOLVED** to support the interim Local Development Scheme and the report be noted.

**43/08 PLANNING POLICY STATEMENT 12 – LOCAL SPATIAL PLANNING (2008) (AGENDA ITEM 7)**

The Senior Planning Policy Officer presented the report, which informed Members of the Government's revised Planning Policy Statement 12 (PPS 12) – Local Spatial Planning and Statutory Instrument 2008 No. 1371 Town and Country Planning (Local Development)(England)(Amendment) Regulations 2008.

The Senior Planning Policy Officer explained the key implications for the Council arising from the revised PPS12 and Regulations as outlined in the report and as referred to in the preceding item.

In answer to a question, it was explained that the evidence and statements provided by the various service and infrastructure providers would form part of the Council's evidence base to support delivery of its LDF Core Strategy. In the event that the situation on infrastructure delivery changed, there would be opportunities to review the Development Plan to take account of any changes.

A member referred to paragraph 4.32 in PPS12 relating to the application of local circumstances and asked what weight this would carry in Breckland's Core Strategy.

It was explained that the strength of the Council's evidence base could be used to justify a departure from national or regional policy and highlighted the essential nature of that evidence base. Examples of where the Council's LDF was taking a local approach to inform its policies included the areas of affordable housing, car parks, conservation, Local Service Centres. It was agreed this could be highlighted in future reports.

In answer to a further question, it was clarified that the revised procedures allowed that, where there was a need to address a specific issue or undertake additional consultation, the Council would be able to do so without having to repeat earlier stages in the process.

So far as the issue of a Community Infrastructure Levy (CIL) (or tariff) approach to funding infrastructure contributions from developers was concerned, it was noted that Government guidance on this was still awaited. However, provision for this had been made in the Core Strategy and the Council was continuing to gather evidence that could support such an approach.

In respect of the Extension of Saved Policies (PPS12, paragraph 9.1), it was confirmed that the Core Strategy would continue in use until such time as it should be formally superseded by something else.

**RESOLVED** that the report be noted.

**44/08 THE REGIONAL SPATIAL STRATEGY: THE EAST OF ENGLAND PLAN (AGENDA ITEM 8)**

The Principal Planning Policy Officer presented the report which detailed the key features of the East of England Plan as it related to Breckland and the production of the LDF.

The Secretary of State for Communities and Local Government had published the Regional Spatial Strategy (RSS) for the East of England known as The East of England Plan. The East of England Plan is the top tier of the Statutory Development Plan for the region and was therefore relevant to the production of Breckland's Local Development Framework (LDF) and the determination of planning applications. The East of England Plan provides a consistent regional framework that informs the preparation of Breckland's LDF, which itself must be in general conformity with the East of England Plan. The East of England Plan set out a vision and objectives for the region, defined the overarching spatial strategy for the region and set out specific policies across a range of topics.

The East of England Plan's Vision for the region (covering the Counties of Norfolk, Suffolk, Essex, Hertfordshire and Bedfordshire) was: *"By 2021 the East of England will be realising its economic potential and providing a high quality of life for its people, including by meeting their housing needs in sustainable inclusive communities. At the same time, it will reduce its impact on climate change and the environment, including through savings in energy and water use and by strengthening its stock of environmental assets"*.

The Plan set out five objectives, as follows:

1. To reduce the region's impact upon, and exposure to, the effects of climate change.
2. To address housing shortages in the region.
3. To realise the economic potential of the region and its people.
4. To improve the quality of life for the people of the region.
5. To improve and conserve the region's environment.

The Principal Planning Policy Officer highlighted details of the individual policies forming the Core Strategy and overall framework for development in the region, covering the areas of: Economic Development; Housing; Culture; Regional Transport; Environment; Carbon Dioxide Emissions and Renewable Energy; Water; Waste; Minerals; and Sub-Areas and Key Centres for Development and Change.

A member expressed his concern at the emphasis in the Plan's Regional Transport Strategy for a shift away from car use, which he felt held implications for Breckland.

Another member noted that the regional affordable housing target was 35% compared to that of 40% that the Council had previously been considering, which he felt was too high.

In reply to these questions, the Principal Planning Policy Officer explained that the regional plan affordable housing target was a minimum. The Council had consulted on a proposed target of 40% as part of the Core Strategy and a number of comments had been received and had yet to be



**Action By**

considered by Members. Breckland's housing evidence indicated that a 40% target could be supported.

So far as car use and parking was concerned, the regional plan favoured a strict policy but, given the size of the region covering six Counties, local standards would still apply and a case had been made to justify the local circumstances in the Council's Core Strategy.

In answer to a question about development in the rural villages, it was confirmed that Breckland's Core Strategy was in line with the regional plan that local policies should support the viability of agriculture and other economic activities, economic diversification, the provision of housing for local needs and the sustainability of local services. In this connection, it was noted that there was a housing allocation of 3,000 for windfall sites in the villages.

**RESOLVED** that the report be noted.

**45/08 BRECKLAND FIVE-YEAR SUPPLY OF HOUSING LAND ASSESSMENT (AGENDA ITEM 9)**

The Planning Policy Assistant presented this report, which was also to be considered by the Development Control Committee on 21 July 2008.

The report explained that authorities were required to identify and maintain a rolling five-year supply of deliverable land for housing in accordance with national and regional planning policies.

Under Policy H1 of the East of England Plan (the RSS), Breckland was required to deliver at least 15,200 dwellings over the period from 2001 to 2021. This equated to 760 a year. As this annual target had not been met in the years 2001/02 to 2007/08, the annual target for housing delivery in Breckland was now 815 dwellings a year, equating to a five year requirement of deliverable land for 4075 dwellings. Therefore Breckland's housing supply for the next five years needed to be assessed against this higher figure.

The latest assessment identified that Breckland currently had a 2.8 year supply of deliverable housing sites and showed that Breckland was 1786 dwellings short of its five-year target and was therefore unable to demonstrate a five-year supply of housing.

To be classified as 'deliverable', Paragraph 54 of PPS3 required housing sites to be:

- Available – The site is available for development now
- Suitable – The site offers a suitable location for development and would contribute to the creation of sustainable mixed communities
- Achievable – There is a reasonable prospect that housing will be delivered on the site within five years

The assessment took into account only those sites with planning permission and therefore all identified sites were considered to be suitable and available. However, it was possible that not all sites would be achieved within the five year period.

**Action By**

On this basis, the assessment revealed that as of April 2008, there were 2,142 dwellings with the benefit of planning permission, plus a further three larger sites with permissions for a total of 611 dwellings where the principle of development was accepted but where a Section 106 Agreement was awaited.

To help remedy the situation, the Council would be able to favourably consider applications for housing, which was provided for under national planning policies (PPS3, paragraphs 69 and 71). This might involve making a departure from the current development plan, in particular in regard to the requirements of Policy HOU.6 of the saved policies of the Breckland Adopted Local Plan (1999).

To justify a departure from this policy, an applicant for housing development would have to justify the proposal by providing the following evidence:

- A statement of how the proposal meets the requirements of Paragraph 69 of PPS3 (i.e. achieving high quality housing, ensuring developments achieve a mix of housing, the environmental sustainability and the suitability of the site for housing, using land efficiently and effectively).
- A statement which confirms that housing on the site is **deliverable** under the requirements of PPS3 (Paragraph 54) within the five year assessment period and that it is **available, suitable and achievable**.
- An assessment of any saved policies of the Breckland Adopted Local Plan (1999) under which the proposal is contrary, explaining why, in sustainability terms, the development should proceed contrary to the development plan.

The assessment concluded that as the Council did not have a sufficient five-year supply of deliverable sites for housing, planning applications for housing would be assessed against the strategy outlined above.

It also noted that a Site Specific Policies and Proposals Development Plan Document was expected to be in place by the end of 2010, so that it was likely that further completions would be achieved on allocated sites towards the end of the five-year period.

The Council was also committed to producing a Strategic Housing Land Availability Assessment (SHLAA) prior to submission of the LDF Core Strategy. The SHLAA would identify further areas of deliverable housing land that would contribute to the five-year requirement.

The housing land assessment would be monitored and updated annually and be linked to the results of the Annual Monitoring Report. When completed, the results of the SHLAA would also be incorporated to update this assessment.

During discussion, it was stressed that, while there could be a number of ad hoc applications and speculative applications seeking to take advantage of the situation, they would still have to satisfy the tests of deliverability, availability, suitability and achievability. The process would not enable an existing 'bad' site to become a good one but it might mean that an existing

'good' site might be brought forward. It was expected that all such application sites would go forward for determination by the Development Control Committee as 'exception' sites.

**RESOLVED** that the report be noted.

**46/08 WORK PROGRAMME (AGENDA ITEM 10)**

It was confirmed that both of the meetings currently scheduled in the Committee timetable for 2<sup>nd</sup> and 23<sup>rd</sup> September 2008 would be required for the Panel to consider the next stage of the LDF Core Strategy and Development Control Policies Document.

Additionally, an extra meeting was agreed to be held on Wednesday, 20 August 2008 to facilitate timely reports on Local Service Centres and Rural Areas as part of the ongoing LDF process.

**47/08 NEXT MEETING**

The arrangements for future meetings were as noted in the preceding item.

**Action By**

The meeting closed at 12.10 pm

CHAIRMAN

**BRECKLAND COUNCIL****Report of the Strategic Director – Transformation to the  
OVERVIEW AND SCRUTINY PANEL 1 – 20<sup>th</sup> August 2008****Guidelines on Submitting the Local Development Framework Core Strategy****1. Purpose of Report**

- 1.1 The purpose of the Report is to advise Members on the requirements surrounding the submission of a Development Plan Document. This is the next stage for the Core Strategy and Development Control Policies document.

**2. Recommendations**

It is recommended that the Overview & Scrutiny Panel:

- 2.1 Note the contents of the Report.

**Note:** In preparing this report, due regard has been had to equality of opportunity, human rights, prevention of crime and disorder, environmental and risk management considerations as appropriate. Relevant officers have been consulted in relation to any legal, financial or human resources implications and comments received are reflected in the report.

**3. Information, Issues and Options****3.1 Background**

- 3.1.1 As Members are aware Breckland Council is focussing on its Core Strategy and Development Control Policies document. This is in line with the latest government policy which emphasises the importance of having a sound Core Strategy in place from which other Development Plan Documents can follow.

- 3.1.2 Breckland has made considerable progress in developing its Core Strategy and Development Control policies. This has involved significant consultation with statutory consultees and stakeholders to identify issues and ensure that the strategy and policies are deliverable and workable. The final public scrutiny of Breckland's approach was the Preferred Options consultation carried out between January and March 2008. The publication of the Preferred Options followed considerable debate at both Panel 1 and Cabinet in Autumn 2007.

- 3.1.3 The next step for Breckland Council in producing its Core Strategy and Development Control Policies document is the submission to the Secretary of State. This process is effectively Breckland Council's final opportunity to shape the document before it is handed over to a Government Inspector and subjected to a Public Examination. Preparing the submission document should only involve minor amendments to the Preferred Options and inserting greater detail about how the policies will be implemented. It is also a time to ensure that the document is justified, effective and in-line with national policy as far as is practicable in the Breckland context.

**3.2 Issues**

- 3.2.1 The key issue at submission is ensuring that the document is sound and in particular that the authority has responded to the comments received at the Preferred Options consultation stage. Inspectors will be testing the quality of evidence and content in the Core Strategy. The starting point for the examination is the presumption that the authority has submitted what it considers to be a sound plan. To be "sound" a Core Strategy should be justified, effective and consistent with national policy. The concepts of justification and effectiveness are expanded in Appendix A.

- 3.2.2 The imminent work programme of Panel 1 will be concerned with assessing the comments that have been received on the current draft of the Core Strategy. In light of these comments there is scope to make minor amendments to enhance the soundness of the spatial strategy as drafted. There is scope to consider reintroducing an alternative option that was presented when preparing the Preferred Options in 2007. However, there is not the scope to introduce totally new options that have not previously been tested or consulted on. The guidelines at this stage are to fine-tune the Core Strategy in light of the comments received during consultation and recommendations from emerging evidence base.
- 3.2.3 When Breckland publishes its submission Core Strategy in November it will do so under the new Regulations which accompanied the revised PPS12 as previously reported to this Panel. Under new Regulation 27 the submission core strategy will be published and it will be available for comment for a period of 6 weeks. Representations will be sought from key stakeholders on the document (listed at Appendix B). The publication is not an additional stage of public participation or consultation. The purpose of the publication is to gather representations on the soundness of the development plan document including a conformity statement from the Regional Planning Body.
- 3.2.4 The comments that are received will be handed in to the Secretary of State to examine as part of the submission material. If there are grave soundness comments at this stage there is an opportunity for the Council to withdraw its document and go back to an earlier stage of plan production.

### 3.3 Options

- 3.3.1 Members are invited to note the contents of the report as an introduction to the next phase of the work programme for this Panel over the forthcoming months.

### 3.4 Reasons for Recommendation(s)

- 3.4.1 The next few months will be a very busy and important time for Panel 1 as it scrutinises the progression of the previous draft of the Core Strategy and Development Control policies document into the final version to be submitted to the Secretary of State and public examination. The preparation of the submission document will be Breckland Council's final opportunity to shape the planning strategy and policies for the area before the control is handed over to the Government Inspector.
- 3.4.2 This report sets out the guidelines that the Panel 1, Cabinet and Full Council will have to operate within to ensure that the final submission version is sound. The report is for information only.

## 4. **Risk and Financial Implications**

### 4.1 Risk

- 4.1.1 I have completed the Risk Management questionnaire and can confirm that risk has been given careful consideration, and that there are no significant risks identified associated with the information in this report.

### 4.2 Financial

- 4.2.1 This report has no direct financial implications.

## 5. **Legal Implications**

- 5.1 This report has no direct legal implications. The Regulations which accompany the preparation of a Development Plan Document are to be adhered to. Failure to consider the Regulations and proceed in accordance with them could result in either

the document being found unsound or Judicial Review.

**6. Other Implications**

- a) Equalities: - None
- b) Section 17, Crime & Disorder Act 1998: None
- c) Section 40, Natural Environment & Rural Communities Act 2006: None
- d) Human Resources: None
- e) Human Rights: None
- f) Other: None

**7. Alignment to Council Priorities**

7.1 The timely production of a sound Core Strategy and Development Control Policies document as part of the Local Development Framework is a priority and will be relevant to the following Council priorities:

- Building Safer and Stronger Communities
- Environment
- Prosperous Communities

**8. Ward/Community Affected**

8.1 The Local Development Framework will affect all Wards in Breckland.

Background Papers

*Planning Policy Statement 12: Local Spatial Planning (2008) - Panel 1, 15<sup>th</sup> July 2008*

Lead Contact Officer:

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Key Decision Status (Executive Decisions only):

*This is not a key decision.*

Appendices attached to this report:

*Appendix A Extracts from PPS12 on 'Justification' and 'Effectiveness'*

*Appendix B Consultation bodies for the Local Development Framework*

**Appendix A – Extracts from Planning Policy Statement 12 on  
'Justification' and 'Effectiveness'**

**Justification of Core Strategies**

4.36 **Core strategies must be justifiable: they must be:**

- **founded on a robust and credible evidence base; and**
- **the most appropriate strategy when considered against the reasonable alternatives.**

**Evidence base**

4.37 Core strategies have major effects. Social and economic impacts may include altering property values by a considerable amount; or helping access to housing, jobs, accessible local services and open space for many people, especially people with limited resources. There may be impacts on environmental or cultural assets: the core strategy may affect how much the area contributes to mitigating and reducing climate change. It is therefore essential that core strategies are based on thorough evidence. The evidence base should contain two elements:

*Participation:* evidence of the views of the local community and others who have a stake in the future of the area.

*Research/ fact finding:* evidence that the choices made by the plan are backed up by the background facts.

Evidence gathered should be proportionate to the job being undertaken by the plan, relevant to the place in question and as up-to-date as practical having regard to what may have changed since the evidence was collected.

## **Alternatives**

4.38 The ability to demonstrate that the plan is the most appropriate when considered against reasonable alternatives delivers confidence in the strategy. It requires the local planning authority to seek out and evaluate *reasonable* alternatives promoted by themselves and others to ensure that they bring forward those alternatives which they consider the LPA should evaluate as part of the plan-making process. There is no point in inventing alternatives if they are not realistic. Being able to demonstrate that the plan is the most appropriate having gone through an objective process of assessing alternatives will pay dividends in terms of an easier passage for the plan through the examination process. It will assist in the process of evaluating the claims of those who wish to oppose the strategy.

## **Effectiveness**

4.44 **Core strategies must be effective: this means they must be:**

- **deliverable;**
- **flexible; and**
- **able to be monitored.**

## **Deliverability**

4.45 Core Strategies should show how the vision, objectives and strategy for the area will be delivered and by whom, and when. This includes making it clear how infrastructure which is needed to support the strategy will be provided and ensuring that what is in the plan is consistent with other relevant plans and strategies relating to adjoining areas. This evidence must be strong enough to stand up to independent scrutiny. Therefore it should:

- be based on sound infrastructure delivery planning (see para 4.8 above);
- include ensuring that there are not regulatory or national policy barriers to the delivery of the strategy, such as threats to protected wildlife sites and landscapes or sites of historic or cultural importance;
- include ensuring that partners who are essential to the delivery of the plan such as landowners and developers are signed up to it. LPAs should be able to state clearly who is intended to implement different elements of the strategy and when this will happen; (These issues are handled through early involvement of key stakeholders in the preparation of options for the plan.) and
- be coherent with the core strategies prepared by neighbouring authorities, where cross boundary issues are relevant.

## **Flexibility**

4.46 A strategy is unlikely to be effective if it cannot deal with changing circumstances. Core strategies should look over a long time frame – 15 years usually but more if necessary. In the arena of the built and natural



environment many issues may change over this time. Plans should be able to show how they will handle contingencies:  
it may not always be possible to have maximum certainty about the deliverability of the strategy. In these cases the core strategy should show what alternative strategies have been prepared to handle this uncertainty and what would trigger their use. Authorities should not necessarily rely on a review of the plan as a means of handling uncertainty.

### **Monitoring**

- 4.47 A core strategy must have clear arrangements for monitoring and reporting results to the public and civic leaders. Without these it would be possible for the strategy to start to fail but the authority and indeed the public would be none the wiser. Monitoring is essential for an effective strategy and will provide the basis on which the contingency plans within the strategy would be triggered. The delivery strategy should contain clear targets or measurable outcomes to assist this process.

## **Appendix B – Consultation bodies for the Local Development Framework**

### **Specific Consultation Bodies**

The following bodies are specific consultation bodies and must be consulted in accordance with the Act and Regulations:

- (a) EERA;
- (b) A relevant authority any part of whose area is in or adjoins the district;
- (d) Natural England
- (e) The Environment Agency;
- (f) Highways Agency;
- (g) The Historic Buildings and Monuments Commission for England;
- (h) The Strategic Rail Authority;
- (i) EEDA;
- (j) Any person to whom the electronic communications code applies by virtue of a direction given under Section 106 (3)(a) of the Communications Act 2003;
- (k) Any person who owns or controls electronic communications apparatus situated in any part of Breckland; and
- (l) Any of the bodies from the following list who are exercising functions in any part of Breckland:
  - i. Strategic Health Authority;
  - ii. Person to whom a licence has been granted under Section 7(2) of the Gas Act 1986;
  - iii. Sewage undertaker; and
  - iv. Water undertaker.

### **Government Departments**

GO-East will be consulted and will often be the first point of contact for consultation with central Government Departments. In addition we will consult any Government Departments or agencies that have large land holdings in the area covered by a local development document.

### **General Consultation Bodies**

- (a) Voluntary bodies some or all of whose activities benefit any part of the authority's area;
- (b) Bodies which represent the interests of different racial, ethnic or national groups in the authority's area;
- (c) Bodies which represent the interests of different religious groups in the authority's area;
- (d) Bodies which represent the interests of disabled persons in the authority's area; and
- (e) Bodies which represent the interests of persons carrying on business in the authority's area.

### **Other Consultees**

We will consider the need to consult, where appropriate the following types of agencies and organisations in the preparation of local development documents.

- (a) Airport operators;
- (b) National representatives of chemical distributors and traders;
- (c) National advisors on geology;
- (d) National controllers of waterways and navigation authorities;
- (e) Advisors on ecology and hydrology;
- (f) Chambers of Commerce, Local CBI and local branches of Institute of Directors or similar;
- (g) Church Commissioners;
- (h) National authority for civil aviation;
- (i) National advisors on architecture, the built environment, and new towns;
- (j) National bodies responsible for regeneration;
- (k) Advisors on racial equality;
- (l) National advisors on disability rights;
- (m) Electricity, gas, and telecommunications undertakers, and associated organisations;
- (n) Environmental groups at national, regional and local level;
- (o) Police, Fire and Rescue Services;
- (p) National representatives of the freight transport industry;
- (q) Representatives of gypsies and travellers;
- (r) National advisors on health and safety;
- (s) Housing associations and associated organisations;

- (t) National advisors on the promotion of learning and skills;
- (u) Local Agenda 21 organisations;
- (v) National and regional advisors on playing fields and sport provision;
- (w) National rail advisors and rail companies (both passenger and freight) operating in the district;
- (x) Advisors on passenger transport;
- (y) Advisors from the police on architectural liaison;
- (z) Port Operators;
- (aa) Post Office Property Holdings;
- (bb) National representatives of the house building industry; and
- (cc) Advisors on surface water drainage and flood risk.

**BRECKLAND COUNCIL****Report of the Strategic Director - Transformation to the  
OVERVIEW AND SCRUTINY PANEL 1 – 20<sup>th</sup> AUGUST 2008****BRECKLAND LOCAL DEVELOPMENT FRAMEWORK: CORE STRATEGY  
STRATEGY FOR THE RURAL AREA****1. Purpose of Report**

- 1.1 This purpose of this report is to provide an analysis of those larger villages in Breckland which have the potential to accommodate sustainable growth as part of the Core Strategy for the Breckland Local Development Framework (LDF). Revisions to National Planning Policy and the emerging Regional Spatial Strategy (Regional Plan) recognises that larger villages can have a role in providing employment, services and housing to meet local needs. Work to date on the Core Strategy has consistently proposed that there are a number of Local Service Centre villages in Breckland. This has drawn significant comment at the various stages of consultation. It is important this locally determined element of the LDF is considered and a view given on what forms the basis of the forthcoming submission of the Core Strategy to the Planning Inspectorate.

**2. Recommendations**

- It is recommended that the Overview & Scrutiny Panel:
- 2.1 Consider the policy response to Local Service Centre villages in Breckland as the basis for submission to the Planning Inspectorate in November 2008.
- 2.2 Consider the role of non-Local Service Centre villages and the strategy for the rural area in general.

**Note:** In preparing this report, due regard has been had to equality of opportunity, human rights, prevention of crime and disorder, environmental and risk management considerations as appropriate. Relevant officers have been consulted in relation to any legal, financial or human resources implications and comments received are reflected in the report.

**3. Information, Issues and Options****3.1 Background**

- 3.1.1 A key function of the Breckland Local Development Framework (LDF) Core Strategy is to determine the broad location of new housing and employment necessary to meet the District's requirements. A sound Core Strategy will ensure that development is sustainable and is directed to locations that can support and deliver development within existing infrastructure and environmental capacity. It is important for a rural district such as Breckland that the sustainability of rural services is supported by appropriately located development while at the same time ensuring that the environment and landscape of the wider rural area is protected and issues around rural isolation, inaccessibility to services and reliance on the private car are not exacerbated.
- 3.1.2 Whilst the significant majority of new development will generally be directed to the market towns to maintain and enhance their function, changes to National and Regional planning policy now assist Local Planning Authorities who wish to support the service role of their larger villages. This is not without qualification and there are criteria to ensure that the focus remains on identifying the sustainable larger villages where there is already a good level of service provision.

- 3.1.3 Work to date on the Core Strategy has involved three rounds of public consultation following decisions of this authority. Drafts of the LDF Strategy have consistently proposed that there are a number of Local Service Centre villages in Breckland. This has always drawn significant and mixed comment at the various stages of consultation. The last round of consultation was undertaken in January-March 2008 and a key issue to which people responded was around the number and role of Local Service Centre villages in Breckland.
- 3.1.4 This Report seeks to appraise Members of the overall strategy for the rural area and sets out the latest evidence around the proposed Local Service Centre villages in Breckland, and the additional options that have been promoted and to seek a view on how Breckland proceeds with this strand of the Core Strategy in preparation for submission to the Planning Inspectorate.
- 3.2 CONTEXT FOR THE STRATEGY FOR THE RURAL AREA
- 3.2.1 For the past 20 years or more, the strategic planning framework has sought to strictly control development and only allow for strategic housing, employment and retail development in rural districts, such as Breckland, at the market towns. This position was embedded in existing Norfolk Structure Plan and Breckland Local Plan and in their preceding documents. Recent alterations in the last 3 years at the National and Regional strategic planning level have acknowledged that larger villages with a good level of services can accommodate further development, especially where it would support the sustainability of local services and meet local housing and employment needs. In a very rural district like Breckland it is important in addressing issues such as access to services and significant local housing need that the LDF Strategy considers the strategic role of those villages that genuinely function as immediate service centres for the surrounding rural areas.
- 3.2.2 Recently, National planning policy contained in PPS3 'Housing' (2006) refers to the need to maintain sustainable, mixed and inclusive communities in all areas, both urban and rural. Paragraph 38 of PPS3 requires Local Planning Authorities to take account of the need to provide housing in rural areas, including market towns, **local service centres** and smaller rural settlements. The emphasis in rural areas remains that new housing development must have good access to local services and to be of a sufficient size and mix to sustain and enhance community facilities, infrastructure and services. Local Service Centre villages present the best option to achieve this.
- 3.2.3 Additionally, National planning policy contained in PPS7 'Sustainable Development in Rural Areas' (2004) states that "away from larger urban areas planning authorities should focus most new development in or near to **local service centres** where employment, housing (including affordable housing), services and other facilities can be provided close together". The PPS also states that such centres should be identified in local development documents as part of the LDF.
- 3.2.4 The concept of Local Service Centre villages is now set in Government Policy and regarded as a legitimate tier to accommodate sustainable development as part of the spatial strategy for an area. Further policy on Local Service Centres is provided in the Regional Spatial Strategy and a key test of soundness when the LDF is examined will be around conformity to National and Regional policy.
- 3.2.5 There is also a growing need to balance environmental sustainability (particularly in terms of transportation and access to services) with economic sustainability and social justice. In response to these challenges the Council is developing a suite of policies within the emerging Core Strategy that can provide for specific forms of development in the rural areas to support rural life and ensure that rural communities remain vibrant places to live and work. These include policies relating to the provision of affordable housing, conversion of rural buildings, supporting new community facilities and protecting existing key services. The Breckland Core Strategy seeks to strike a delicate balance between the requirements of national and regional policy, and supporting economic and social development in the countryside.

This is set against the requirement to ensure that the Core Strategy is found 'sound' through an Examination in Public, and the Council is still bound by the requirements of national and regional policy in developing its strategy.

- 3.2.6 The Council recognises that the rural areas of the District are more than the preserve of the wealthy or economically inactive and are a key part of a diverse economy. However, it is noted that there are still concerns that the smaller rural villages will stagnate or decline due to a restrictive approach in the LDF. The Council recognises that smaller villages continue to suffer from rural isolation (as a result of poor access to services), a lack of affordable housing and limited employment opportunities. The strategy that the Council has been developing over the course of the LDF production seeks to ensure that the Core Strategy in relation to the villages does not become a victim of a 'sustainability trap' whereby those villages that do not have services will never be able to develop due to ongoing policies of restraint. The Council's emerging Strategy for all villages including local service centres seeks to protect, and where possible, enhance facilities. This will make a positive contribution to ensuring that villages can be strengthened for the future.
- 3.2.7 The Mathew Taylor Report: Living, Working Countryside reported to Government in July highlights a number of tensions between different elements of national policy that exist in relation to development in the rural areas. The report makes a number of recommendations to the Government; however no changes have been made to national policy in respect of the rural areas at this time. One of the key findings of the Taylor report is that there is a low supply of affordable housing in rural areas. The emerging Core Strategy policy sets out a positive approach to providing for affordable housing in rural villages (with a population of less than 3,000). This approach will help to improve the supply of affordable housing in villages by allowing schemes solely for this purpose to be developed in areas where allocations of market housing are not being made. In addition, the emerging strategy recognises that windfall development will still take place within the settlement boundaries of rural villages and this is expected to deliver some 3,000 additional dwellings in the rural area to 2026.
- 3.2.8 The policies that have been developed over the course of the preparation of the Core Strategy for the identification of Local Service Centres provide more genuine choices as to the modes of transport that residents can use to access employment as well as higher-order services and facilities. This approach represents an environmentally sustainable way of providing for growth in villages and will provide much needed support for existing communities that wish to strengthen their position as service hubs within the rural areas. Local Service Centre villages also have a number of basic services that people need on a day-to-day basis and the strategy seeks to strengthen the role of these villages for the future. In response to the challenge of enhancing the overall sustainability of Local Service Centre villages, the proposed strategy for these settlements will see a greater scale of housing growth being allocated to them than was previously identified in the outgoing Local Plan (only Hockering and Stanfield had positive allocations).
- 3.2.9 The strategy that has been developed is supported by key actions as set out in the Council's Sustainable Community Strategy (SCS). Throughout the lifetime of the Core Strategy to date the policies developed reflects the key actions from the SCS, including strengthening neighbourhood/community services in market towns and Local Service Centres, minimising impact of climate change by those living and working in Breckland and reducing environmental impact of travel. The Council's recently adopted Environment Strategy also sets out the commitment to achieving a carbon-neutral district. The LDF also reflects the aims of the Environment Strategy which states, inter alia, to ensure the LDF adequately addresses key strategic environmental aims. Therefore, the strategy for new development in the LDF reflects these key Council documents.

### 3.2.10 REGIONAL CRITERIA FOR ASSESSMENT

3.2.11 The Regional Spatial Strategy (Regional Plan) has now been adopted (May 2007) and introduces at a strategic level the opportunity for Local Planning Authorities through their LDFs to consider whether some larger villages function as “Key Service Centres”. The rationale behind the designation of “Key Service Centres” is to maintain a level of services and employment to not only serve the village itself but also surrounding rural communities. The Regional Plan recognises that housing, particularly to meet local needs, is also considered important in supporting the sustainability of existing local services. At a local level, this Panel has previously agreed that Key Service Centres should be referred to as Local Service Centres in the Breckland context.

3.2.12 As mentioned above, the Regional Plan has now been adopted and Policy SS4 of the document states:

*“They (Local Development Documents) should also consider the potential of other key service centres to accommodate development which is sympathetic to the local character and of an appropriate scale and nature in relation to local housing and employment needs.”*

3.2.13 The Regional Plan sets out at paragraph 3.17 a number of criteria which define Key Service Centre villages. Essentially they are large villages with a good level of services, which might include the following:

- (1) A primary school within the settlement and a secondary school within the settlement or easily accessible by public transport;
- (2) Primary health care facilities;
- (3) A range of retail and service provision capable of meeting day-to-day needs, in particular convenience shopping;
- (4) Local employment opportunities; and
- (5) Frequent public transport to higher order settlements

3.2.14 These criteria for Key Service Centres are very similar to the criteria previously published in the Draft Regional Plan in 2004. This provides for consistency of assessment in the background work and analysis behind the Breckland Local Development Framework. A full copy of the Regional Plan text and Policy SS4 is provided at Appendix A.

3.2.15 Satisfying the Regional Criteria listed above is the starting point in assessing which larger villages should be identified as Local Service Centre villages. The Council’s evidence reveals that whilst a number of villages meet the majority of the Regional Plan criteria, only a very limited number have satellite Doctors surgeries/ primary healthcare facilities. Therefore, many of our larger villages would not be able to meet the full range of criteria. In order to more closely reflect Breckland’s local circumstances, it is considered that identified Local Service Centres must meet at least **four** of the Regional Plan criteria, with the presence of Primary healthcare facilities being afforded slightly less weight in terms of satisfying the criteria as this is considered to be less critical in meeting day to day needs. Additional factors have also been taken into account in determining the number and policy response to Local Service Centres. These are:

- (1) Community views (including Parish Plans/Appraisals)
- (2) Environmental factors (such as Biodiversity, landscape, flood risk)
- (3) Infrastructure capacity; and
- (4) Existing levels of committed development.

### 3.2.16 ANALYSIS OF LOCAL SERVICE CENTRE VILLAGES

3.2.17 A detailed analysis of how candidate Local Service Centre villages perform against

the Regional Plan criteria and the additional local criteria listed above is provided at Appendix B. The list of candidate villages has been developed over the past 3 ½ years including various considerations by this Panel and its predecessor, the Council's Policy Task and Finish Group.

- 3.2.18 The first paper concerned with selection and definition of local service centre villages was produced in 2004 and reported to the then Policy Task and Finish Group. The paper sought to identify villages that had a shop a post office, some form of community facility such as a village hall, a range of employment opportunities, a primary school and a reasonable level of public transport (they met the preferred level of service for settlements of 1,000 population as defined in the Norfolk County Council Norfolk Bus Strategy). These criteria were based on the then draft East of England Plan policy SS9.
- 3.2.19 This first paper, attached at Appendix C, included a pre-selection stage that sought to rigorously select the number of villages that were put forward as Local Service Centre villages. This stage set a population threshold of 1,000 people which limited the number of Breckland villages to 20. In addition to these villages it was decided to include Litcham. Although Litcham does not have a population of 1,000, it has a number of services as is a key village in the North West of the district, in an area which would otherwise have been considered to be under-represented.
- 3.2.20 The results of this initial paper were that 12 villages either meet or come very close to meeting the five Regional Plan criteria and were therefore candidates for designation. The 12 villages were then included in the draft Strategy and Core Policies at the initial Preferred Options Stage in October 2005 in a report agreed by this Panel at its meeting on 23<sup>rd</sup> September 2005. In addition, earlier research considered the possibility of grouping villages together, which could, in combination meet the criteria for Local Service Centre status. It was considered that there are no groups of villages in Breckland that would meet the criteria.
- 3.3.21 The initial Preferred Options stage and associated consultation included discussions with a number of the villages identified as Local Service Centres. It was evident from much of the discussions that a number of the villages were concerned about this status and were not convinced that it was the best option for their village. The main problem at this time was that the policy was not sufficiently detailed enough to give people a clear view of what this designation would mean for a village. The Preferred Options had concentrated on housing growth but did not include any specification as to how many houses would be built.
- 3.2.22 As a response to the consultation results from the 2005 Preferred Options consultation, Development Choices (2007) and Preferred Options (2008) and from discussions with Parish Councils it became clear that some communities wanted to have 'Local Service Centres' status but were not comfortable with a positive allocation of housing growth. The consequence of this option would be that the LDF could give extra weight to the protection and promotion of service provision in these communities without further growth or development in this Core Strategy. Table 1 below lists those Parish Councils who want to be considered as Local Service Centres for service provision only.

Table 1: Local Service Centre Villages that do not want growth

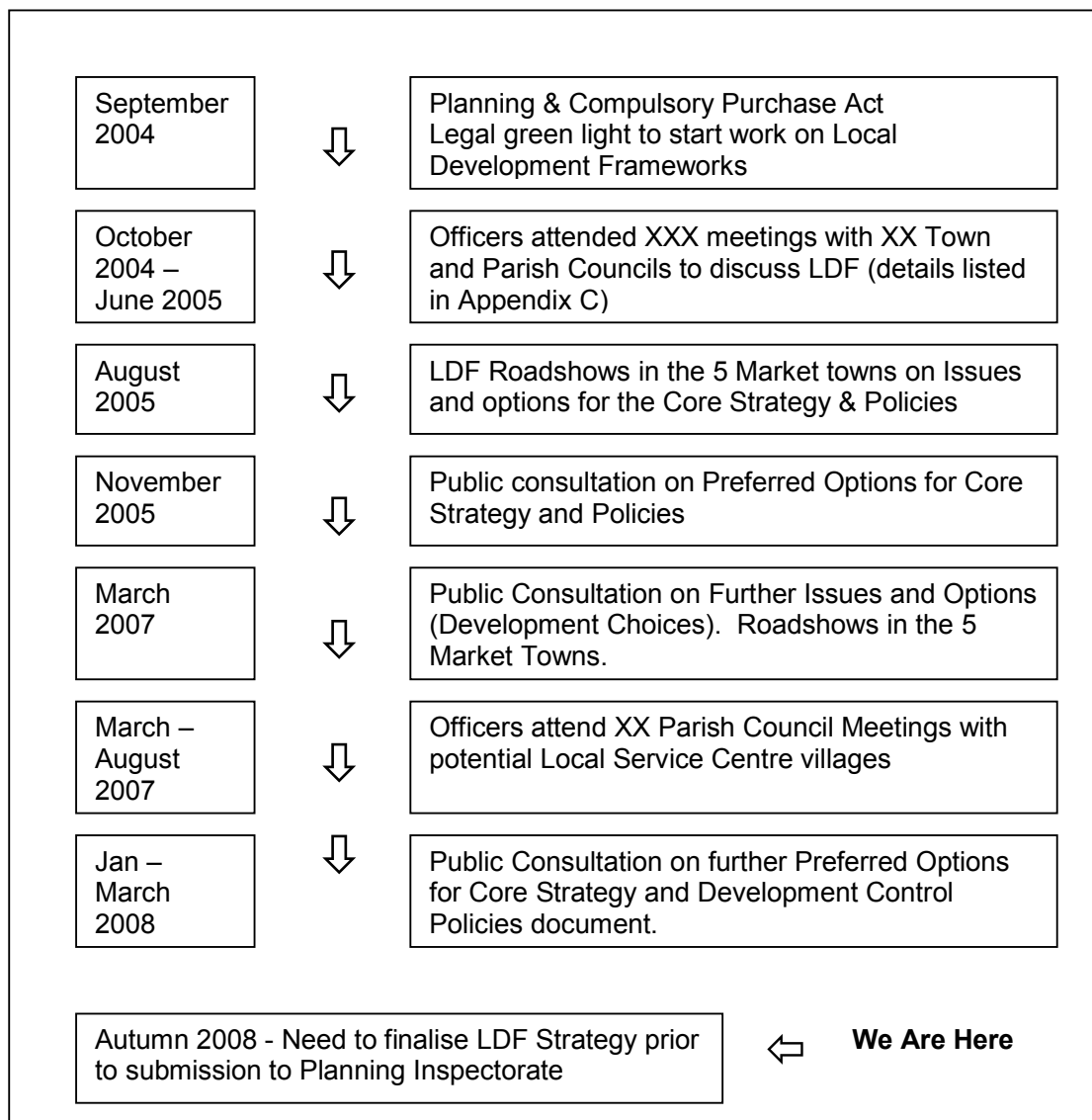
Village	Reason(s)
Banham	Concerns regarding scale of development that has already taken place.
Mattishall	Village has grown over recent years and has reached a level where the village can support its services Concerns over local infrastructure.
Necton	Village has grown over recent years Planning permission remains for 143 houses Poor access onto A47



3.2.23 In addition, there has been some uncertainty over the identification of North Elmham as a Local Service Centre. Initial consultation indicated village did not want to be a Local Service Centre; however this view has now changed as the later stages of the Core Strategy consultation process have been reached. The Parish Council have indicated that they would now like to be identified as a Local Service Centre, but only for service protection in this LDF. Therefore, North Elmham has been included in the list of villages for service protection.

3.2.24 The option of a two tier Local Service Centre approach, identifying those villages for growth and those for service provision only was taken forward in the further Issues and Options document "Development Choices". This Panel considered the 'Development Choices' LDF consultation document at its meeting on 13th March 2007 and agreed its content for public consultation. Since that meeting the consultation has been undertaken and additional evidence has been gathered from infrastructure providers, Parish Councils and local residents. The two tiered service centre approach was maintained in the Core Strategy Preferred Options consultation.

**Figure 1: Process to date**



3.2.25 Figure 1 above summarises the process to date in selecting the candidate Local Service Centres. In addition to public consultation on the LDF this Panel has had the opportunity to hear from and scrutinise a number of key service providers

including the Education Authority (18<sup>th</sup> October 2006), Primary Care Trust (13<sup>th</sup> March 2007), Anglian Water and Environment Agency (28<sup>th</sup> November 2006) and various transport agencies. In addition to these Panel meetings your Officers also attend regular meetings with the above agencies to establish infrastructure capacity in Breckland and strategy responses.

3.2.26 Planning Policy Statement 7: Sustainable Development in the rural areas introduced the concept that groups of villages could be identified as Local Service Centres. The Council has previously considered this approach, and can find no evidence to suggest that there are any groups of villages in Breckland that have clear functional relationships and would meet the criteria to be identified as a Local Service Centre. This approach has been discounted through the previous rounds of consultation on the emerging Core Strategy and it considered that to introduce such an approach at this late stage in the process may potentially give rise to soundness issues at the submission stage.

### 3.2.27 POLICY RESPONSES TO LOCAL SERVICE CENTRE VILLAGES

3.2.28 To date there has been a number of consultations around the emerging Breckland LDF and potential Local Service Centre villages (see Appendix B). These consultations have always elicited a considerable response including the Development Choices consultation in Spring 2007, and the Preferred Options consultation in 2008. In preparing the LDF there has been some support for a two-tier system of Local Service Centre villages. However, in preparing the submission document it is considered that all Local Service Centres that meet the criteria are identified, however the determining factors for whether a village has a positive allocation for growth in this LDF will be those set out in paragraph 3.2.15 above.

3.2.29 Other options include identifying villages for growth against public opinion and/ or environmental constraints, or introducing further villages. To introduce additional villages the Authority would need to be satisfied that they represent a sustainable option in terms of meeting the Regional Plan criteria and local environmental factors as outlined earlier in this report. This would require a relaxation of the number of criteria required for identification as a Local Service Centre. Members should note that introducing additional villages at this stage will need to be robustly evidenced as they have not formed part of the earlier 3 rounds of consultation on the LDF. There is also a risk that doing so may result in the need to undertake additional consultation prior to submission with a consequential delay in the submission process.

Table 2: Summary of comments regarding Local Service Centres

Summary of comments received at Preferred Options stage (2008)	Response
Suggestion that Banham has capacity to support growth in the Core Strategy.	No additional evidence provided to support suggestion other than recognising lack of healthcare provision.
Some strong local objection to Great Ellingham being identified for growth, Norfolk County Council expressed concern to Great Ellingham being identified as an LSC for growth, limited support for village to have Local Service Centre status	Concerns expressed from consultation about growth in Great Ellingham. Village does not meet criteria for growth.
Support for East Harling being identified as a LSC for growth	Support reflects previous comments received in respect of growth.
Suggestion that Kenninghall should have some status in the Core Strategy.	No additional evidence provided to suggest that Kenninghall meets the criteria for LSC status
Representations made that Litcham should be a LSC for growth	No additional evidence provided to suggest that Litcham meets criteria that other LSCs for

	growth can meet.
Support for Necton being identified as a Local Service Centre	Comment not suggesting additional growth.
Support for identification of North Elmham as a Local Service Centre	Comments note that village would meet criteria for identification as an LSC.
Proposal for Old Buckenham not being an LSC for growth	Comment reflects view from previous consultation.
Support Mattishall for service protection	Comment is consistent with the views from the village over previous rounds of consultation.
Support for Shipdham being an LSC for growth. 1 Comment suggesting that village could accommodate 200 dwellings.	No additional evidence provided to suggest this level of growth could be supported.
Proposal for Bawdeswell to be identified as an LSC for growth	Village has been discounted in previous consultations as it does not meet criteria for LSC status. Village has no primary healthcare facilities, very limited employment within the Parish, and no Post Office.
Developers support for Weeting as LSC for growth, Norfolk County Council expressed concern about Weeting being identified as an LSC for growth.	Support for growth in village has been expressed through previous rounds of consultation, but concerns regarding lack of primary healthcare noted.

3.2.30 Table 2 above provides a basic summary of responses made in relation to Local Service Centres from the Preferred Options consultation (2008). Responses to the identification of Local Service Centres were mixed, however there has also been some concern expressed regarding the evidence presented to justify the identification of villages in a particular tier. Subject to the advice/ recommendations of this Panel, a further response will be developed as part of the Core Strategy (Regulation 26) debate.

3.2.31 The proposals set out in this paper seek to enhance the overall 'soundness' of the approach taken to development in the rural areas in preparation for submission to the Planning Inspectorate. However, the starting point is to proceed to submission as per the Preferred Options (2008) but recognising the comments made at the previous stage and their potential implications on the soundness of this area of the development strategy. Therefore, in response to the issues raised in this report, in taking forward the issue of Local Service Centre villages there are four options available. These are as follows:

(1) Harling, Narborough, Shipdham, Swanton Morley and Weeting are identified as Local Service Centres that will be allocated new growth, with Banham, Great Ellingham, Litcham, Mattishall, Necton, North Elmham, Old Buckenham and Saham Toney identified but with no new allocations.

(2) Harling, Narborough, Shipdham, Swanton Morley are identified as Local Service Centres that will be allocated new growth, with Great Ellingham, Mattishall, Necton, North Elmham and Weeting identified but with no new allocations. Banham, Old Buckenham, Litcham and Mundford and Saham Toney are not identified as Local Service Centres as they no longer meet the criteria.

(3) Amend the list of villages as Local Service Centres for growth from all those that meet the criteria. This would mean identifying Mattishall, North Elmham and Necton for additional growth.

(4) Do not remove any villages from the existing Local Service Centre for growth list even if these no longer meet the criteria. This would mean retaining Great Ellingham as a Local Service Centre for growth.

(5) Introduce additional villages as Local Service Centres status either for service protection or additional housing growth based on comments made at Preferred Options stage (Regulation 26).

### 3.3 Options

3.3.1 Members are requested to provide a view on the strategy for the rural areas including the number and status of proposed Local Service Centre Villages. This is based upon the evidence in this Report and that this view provides the basis for finalising the policies for the Breckland Core Strategy and Development Control Policies Document in preparation for submission later this year.

3.3.2 Members do not provide a view at this stage on the strategy for the rural areas and Local Service Centre villages and consider the issue as part of wider discussions on the entire Breckland Core Strategy and Development Control Policies Document at a full Council meeting.

### 3.4 Reasons for Recommendation(s)

3.4.1 To enable progress in finalising a Strategy for the Breckland LDF for submission later this year, Members views on this issue are requested. This will enable your Officers to utilise this information to gather additional evidence if necessary and ensure that the latest views of Members and the community are considered in developing this important element of the LDF Core Strategy.

## 4. **Risk and Financial Implications**

### 4.1 Risk

4.1.1 I have completed the Risk Management questionnaire and can confirm that risk has been given careful consideration, and that there are no significant risks identified associated with the information in this report.

### 4.2 Financial

4.2.1 None

## 5. **Legal Implications**

5.1 None

## 6. **Other Implications** [*Insert statement or confirm 'none' as appropriate at each sub-paragraph*]

- a) Equalities: There are no Equalities implications
- b) Section 17, Crime & Disorder Act 1998: None
- c) Section 40, Natural Environment & Rural Communities Act 2006: None
- d) Human Resources: None
- e) Human Rights: None
- f) Other: None

## 7. **Alignment to Council Priorities**

7.1 The matters raised in this report fall within the following Council priority:

- A well planned place to live which encourages vibrant communities

## 8. **Ward/Community Affected**

8.1 Will affect all rural Wards in Breckland.

Background Papers

*Overview and Scrutiny Panel 1 - Local Service Centres – 18<sup>th</sup> September 2007  
The East of England Plan (Regional Spatial Strategy) (adopted May 2008)*

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Key Decision Status (Executive Decisions only):

*This is not a Key Decision.*

Appendices attached to this report:

*Appendix A – Policy SS4 and supporting text from the adopted East of England Plan (2008)*

*Appendix B – Analysis of candidate Local Service Centre villages*

*Appendix C – Original long list of potential Local Service Centre Villages, considered by Policy Task & Finish Group (2004).*

## **Appendix A: Extract from Adopted East of England Plan (Regional Spatial Strategy) (May 2008)**

### **Policy SS4: Development in Towns other than Key Centres and in Rural Areas**

Local development documents should define the approach to development in towns other than those listed in policy SS3, and in rural areas. Such towns will include selected market towns and other towns with the potential to increase their economic and social sustainability through measures to:

- i) support urban and rural renaissance;
- ii) secure appropriate amounts of new housing, including affordable housing, and
- iii) local employment and other facilities; and
- iv) improve the town's accessibility, especially by public transport.

Local Development Documents should also consider the potential of other key service centres to accommodate development which is sympathetic to local character and of an appropriate scale and nature in relation to local housing and employment needs.

For other rural settlements they should seek to support the continued viability of agriculture and other economic activities such as tourism, the diversification of the economy, the provision of housing for local needs and the sustainability of local services.

The RSS seeks to locate the majority of new development in and adjacent to the Key Centres for Development and Change, and to protect the quality and character of the region's rural areas. However, within that broad approach, policy SS4 recognises the role of market towns and larger villages in providing employment and services to their rural hinterlands and meeting housing needs.

Key service centres are large villages with a good level of services, which might include:

- a primary school within the settlement and a secondary school within the settlement or easily accessible by public transport;
- primary health care facilities;
- a range of retail and service provision capable of meeting day-to-day needs, particularly for convenience shopping;
- local employment opportunities; and
- frequent public transport to higher order settlements.

Many villages have very limited local services and are dependent on key service centres, market towns and main urban areas for everyday needs. The main challenges are securing small-scale local employment opportunities and

supporting the needs of agriculture, improving public transport access to higher order settlements, providing housing for the full range of local needs and supporting the sustainability of local services.

The growth of villages has been unable to halt the closure of village services and commuting has increased dramatically. Careful examination of how a settlement or groups of settlements function is required, as well as analysis of the service base to determine the best solutions for each area.

There is an acute shortage of affordable housing in many rural areas. Responding to this challenge is a priority if significant sectors of the community are not to be excluded by high house prices. The provision of new homes in market and other towns can increase support for services such as schools, health facilities and shops. In the context of maintaining and improving the self sufficiency of such towns, local authorities should seek to achieve an improved housing-employment balance to minimise commuting. Other rural settlements, including small villages, may have local housing needs that can best be met at those settlements rather than concentrating all housing at towns and key service centres, but care should be taken to ensure new development is directed to locations where it will have the greatest benefits for rural sustainability.

## APPENDIX B – Candidate Local Service Centres

### Parish Summary: Banham

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	1443	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	51	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	13	
Primary School	Yes. Capacity is limited and school has no room to expand.	Yes
Primary Health Care Facilities	No. Nearest Doctor's Surgery is at Kenninghall.	No
Employment	From NNDR data (2008) there are 48 registered businesses in Banham, across 13 classifications	Yes
Public Transport	First Eastern Counties 10A return service provides 2 Buses daily to Norwich. 2 daily buses to Diss.	No
Local Shopping Facilities	Shop, Post Office	Yes
Other Facilities	Public House, Community Centre/Social Club	
Water and Utilities	No known capacity issues.	
Flood Risk	Ordinary watercourse to west and north west of village (Wash Farm and Church Farm Stream). Small area of 1 in 100 year flood risk area adjacent ordinary watercourses to west and north west of village.	
Local Road Network	Village is accessed from the B1113,	
Biodiversity	No European sites, SSSIs or CWS in vicinity of Banham.	
Landscape Assessment	The Landscape Character Assessment identifies the area surrounding Banham as having high risk character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Banham was deleted as a Local Service Centre.	
2007 Development Choices: Issues & Options	No representations on Banham	
Status in Core Strategy Preferred Options 2008	Banham was identified as a Local Service Centre for service protection only.	
Parish Council Meetings re: LDF	14 <sup>th</sup> March 2005. 6 <sup>th</sup> July 2005 22 <sup>nd</sup> July 2008: Site specific presentation.	
Parish Plan / Appraisal (2002)	Many villagers were unhappy with both the scale of new housing development and the types of houses being built (more low-cost housing was preferred to large detached homes on mini-estate type developments).	



## Parish Summary: Great Ellingham

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	1108	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	30	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	11	
Primary School	Yes. School recently expanded and has capacity for growth.	Yes
Primary Health Care Facilities	None. Doctor's Surgery and Dentist in nearby Attleborough	No
Employment	From NNDR data (2008) there are 40 registered businesses in Great Ellingham, across 13 classifications	Yes
Public Transport	1 daily service to Norwich via coach company. 2 daily services to Attleborough between 7am and 5:30pm. 1 daily college service to Watton	No
Local Shopping Facilities	Shop, Post Office	Yes
Other Facilities	Public House, Village Hall	
Water and Utilities	No known capacity issues.	
Flood Risk	1 in 100 year flood risk area to the east of the village. Localised flooding events have regularly been recorded on Long Street.	
Local Road Network	The village is on the B1077 Attleborough to Watton road and has good links to the A11. Hingham Road to the north of the village is a busy local link from Attleborough to Dereham.	
Biodiversity	No European sites, SSSIs or CWS in vicinity of Great Ellingham.	
Landscape Assessment	The Landscape Character Assessment identifies the Attleborough Hills Tributary Farmland and Woodland to the south and east of Great Ellingham as having high character area sensitivity. The Bow Street enclosed arable plateau immediately surrounding the village and to the north-west is identified as having a moderate landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Identified as a Local Service Centre for Growth. Suggested allocating up to 50 houses to the village.	
2007 Development Choices: Issues & Options	11 consultees expressed their support that Great Ellingham be designated a Local Service Centre which will have future housing growth. 2 consultees were opposed to Great Ellingham becoming a Local Service Centre which would see future housing growth. 63% of consultees supported Option CS2a which identified Great Ellingham as a Local Service Centre that would see future housing growth.	
Core Strategy Preferred Options 2008	Great Ellingham identified as Local Service Centre for growth. Parish Council objected to identification as a LSC for growth. Mixed views received in relation to scale of development proposed.	
Parish Council Meetings re: LDF	20 <sup>th</sup> April 2005: Positive response to potential of Local Service Centre status. 18 <sup>th</sup> July 2007: Attended by some 100 residents. Meeting was largely against Local Service Centre status if it resulted in the release of a large site for housing on the edge of the village. The meeting acknowledged that local housing needs must be met and there was some support for small, incremental growth if it didn't radically alter the character of the village. 28 <sup>th</sup> July 2008: Site specific Issues and Options Consultation.	
Parish Plan / Appraisal	63% of residents in favour of small groups of houses in the village; 2% in favour of large housing estates; 54% in favour of business workshops.	

## Parish Summary: Harling

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	2,201	
Number of Houses Built between 1 <sup>st</sup> April 2001 and 31 <sup>st</sup> March 2008	60	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	12	
Primary School	Yes	Yes
Primary Health Care Facilities	Yes - Doctor Surgery and Dentist	Yes
Employment	From NNDR data (2008) there are 41 registered businesses in Harling, across 12 classifications. Additionally there is significant employment at Roudham (less than 2km from East Harling village)	Yes
Public Transport	First bus service 10a links East Harling to Norwich with 1 return service a day. Bus service CS192 provides a twice daily link to Thetford and Diss but not at a time for commuters. 1 bus service to Attleborough (Thursdays only). Commuter rail service from Harling Road station to Norwich and Cambridge.	Yes
Local Shopping Facilities	Shop; Butchers; Post Office; Chemist; 2 Hairdressers; Fast Food;	Yes
Other Facilities	Village Hall (Old School Hall); Sports and Social Club; 2 Pubs; Fire Station;	
Water and Utilities	No known capacity issues.	
Flood Risk	River Thet flows to the west of East Harling, areas of 1 in 100 year flood risk to south and west of village.	
Local Road Network	Village is accessed by the B1111 which provides a good access onto the A11. Local issue about HGVs through the village.	
Biodiversity	There is a SSSI and a SPA to the south of East Harling.	
Landscape Assessment	The Landscape Character Assessment identifies East Harling Fen to the north of the village as having a high landscape character area sensitivity, the Middle Harling Open Valley Floor as having a moderate/high landscape character area sensitivity and the East Harling Heathlands that immediately surround most of the village and extend to the east have a moderate landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Identified as a Local Service Centre for Growth. Suggested an allocation of up to 50 houses to 2021.	
2007 Development Choices: Issues & Options	Five consultees express their support for East Harling to be designated as a Local Service Centre Village accommodating further growth. 63% of consultees supported Option CS2a which identified East Harling as a Local Service Centre, accommodating further growth of 50 homes	
Core Strategy Preferred Options 2008	East Harling identified as Local Service Centre for growth of 50 homes.	
Parish Council Meetings re: LDF	28 <sup>th</sup> February 2006. Uncertain about Local Service Centre status. Want local housing needs to be met but unsure whether further market housing development is the best way to deliver this objective. Further meeting with Harling Parish Council has been arranged for 25 <sup>th</sup> September. 27 <sup>th</sup> May 2008. Site Specifics consultation	
Parish Plan / Appraisal	No record of a Parish Plan / Appraisal for Harling.	

## Parish Summary: Litcham

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	592	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	8	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	2	
Primary School	Yes, plus High School	Yes
Primary Health Care Facilities	Yes - Doctors surgery	Yes
Employment	From NNDR data (2008) there are 14 Businesses across 11 classifications in Litcham.	No
Public Transport	3 coach services to Dereham Wed, Thurs, Fri. 1 service to Norwich on Wednesday. 3 coach services to King's Lynn (am) and additional coach on a Thursday and Friday. Coach service to Swaffham.	No
Local Shopping Facilities	Post Office with shop incorporated within, butchers, additional convenience store, takeaway.	Yes
Other Facilities	Village Hall, Youth Club.	
Water and Utilities	No known capacity issues.	
Flood Risk	Area of Flood Risk identified to the south of the village (River Nar).	
Local Road Network	Village is accessed by the B1145 which provides access to the A1065 to the west and the B1146 to the east.	
Biodiversity	Litcham Common and Nar Valley identified as a SSSI, County Wildlife site identified south of river Nar.	
Landscape Assessment	Landscape Character Assessment identifies Litcham as being within Chalk Rivers (Nar) landscape type, with the northern extent of the village being identified as Nar Tributary Farmland. Litcham was not included within settlement fringe assessment.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Litcham was not identified as a Local Service Centre.	
2007 Development Choices: Issues & Options	Litcham was not identified as a Local Service Centre.	
Core Strategy Preferred Options 2008	Litcham was identified as a Local Service Centre for service protection.	
Parish Council Meetings re: LDF	18 <sup>th</sup> June 2008: Site-specifics presentation	
Parish Plan / Appraisal	Village Appraisal completed in 2003. Appraisal found that 44% parishioners think there is no need for new homes in Litcham but 6&% of the respondents would have no objection if it helped local people. People are most keen to see homes for young people and young families, followed by homes for the disabled and single homes. Low cost and local authority/ housing association rented housing.	

## Parish Summary: Mattishall

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	2631	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	44	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	15	
Primary School	Yes	Yes
Primary Health Care Facilities	Yes – Doctor Surgery	Yes
Employment	From NNDR data (2008) there are 32 registered businesses in Mattishall, across 12 classifications.	Yes
Public Transport	Konect bus Ltd KC4 hourly service to Norwich between 6am and 5.30pm (3 of 12 buses run at different times on school and non-school days). Konect bus Ltd KC4 hourly service to Dereham between 8am and 7pm (1 of the 13 buses run on different times on school and non-school days).	Yes
Local Shopping Facilities	2 Shops, Butchers, Post Office	Yes
Other Facilities	Public House, Social Club, Hair Dressers, Fast Food	
Water and Utilities	No known capacity issues.	
Flood Risk	Small area of 1 in 100 year flood risk east of Daffodil Way, area to north-west in and around Castleton Farm and to the north adjacent to the Occupation Road Drain.	
Local Road Network	Access onto the A47 is a significant local issue. Highways Agency is committed to delivering a roundabout at the Mattishall Road junction in 2008/09.	
Biodiversity	There is a SSSI to the north of Mattishall	
Landscape Assessment	The Landscape Character Assessment identifies the Mattishall Hall Small Scale Plateau, which is to the south, west and has small areas to the north, as having high landscape character area sensitivity. The Clippings Green Small Scale Tributary Farmland and Mattishall Burgh Large Scale Plateau Farmland to the north and east have moderate landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Identified as a Local Service Centre for service provision only.	
2007 Development Choices: Issues & Options	One Consultee is in support on Mattishall becoming a Local Service Centre which will accommodate future growth	
Core Strategy Preferred Options 2008	Mattishall was identified as a Local Service Centre for service protection. Support for the strategy for the village. The Parish Council supported the preferred options for the village to be identified as a LSC but with no growth.	
Parish Council Meetings re: LDF	16 <sup>th</sup> March 2005 15 <sup>th</sup> May 2006 Parish Council AGM. Vote of around 40 residents which concluded that 39 did not want further development, 1 resident did want further development to meet local needs. Concern that village and local infrastructure had reached capacity and could not cope with further demands. 5 <sup>th</sup> September 2006 Parish Council organised meeting attended by over 100 residents. Over 90 residents voted against further development in the village. Support for more low-cost housing to meet local needs. Parish Council has subsequently presented evidence as to why Mattishall should not accommodate further development. 30 <sup>th</sup> June 2008: Parish briefings in respect of site-specific policies consultation.	
Parish Plan / Appraisal (2001)	The Village Appraisal did not ask a specific question about further (housing) development in the village.	

## Parish Summary: Mundford

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	1591	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	14	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	25	
Primary School	Yes	Yes
Primary Health Care Facilities	Satellite GP surgery	Yes
Employment	From NNDR data (2008), Mundford has 10 businesses across 6 classifications.	No
Public Transport	4 coach services daily to Thetford. 1 coach service to Brandon, 1 service to Swaffham. 2 daily coach services to King's Lynn with an additional service on Tuesdays and non-college days.	No
Local Shopping Facilities	Post Office/ Shop	Yes
Other Facilities	Village Hall	
Water and Utilities	No known capacity issues.	
Flood Risk	Land north of the village is identified as being within flood risk zones 2 and 3 (Wissey).	
Local Road Network	Mundford is accessed from the A1065, and the A134.	
Biodiversity	Breckland Forest SSSI, SPA and surrounding the village to south, east and west. County Wildlife to north. SAC to east and west.	
Landscape Assessment	Mundford is located within the Brecks – Plantations landscape type in the District-wide Landscape Character Assessment. The village was not examined in the settlement fringe analysis.	
Status in the Development Choices Consultation Document	Mundford was not identified as a Local Service Centre.	
2007 Development Choices: Issues & Options	Mundford was not identified as a Local Service Centre.	
Core Strategy Preferred Options 2008	Mundford was not identified as a Local Service Centre. However, comments received suggested that the village should be identified as an LSC for service protection.	
Parish Council Meetings re: LDF	5 <sup>th</sup> June 2008: Site Specifics presentation. Mundford Parish Council reiterated their desire to be identified as a Local Service Centre but did not wish for any additional growth.	
Parish Plan / Appraisal	None	

## Parish Summary: Narborough

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	1095	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	32	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	6	
Primary School	Yes	Yes
Primary Health Care Facilities	Yes – Premises for a Doctors Surgery established within village.	Yes
Employment	From NNDR data (2008) there are 45 registered businesses in Narborough, across 11 classifications.	Yes
Public Transport	First Eastern Counties X1 service half-hourly service to Norwich, Dereham, Swaffam and between 6am and 6.30pm and hourly thereafter until 10pm.	Yes
Local Shopping Facilities	Shop, Post Office	Yes
Other Facilities	Village Hall, Restaurant with public bar	
Water and Utilities	No known capacity issues	
Flood Risk	River Nar flows to the north of the village and is surrounded by an area of 1 in 100 year flood risk. Further small areas of flood risk to the west of the village adjacent to the Allotment and Butlers Drain.	
Local Road Network	A47 provides good access to Swaffham and King's Lynn	
Biodiversity	A SSSI is located to the immediate north of Narborough and there is a second SSSI further to the south of the village.	
Landscape Assessment	The Landscape Character Assessment identifies the Narborough Estate Valley Floor to the east, north-east and north of the village as having high landscape character area sensitivity. The Narborough Farmland and Plantation surrounding the southern half of the village has moderate landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Narborough identified as a Local Service Centre for growth. Suggested an allocation of up to 50 houses to 2021.	
2007 Development Choices: Issues & Options	Three separate consultees give support for Narborough to be a Local Service Centre to accommodate future growth. 63% of consultees support Option CS2a which identifies Narborough as a Local Service Centre	
Core Strategy Preferred Options 2008	Narborough was identified as a Local Service Centre for growth of up to 50 houses.	
Parish Council Meetings re: LDF	2 <sup>nd</sup> July 2007. Parish Council very supportive of Local Service Centre designation. Status regarded as essential in maintaining and enhancing services in this rural part of western Breckland.	
Parish Plan / Appraisal (2003)	62% of respondents (306) said no to further development. The attitude to housing reflects the desire that the village should remain much as it is, although there is support for some housing as long as it is carefully considered and is not detrimental to the nature of the village.	

## Parish Summary: Necton

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	1,895	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	63	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	144	
Primary School	Yes.	Yes
Primary Health Care Facilities	Satellite surgery at Hale Road.	Yes
Employment	From NNDR data (2008) there are 17 registered businesses in Necton, across 12 sectors.	No
Public Transport	X1 Bus Service provides half-hourly connections to Swaffham and Dereham. Wider connections to Norwich and King's Lynn. Village also served by Konnectbus Service 11 providing service every 2 hours to Watton, Shipdham and Dereham.	Yes
Local Shopping Facilities	Mini-Supermarket (CO-OP); Butchers; Post Office; Garden Centre;	Yes
Other Facilities	Village Hall on Tuns Road; 1 Pub on Mill Street; Car Sales and Garage Services;	
Water and Utilities	No known capacity issues	
Flood Risk	River Wissey flows to the south of Necton and southern edge of village is within flood risk as identified in SFRA. Small areas of flood risk adjacent to Necton Drains and Necton Brook to north, south and west of village. Additional small, localised flooding events within other parts of the village, caused by poor drainage, have been recorded and attended to by Breckland Council since 2001.	
Local Road Network	Access onto the A47 is a significant local issue, particularly during peak hours when queues form to turn left from Tuns Road. Local campaign for a roundabout at the A47/Tuns Road junction.	
Biodiversity	No European sites, SSSIs or CWS in vicinity of Necton	
Landscape Assessment	The Landscape Character Assessment identifies the Holme Hale Small Scale Tributary Farmland is having high landscape character area sensitivity. The Sparham Hall Open Tributary Farmland to the north has moderate landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Identified as a Local Service Centre for service provision only.	
2007 Development Choices: Issues & Options	No representations on Necton	
Core Strategy Preferred Options 2008	Necton was identified as a Local Service Centre for service protection. The Parish Council supported the preferred options for Necton to be identified as a LSC but with no additional growth.	
Parish Council Meetings re: LDF	27 <sup>th</sup> January 2005 7 <sup>th</sup> February 2005 6 <sup>th</sup> August 2007: Necton Parish Council has consistently been against further development in the village given the scale of existing permissions, concerns over local infrastructure and access onto A47. 12 <sup>th</sup> May 2008: Site specifics consultation presentation – continued objection to additional growth in village based on scale of existing permissions, access concerns regarding A47 junction and local infrastructure.	
Parish Plan / Appraisal (2006)	46% of respondents said there was no need for any further housing in the village. There was strong support for affordable housing and sheltered accommodation.	

## Parish Summary: North Elmham

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	1,428	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	34	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	12	
Primary School	Yes	Yes
Primary Health Care Facilities	Yes	Yes
Employment	From NNDR data (2008) there are 38 registered businesses in North Elmham, across 12 classifications.	Yes
Public Transport	Village is served by Konnectbus Service 30 providing service every 2 hours to Dereham and Fakenham (only morning and mid afternoon to Fakenham). Services into and out of Dereham would enable commuter journeys but the first bus into Fakenham does not arrive until 9.35am.	Yes
Local Shopping Facilities	Shop, Post Office, Bakery, Fast Food,	Yes
Other Facilities	Estate Agent, Village Hall, 2 Public Houses	
Water and Utilities	No known capacity issues.	
Flood Risk	River Wensum flows to the east of North Elmham and parts of the village are within flood risk as identified in SFRA. Small areas of flood risk lie adjacent to the Street harm Drain and Town Beck along the north of the village.	
Local Road Network	North Elmham is at the junction of the B1110 and B1145, neither are principal roads but nonetheless provide a good road access to the village.	
Biodiversity	There is a SSSI to the immediate north and east of the village.	
Landscape Assessment	The Landscape Character Assessment identifies the Elmham Park Tributary Farmland to the west of the village as having high landscape character area sensitivity. The County School Station Valley Floor to the east of the village has moderate landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	North Elmham was deleted as a Local Service Centre	
2007 Development Choices: Issues & Options	No representations regarding North Elmham	
Core Strategy Preferred Options 2008	North Elmham was not identified as a Local Service Centre. Comments were received from Parish Council advising that they now wished to be identified as a Local Service Centre but did not wish to see additional growth).	
Parish Council Meetings re: LDF	None. Parish Council had initially confirmed by letter (August 2007) that it does not want North Elmham to be identified as a Local Service Centre in the LDF. 21 <sup>st</sup> July 2008: Site-specific presentation.	
Parish Plan / Appraisal	No Parish Plan/Appraisal on file.	



## Parish Summary: Old Buckenham

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	1294	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	23	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	6	
Primary School	Yes and High School. High School has capacity issues.	Yes
Primary Health Care Facilities	None. Doctors and dentist in nearby Attleborough.	No
Employment	From NNDR data (2008) there are 15 registered businesses in Old Buckenham, across 11 classifications.	No
Public Transport	2 morning buses to Norwich run First Eastern Counties and H Semmence & Co Ltd suitable for commuting, only one return after 5pm. Thursday only service to Attleborough operated by eagles coaches.	No
Local Shopping Facilities	Shop/Post Office	Yes
Other Facilities	2 Public Houses	
Water and Utilities	No known capacity issues.	
Flood Risk	Area of flood risk derived from EA flood zone maps lies to the south and north-west of the village.	
Local Road Network	Old Buckenham is on the B1077 Attleborough to Diss road. It is also close to the B1113 road to Norwich.	
Biodiversity	There is a SSSI and a SAC to the north-west of the Old Buckenham.	
Landscape Assessment	The Landscape Character Assessment identifies all of the land surrounding Old Buckenham as having high landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Old Buckenham was identified as a Local Service Centre for service provision.	
2007 Development Choices: Issues & Options	There were 3 consultees in support of Old Buckenham becoming a Local Service Centre accommodating further growth.	
Core Strategy Preferred Options 2008	Old Buckenham was identified as a Local Service Centre for service protection.	
Parish Council Meetings re: LDF	14 <sup>th</sup> March 2005 7 <sup>th</sup> June 2008: Site specifics drop-in session – Support for Local Service Centre status for service protection only.	
Parish Plan / Appraisal (2002)	383 respondents supported additional land in the village for development, against 310 responses.	

## Parish Summary: Saham Toney

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	1565	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	28	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	15	
Primary School	Yes	Yes
Primary Health Care Facilities	No. Doctors and dentist in nearby Watton (less than 2km)	No
Employment	From NNDR data (2008) there are 15 registered businesses in Saham Toney, across 7 classifications.	No
Public Transport	Konectbus KC11 hourly service to Watton, Dereham and Swaffam. Service runs between 8am and 2pm for Dereham and 7am and 4pm for Swaffam, final bus at 17.20 to Dereham. Single bus daily service to and from Norwich by First Eastern Counties suitable for commuting.	Yes
Local Shopping Facilities	Post Office	Yes
Other Facilities	Public House, Social Club	
Water and Utilities	No known capacity issues.	
Flood Risk	Watton Brook flows to the south of the village and is flanked by areas of flood risk as identified in the SFRA. There are other small areas of flood risk to the west, north and north-east of the village adjacent to the Richmond Road Drain, Saham Toney Drain and Meadow Farm.	
Local Road Network	Village is not on any 'A' or 'B' road network. The former B1077 links the village to Watton and Swaffham.	
Biodiversity	There are no European sites, SSSIs or CWS in vicinity of Saham Toney	
Landscape Assessment	The Landscape Character Assessment identifies all of the land surrounding Saham Toney as having high landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Saham Toney was deleted as a Local Service Centre	
2007 Development Choices: Issues & Options	One consultee is in support of Saham Toney becoming a Local Service Centre accommodating future growth	
Core Strategy Preferred Options 2008	Saham Toney identified as a Local Service Centre for service protection.	
Parish Council Meetings re: LDF	5 <sup>th</sup> March 2007: Support for limited development to meet local needs. 12 <sup>th</sup> June 2008: Site specifics presentation – Parish Council comfortable with service centre for protection. Do not support additional growth.	
Parish Plan / Appraisal	No Parish Plan/Appraisal on file.	

## Parish Summary: Shipdham

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	2145	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	43	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	31	
Primary School	Yes	Yes
Primary Health Care Facilities	Yes - Doctors Surgery	Yes
Employment	From NNDR data (2008) there are 69 registered businesses in Shipdham, across 14 classifications. This includes the nearby Shipdham Airfield Industrial Area (in Cranworth Parish).	Yes
Public Transport	Konectbus KC11 hourly service to Watton and Dereham between 7am and 5.30pm and Swaffam between 7am and 3pm.	Yes
Local Shopping Facilities	Post Office, 2 shops, Butchers, Bakery, Fast Food	Yes
Other Facilities	3 Garages, Village Hall, 2 Public houses	
Water and Utilities	There are no known capacity issues.	
Flood Risk	The Blackwater River flows to the south-west of the village and is flanked by areas of flood risk as identified in the SFRA. There are other small areas of flood risk adjacent to the Parkland Stream and Watery Lane Drain.	
Local Road Network	A1075 provides links to Dereham and Watton.	
Biodiversity	There are no European sites, SSSIs or CWS in vicinity of Shipdham	
Landscape Assessment	The Landscape Character Assessment identifies the Crows Hill and Thorpe Row Arable Plateau that predominantly surrounds the village as having moderate/high landscape character area sensitivity. The area of Letton Hall Arable Farmland with Parkland and Woodland to the south of the village has moderate landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Shipdham identified as a Local Service Centre for growth. Suggested an allocation of up to 100 houses to 2021.	
2007 Development Choices: Issues & Options	There were four separate consultees in support of Shipdham being designated a Local Service Centre with future growth. 63% of consultees supported Option CS2a which identified Shipdham as a Local Service Centre to accommodate future growth.	
Core Strategy Preferred Options 2008	Shipdham was identified as a Local Service Centre for growth.	
Parish Council Meetings re: LDF	17 <sup>th</sup> November 2004 August 2008: Site Specifics presentation.	
Parish Plan / Appraisal (2001)	Strong support for encouraging small businesses and local jobs. 60% of residents surveyed felt there was no more need for further housing. However some would like to see new homes for young first-time buyers and there is some support for accommodation for single people and for residents with disabilities.	

## Parish Summary: Swanton Morley

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	2415	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	10	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	17	
Primary School	Yes	Yes
Primary Health Care Facilities	Yes – Doctors Surgery	Yes
Employment	From NNDR data (2008) there are 22 registered businesses in Swanton Morley, across 10 classifications.	Yes
Public Transport	Konectbus Ltd KC4 service provides a 1-2hourly link to Dereham and Norwich between 6:43am and 16:38pm.	Yes
Local Shopping Facilities	Shop with Post Office, Butcher, Bakery	Yes
Other Facilities	Village Hall, 2 Public Houses, Garage	
Water and Utilities	There are no known capacity issues.	
Flood Risk	The river Wensum flows to the north-east of the village and is flanked by an area of flood risk as identified in the SFRA. Another area of flood risk lies to the east of the village beyond Park Farm and Frog's Hall. There are two small areas of flood risk surrounding Woodgate Stream and Church Stream.	
Local Road Network	Village accessed by B1147.	
Biodiversity	There is a SSSI to the north-east of Swanton Morley.	
Landscape Assessment	The Landscape Character Assessment identifies the Castle Farm Valley Floor to the north-east of the village as having high landscape character area sensitivity. The Woodgate Enclosed Tributary Farmland to the east has moderate/high landscape character area sensitivity. The Northall Green Enclosed Arable Farmland immediately adjacent to the village on the eastern side and to the west and south-west has moderate landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Swanton Morley identified as a Local Service Centre for service provision.	
2007 Development Choices: Issues & Options	2 consultees give support for Swanton Morley to be designated a Local Service Centre with future growth. The Defence Estates wish that the Robertson Barracks become a Local Service Centre. They also state that Robertson Barracks could become surplus to requirements and therefore could contribute to future housing stock.	
Core Strategy Preferred Options 2008	Swanton Morley was identified as a Local Service Centre for growth. The Parish Council supported the preferred options for the village to be identified as a LSC for growth.	
Parish Council Meetings re: LDF	23 <sup>rd</sup> March 2005. Non committal about Local Service Centre status. 11 <sup>th</sup> December 2006: Confirmation that the village did not want further housing growth above that already planned for and scope for further incremental infilling. Some concern over future of Robertson Barracks and if the site became available then that could accommodate future development needs in the village. 14 <sup>th</sup> April 2008: Site-specifics presentation – Support for strategy proposed.	
Parish Plan / Appraisal (2004)	27% of respondents didn't want any further housing development. 33% supported more single houses in appropriate locations; 21% supported small groups of houses (less than 10 houses) and 18% supported expansion on edge of the village.	

## Parish Summary: Weeting

Criteria	Information as at 1 <sup>st</sup> August 2008	Regional Criteria Met?
Population (2001 Census)	1751	
Number of houses built 1 <sup>st</sup> April 2001 – 31 <sup>st</sup> March 2008	42	
Number of houses with planning permission @ 1 <sup>st</sup> April 2008	30	
Primary School	Yes	Yes
Primary Health Care Facilities	No	No
Employment	From NNDR data (2008) there are 32 registered businesses in Weeting, across 17 classifications.	Yes
Public Transport	2-3 hourly coach only daily service to Thetford (early bus not available outside college days). Coach only service, morning and mid afternoon to Kings Lynn (additional early bus on college days). 1-2 hourly service to Brandon by coach. Railway station for Brandon in Weeting parish, less than 2km from village.	Yes
Local Shopping Facilities	Shop, Post office, Fast Food	Yes
Other Facilities	Village Hall, Public House, Garage,	
Water and Utilities	No known capacity issues.	
Flood Risk	A linear area of flood risk lies to the east of the village running from north to south and covering the eastern-most tip of Peppers Close and South Park.	
Local Road Network	A1065 skirts to the east of the village. Plans for a Brandon Bypass have been put on hold by Suffolk County Council. Former B1106 links village to Brandon.	
Biodiversity	There is a SSSI, pSPA, cSAC and NNR to the west of Weeting. Concerns over impact of future development on the integrity of European Habitats and Species.	
Landscape Assessment	The Landscape Character Assessment identifies all of the land surrounding Weeting as having high landscape character area sensitivity.	
<b>Consultations</b>		
Status in the Development Choices Consultation Document	Weeting identified as a Local Service Centre for service provision.	
2007 Development Choices: Issues & Options	3 separate consultees give support for Weeting to be a Local Service Centre for future growth	
Core Strategy Preferred Options 2008	Weeting was identified as a Local Service Centre for growth. Broad support for strategy. The Parish Council supported the preferred options for the village to be identified as a LSC for growth.	
Parish Council Meetings re: LDF	<p>4<sup>th</sup> March 2006 – LDF team attended Weeting21 Open Day. Opposition from local residents to current infilling and increased density of development in Weeting. Concern that further expansion would result in unsympathetic development that would not meet local needs. Anecdotal evidence that a significant number of homes are being bought to accommodate USAAF personnel at Lakenheath/Mildenhall.</p> <p>2<sup>nd</sup> April 2007. Mixed views on whether Weeting should be a Local Service Centre village. Some support for further development offset by concerns about impact on local environment and availability of service provision (no doctors in village and capacity of services in Brandon). No support for further housing development at Fengate Drive.</p> <p>7<sup>th</sup> July 2008: Site specific presentation – Broad support for proposed strategy.</p>	
Parish Plan / Appraisal	No record of Parish Plan/Appraisal on file.	

## Appendix C

### Key Service Centres Paper to Policy Task and Finish Group (March 2004)

#### Stage 1 – Scope of Study

In order to try to narrow down the search only those parishes, excluding the towns, with a population of over 1000 would be selected.

**Table 1 – Settlements 1000+ Population**

Parish	Population	Parish	Population
Ashill	1445	Narborough	1105
Banham	1415	Necton	1895
Beetley	1465	North Elmham	1355
Carbrooke	1300	Old Buckenham	1250
Great Ellingham	1175	Saham Toney	1570
Gressenhall	1050	Scarning	2540
Griston	1170	Shipdham	2210
Harling	2270	Sporle	1025
Mattishall	2785	Swanton Morley	3195
Mundford	1670	Weeting	1845

In addition to those parishes selected above Litcham was also added to the list as it has a high level of education services.

#### Stage 2 – Criteria for Assessment

In order to determine whether a parish could be considered as a service centre an assessment of its sustainability is necessary. The policy from the draft RSS is included below followed by the supporting text for key service centres:

#### **POLICY SS9: DEVELOPMENT IN RURAL AREAS**

**Development in rural areas will be focused in market towns and thereafter in key service centres. Local Development Documents (LDDs) will identify market towns and other key service centres with the potential to support rural renaissance and should take account of community-led appraisals.**

**In order to sustain the viability of and secure revitalisation of the region's market towns, local authorities will consider the need to:**

- **accommodate additional housing, employment growth and economic diversification;**
- **enhance the environment of the town centre;**
- **improve the accessibility of the town by public transport from surrounding rural areas;**
- **extend provision for shopping facilities and services in the town centre; and**
- **improve access to high speed communications technology to assist economic diversification.**

**In key service centres, local authorities should consider the potential to accommodate new development, sympathetic to local character and of an appropriate scale and nature, to accommodate local employment and housing needs.**

**In all other rural settlements, local authorities should seek to assist the continued viability of agriculture and other rural economic activities, such as tourism, the diversification of the rural economy and the provision of affordable housing for local needs, and support the sustainability of local services.**

**Local Development Documents will provide for a range of rural needs between:**

- (i) the need to manage development pressures in rural settlements under the influence of**

**urban areas which display characteristics of good service provision, relative prosperity, disproportionately high house prices, high incoming urban population, and/or high levels of out-commuting. Under these circumstances, LDDs should seek to protect local character and secure local needs housing; and**

**(ii) the need to encourage change and enable diversification of the economy, usually in remote areas with poor access to jobs and services, and pockets of deprivation.**

Supporting Text

Key service centres are large villages with a good level of services. This could include:

- primary school within the settlement and a secondary school within the settlement or accessible by public transport;
- doctors surgery;
- good range of retail and service provision capable of meeting day-to-day needs, in particular for convenience shopping;
- local employment opportunities; and
- frequent public transport links for work and leisure to higher order settlements.

Decisions about the growth of key service centres need to take account of much more than simply settlement size and level of services. The growth of villages has not been able to halt the closure of village services and rural commuting has increased dramatically. Careful examination of how a settlement or groups of settlements function is required, as well as analysis of the service base, to determine the best solutions for new development and ensure it is directed to locations where it will have the greatest benefits for rural sustainability.

Many villages have very limited or non-existent local services. They are dependent on key service centres, market towns and the main urban areas for everyday needs. The main challenges in these settlements are securing small-scale local employment opportunities and supporting the needs of agriculture, improving public transport access to higher order settlements, providing affordable housing for local needs and supporting the sustainability of local services as identified in community led appraisals.

In accordance with the draft policy above a number of essential criteria would need to be satisfied before a village could be considered as a key service centre. The criteria have been simplified to aid the speed of the process on the basis of what information is available. These are as follows –

1. A primary school
2. A selection of shops including a post office
3. A community facility (eg a village hall, pub, sports club, doctors surgery)
4. Local employment opportunities
5. Adequate public transport provision

**Criterion 1 – A primary school**

Gressenhall and Griston fail this criterion. This was based on a search of Business Rates information with cross-referencing of Local Plan maps.

**Criterion 2 – A selection of shops including a post office**

A search of the Business Rates information for shops and post offices was undertaken. To fulfil the criterion it is necessary for the village to have both a post office and at least one other shop. The results are as follows –

**Table 2 – Shops and Post Offices**

Parish	Shops	Post Office	Combined Result
Ashill	Y	Y	Y
Banham	Y	Y	Y

Beetley	Y	N	N
Carbrooke	N	N	N
Gt Ellingham	Y	Y	Y
Gressenhall	N	Y	N
Griston	Y	Y	Y
Harling	Y	Y	Y
Litcham	Y	Y	Y
Mattishall	Y	Y	Y
Mundford	Y	Y	Y
Narborough	Y	Y	Y
Necton	Y	Y	Y
N Elmham	Y	Y	Y
Old Buckenham	Y	Y	Y
Saham Toney	Y	Y	Y
Scarning	N	N	N
Shipdham	Y	Y	Y
Sporle	Y	Y	Y
Swanton Morley	Y	Y	Y
Weeting	Y	Y	Y

### Criterion 3 – A community facility (eg a village hall, pub, sports club)

Business Rates information was used again to determine if there were any parishes that did not have any community facilities. All parishes had at least one community facility. Information from the Rural Community Council was also used to back up the results for this criterion.

### Criterion 4 – Local employment opportunities

Information about the number of businesses paying business rates with a class and description of the business was assessed. This information does not however give information about the number of people employed and so can only be used to give a general guide as to which parishes fulfil this criterion.

A number of classes of businesses offer little or no employment opportunities and were excluded. These included cemeteries and communication stations, as these were generally mobile phone masts, and sewage treatment works.

A balance between employment opportunities and new housing is a key component of sustainability and therefore is given greater weight. A parish that has a large number of businesses but a narrow range of types of business will not be as sustainable as a parish with a smaller number of businesses but has a wider range of types of business. A strategy that directs growth to a village with one large employer would not be sustainable if that employer closed down or relocated. To reflect this the number of classes was multiplied by the number of businesses. The parishes were then ranked by this score. From the table below it can be seen that there are seven parishes that offer significantly fewer employment opportunities in a smaller range of businesses than the others and a further three that provide more opportunities but possibly not sufficient to fulfil the criterion.

**Table 3 – Local Employment Opportunities**

Parish	No of Businesses	No. of Classes	Score
Harling	47	5	235
Shipdham	46	5	230
N Elmham	45	5	225
Mattishall	39	5	195
Banham	47	4	188
Weeting	32	5	160
Narborough	31	5	155



Swanton Morley	30	5	150
Gt Ellingham	36	4	144
Necton	28	5	140
Old Buckenham	25	5	125
Scarning	28	4	112
Beetley	26	4	104
Saham Toney	25	4	100
Mundford	19	5	95
Griston	30	3	90
Ashill	21	4	84
Gressenhall	15	4	60
Carbrooke	13	4	52
Litcham	13	4	52
Sporle	10	4	40

### Criterion 5 – Adequate public transport provision

Norfolk County Council have set out in their recently published Norfolk Bus Strategy a target level of service for rural areas. It is based on population and is divided into five levels. The higher the level the better the services are required to be. The villages mostly fall into either level 3 or 4, see table below. To meet level 3 a five day shopping service and a journey to work service is required. The bus strategy only identifies where services need to be improved and so it must be assumed that unless a village is identified in this way it meets the target level of service. All those that meet level 3 have an adequate level of public transport to fulfil the criterion.

Those settlements that do not meet the target are all on the higher levels and require improved evening services to satisfy level 4. Swanton Morley is listed with Matishall and Shipdham as requiring evening services to Dereham and only meets level 3, but it should reach level 5. Litcham only meets level 2 and as such is not sufficiently well served by public transport to fulfil the criterion.

**Table 4 – Public Transport Provision**

Parish	Target Level	Reached Target?	Notes
Ashill	3	Yes*	
Banham	3	Yes*	
Beetley	3	Yes*	
Carbrooke	3	Yes*	
Gt Ellingham	3	Yes*	
Gressenhall	3	Yes*	
Griston	3	Yes*	
Harling	4	Yes*	Is also served by Harling Road Station
Litcham	2	Yes*	
Mattishall	4	No	Meets level 3
Mundford	4	Yes*	
Narborough	3	Yes*	
Necton	4	Yes*	
N Elmham	3	Yes*	
Old Buckenham	3	Yes*	
Saham Toney	4	Yes*	
Scarning	4	Yes*	
Shipdham	4	No	Meets level 3
Sporle	3	Yes*	
Swanton Morley	5	No	Meets level 3
Weeting	4	Yes*	

\* No service improvements identified.

## Conclusion

12 parishes meet all of the criteria and could be considered to be sustainable and therefore can be considered as Key Service Centres. There is a question over the initial selection on the criteria of having a population over 1000 as about half the parishes remain after applying the criteria. There is nothing preventing other settlements being assessed but any smaller parishes would be less likely to meet the criteria and consequently could not be considered to be consistent with the RSS.

The following table summarises the results –

**Table 5 - Summary**

Parish	Sustainability Criteria					Result
	1 School	2 Shop & Post Office	3 Community Facility	4 Employment	5 Public Transport	
Ashill				X		X
Banham						
Beetley		X		?		X
Carbrooke		X		X		X
Gt Ellingham						
Gressenhall	X			X		X
Griston	X			X		X
Harling						
Litcham				X	X	X
Mattishall						
Mundford				X		X
Narborough						
Necton						
N Elmham						
Old Buckenham						
Saham Toney				?		
Scarning		X		?		X
Shipdham						
Sporle				X		X
Swanton Morley						
Weeting						

**Policy Development & Review Panel 1**

**Work Programme and Meeting Schedule**

Topic/Item	Lead Officer(s)	20 August 2008	2 Sept 2008 Dereham	23 Sept 2008 Dereham
Local Development Framework (LDF)	Andrea Long David Spencer			
Thetford Growth Point Programme (1)	Andrea Long			
A47- A1067 Link Road (2)	Andrea Long David Spencer			
Yellow School Buses: Home to School transport	Mark Broughton			