

Public Document Pack

BRECKLAND COUNCIL

At a Meeting of the

CABINET

Held on Tuesday, 30 August 2016 at 9.30 am in
Anglia Room, The Conference Suite, Elizabeth House, Dereham

PRESENT

Mr J.W. Nunn (Chairman)	Mr J.P. Cowen
Mr S H Chapman-Allen (Vice-Chairman)	Mr P M M Dimoglou
Mr C G Carter	Mr M. S. Robinson
Mr S.G. Bambridge	Mrs L.S. Turner

Also Present

Mr P.D. Claussen	Mrs L.H. Monument
Mr K. Martin	Mr R. R. Richmond
Mrs S.M. Matthews	Mr F.J. Sharpe
Mr H E J Clarke	Mr N.C. Wilkin
Mr P.J. Duigan	Mr P S Wilkinson

In Attendance

Mark Stinson	- Executive Manager Governance (Deputy Monitoring Officer BDC)
Teresa Smith	- Democratic Services Officer
Anna Graves	- Chief Executive
Julie Kennealy	- Executive Director (Commercialisation)(S151 Officer)
Phil Mileham	- Strategic Planning Manager
Stephen Ottewell	- Director Capita Planning & Building Control
James Mann	- Planning Policy Officer
Sarah Robertson	- Senior Planning Policy Officer

Action By

85/16 MINUTES

The minutes of the meeting held on 13 July 2016 were confirmed as a correct record and signed by the Chairman.

86/16 APOLOGIES

None.

87/16 URGENT BUSINESS

None.

88/16 DECLARATION OF INTERESTS

Item 10 – Local Plan Preferred Sites Consultation.

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Councillor Dimoglou – due to owning land that had been identified as preferred site. He left the room whilst the item was discussed.

Councillor Cowen – due to the nature of his business. He participated in the debate but did not take part in the vote.

89/16 NON-MEMBERS WISHING TO ADDRESS THE MEETING

Councillors Clarke, Claussen, Duigan, Monument, Richmond, Sharpe, Wilkin and Wilkinson.

90/16 CHAIRMAN'S ANNOUNCEMENTS (IF ANY)

Nothing to report.

91/16 BRECKLAND COMMUNITY FUNDING APPLICATIONS (STANDING ITEM)

The Executive Member for Place presented a summary of funding expenditure since the previous Cabinet meeting. In total, £32,000 had been given in community grants and a further £198,000 waiting to be considered.

92/16 SUPPORTING COMMUNITY GROWTH IN ATTLEBOROUGH

The Deputy Leader and Executive Member for People & Information presented the report.

Councillor Martin said Attleborough had been moving forward as a community and the development of the partnership would enhance this.

Councillor Cowen added that the A11 corridor created the strategic route particularly with Thetford and Attleborough set to see major growth in the coming years. He said it was very important to engage with the local community.

Councillor Robinson, a Member of the Greater Thetford Development Partnership hoped that the two groups would be able to work together.

The Deputy Leader and Executive Member for People & Information confirmed that Councillor Tristan Ashby would be the Council's formal representation to the partnership.

Options

- 1) The Council support the establishment of the Attleborough Development Partnership as a formally recognised outside body contributing to successful planned growth in and around Attleborough and confirms its nominated representative.
- 2) Do Nothing.

Reasons

The Attleborough Development Partnership (ADP) brings together the key partners involved in the growth of the town. It is a critical time as many details of the proposed development are being worked out prior to any planning application and the ADP has already proved to be a useful forum to

Action By

explore and move these forward.

It was **RESOLVED** that:

- 1) Cabinet support the establishment of the Attleborough Development Partnership (ADP) as a formally recognised outside body contributing to successful planned growth in and around Attleborough and confirms nomination of a Breckland Council representative to the ADP.
- 2) Cabinet confirm the nominated representative to the Attleborough Development Partnership – Councillor Tristan Ashby.
- 3) Cabinet noted the approach to allocate financial support to fund the Independent Chair of the Attleborough Development Partnership and website development.

93/16 QUARTER 1 FINANCIAL PERFORMANCE REPORT

The Executive Member Finance presented the report.

Councillor Wilkin questioned why the figure that had been set aside for Better Broadband for Norfolk project was not expected to be used until 2019-20.

The Deputy Leader informed Members that following a recent presentation at Overview and Scrutiny and in order to secure grant funding monies needed to be allocated and would be drawn down when the second phase was complete.

Reasons:

To provide timely information to Members on the overall financial position of the Council.

It was **RESOLVED** that the report was noted.

94/16 LOCAL PLAN - PREFERRED SITES CONSULTATION

Councillor Dimoglou left the room for this item.

The Director of Capita Planning and Building Control presented the report (a copy attached to the minutes). The report set out the background to the preparation of the consultation document through a series of Local Plan Working Group meetings held across the district. He set out how updated housing numbers were identified noting alternative scales of growth that were included in the January/ February Preferred Directions consultation. He drew Members attention to proposed amended draft policies relating to the rural housing. Mr Ottewell also noted in his presentation that two further maps were omitted from the document in front of Members (Attleborough and New Buckenham) and recommended that these be included in the consultation document.

The Leader invited Mrs Oechsle, Chairman of the Yaxham Neighbourhood Plan, and Mr Peter Lowings, Chairman of Yaxham Parish Council to speak. Members were informed that there had been considerable local opposition to a Local Service Centre status for Yaxham.

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Yaxham was a small and residents questioned how 95 new homes in the village represented 10% growth. It was strongly felt that the village did not meet the necessary criteria to be a Local Service Centre. The local school was at full capacity and had no room to expand. Whilst the village did have a good village hall which hosted clubs and private functions, the village did not have a pub with no plans to re-open one. There was a 5km walking distance from one end of the village to the other to reach the school or shop. It was felt that there was inconsistency within the proposed document and that this should be addressed.

Councillor Claussen said he had recently received notification that Yaxham now met 4.5 out of the 5 criteria to become Local service centre status. He wanted to understand why this had been the case and noted that he had received emails of disapproval from local residents prior to the next consultation.

Mr Lowings, Chairman of Yaxham Parish Council reiterated that it was the capacity of the local school which was concerning to local residents.

Councillor Sharpe asked why Ashill's allocation of 90 additional dwellings had been reduced to 50. The Director of Capita and Building Control said that the area shown had been reduced in scope and had created the reduction in dwellings which had the potential to mitigate a number of concerns raised through a recent planning application on the site.

Councillor M Chapman-Allen said she had arranged a meeting with Garboldisham Parish Council to inform them of the Local Plan. She was awaiting information from Officers with regards to ownership of a piece of land.

Councillor Harry Clarke raised concern on the increase of development from 18% to 30% within Dereham. The increase in figures would have severe impact with ongoing widespread traffic issues, and would affect employment opportunities within the town. He suggested that the transport study was a technical document and should not be adopted as evidence as he felt it was incomplete and did not create a true picture. He asked for a correction to Page 24, LP[025]003 to read Land off Swanton Road, not Yaxham Road. He went on to say that the development to the west of Shipdham Road would extend the gateway of the town and move further into Shipdham.

Councillor Duigan was very concerned about why the numbers of development had not been known sooner. He felt that Dereham had become a forgotten town with the focus particularly on the A11 and developments within Thetford and Attleborough. There was an additional constraint within Dereham regarding sewage issues. Dereham Town Council would be employing a technical professional to review the Dereham transport study. It was felt that traffic generated from Shipdham Road and the impact on the bridge at Westfield Road had not been considered and would create a huge impact on the town.

He felt the criteria which had been set was not consistent for instance, the land at Scarning school was not deemed reasonable due to the distance between the town centre and the high school, and yet this would be suitable for the land at the south of the town.

Action By

Councillor L Monument raised concerns about development to the north of the Dereham at the Swanton Road site. In particular, 210 homes had been projected for the development; however, there had been no assessment of the impact included in the Dereham Transport Study.

The Director of Capita and Building Control said that the Dereham Transport Study had been an important piece of work, but accepted that additional work may be required to inform for the Local Plan. The Strategic Planning Manager added that the study was a focussed piece of work to assist with consultation on the Local Plan document, but the study had looked at a number of sites and development scenarios. He noted that Norfolk County Council Highways had formed part of the project steering group and had been involved in preparing the study brief.

Councillor Claussen said that there had been some disconnect between the transport study and the local plan and felt that if Members had received the information earlier, they could have helped to inform the study.

Councillor Wilkin stated that Dereham lacked a north-south link road and that future development would cause issues to Dereham. As ward representative for Necton, it was a unique village which sat on the A47 and had fantastic facilities with good community spirit. However, there were mixed messages within the village on the plans that had been recommended. He felt that there needed to be vast improvements on the A47 as further developments would create pinch-points along parts of the road.

Councillor Cowen said this had been a significant piece of work and the consultation would allow time to correct errors before it would be signed off. He asked that a transport study was undertaken across the district as there had been considerable development in Watton and the A1075 was unable to cope. He reiterated the importance of needing the Local Plan but that it involved big decisions and public needed answers to support the factual evidence.

The Leader said the consultation was an important part of the process to get the document right.

Councillor Bambridge asked for the wording to be amended under paragraph 28.24 as follows: Development outside of settlement boundaries will be allowed in where the following criteria are satisfied:

- The development is within an established cluster of existing dwellings with good access to an existing highway
- It can be demonstrated that there is appropriate support by local communities; and
- The scale of development represents infilling a small undeveloped plot by up to 3 dwellings, in keeping with the character of existing dwellings within an otherwise continuous built up frontage;
- When considered alongside expected development within the smaller village / hamlet and any other commitments, the cumulative development level is commensurate with its position outside the settlement hierarchy (5% limits over the plan period);
- The proposal does not harm or undermine a visually important gap that contributes to the character and distinctiveness of the rural scene, or where development would have an adverse impact on the environment or highway safety;

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Councillor R Richmond supported the Dereham Transport study but was frustrated that it did not take into account crucial times of traffic such as Saturdays and school pick up times.

Councillor Carter summarised the comments by adding that the second phase of the consultation was not a statutory requirement, but wanted to fully engage the views of the public and looked forward to seeing the results.

The Director of Capita and Building Control confirmed that the consultation would run for a 6-week period from the 19 September to 31 October. During the consultation there would be drop-in sessions in each of the market towns.

Councillor Carter confirmed that the Dereham Transport study would be included as an appendix to the document, to help inform the consultation.

The Leader said he would endeavour for County Highways to attend at least one of the sessions, and proposed that at least two sessions were held in the market towns, as well as rural villages to enable as many people to attend as possible.

The Leader felt that the document should go forward to consultation and views expressed considered in due course.

Councillor Duigan said Dereham Town Council was hoping to have a meeting regarding the Dereham transport study. The Leader suggested that this was linked with a drop in session.

Options:

- 1) Members endorse the document for public consultation
- 2) Members require further changes to the document prior to public consultation

Reasons:

It was recommended that Cabinet endorse Option 1. This will allow public consultation to be undertaken from the middle of September to the end of October. Completing public consultation on these issues is a key milestone in the preparation of the Local Plan. Option 2 is not recommended as it would delay the preparation of the Local Plan whilst the document was subject to further revision.

It was **RESOLVED** that Cabinet considers the interim consultation document and endorse it for a period of 6 weeks public consultation.

95/16 NEXT MEETING

The arrangements for the next meeting held on 11 October at 9.30am in the Norfolk Room, Elizabeth House, Dereham were noted.

The meeting closed at 12.00 pm

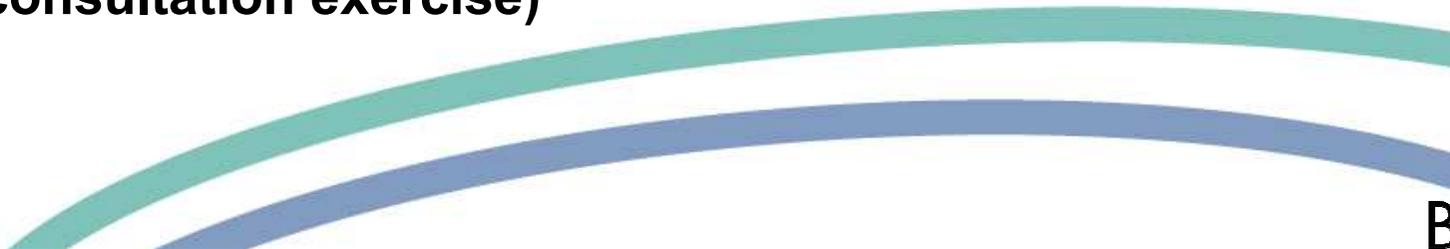
CHAIRMAN

Breckland Local Plan – Interim Consultation on Preferred Sites and Settlement Boundaries

Background

- Between January and February this year the Council consulted upon its Preferred Directions for its Local Plan.
- Now seeking to undertake further public consultation on the key issues of housing distribution, preferred / alternative housing and employment sites and the approach to development in the rural areas, including settlement boundaries.
- This will inform the preparation of the final Local Plan for publication and submission for examination.
- **This is not the final opportunity to comment and influence the Local Plan (there are further opportunities to comment on the publication plan and during the examination in public after this consultation exercise)**

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Breckland
COUNCIL

Background

- The preparation of the interim consultation document has been informed by a series of Local Plan Working Groups which took place between 11th – 22nd July across the district and a further wash up session on 11th August where initial material was presented and discussed in open forum.
- Consultation will run between 19th September and 31st October
- During the consultation period, a series of five drop-in events will be held within the districts market towns. The drop-in events will allow parish councils, businesses and members of the public the opportunity to view the preferred and alternative sites and find out how to get involved in the consultation.
- The drop-in events will follow a similar process to those held for the preferred directions consultation in January and February which were well attended.



Housing Distribution and Delivery

- Expected housing delivery on the sustainable urban extensions (SUEs) within Thetford and Attleborough is now expected to take longer than assumed in the Preferred Directions document, and continue beyond 2036.
- As a consequence it is necessary to identified additional sites to ensure that the objectively-assessed housing need is provided for over the plan period. Focus is on market towns as the next level of the

	Preferred Directions	Now
Key Settlements	68%	50%
Market Towns	18%	30%
Local Service Centres	14%	15%
Rural Areas	0%	5%



Housing Distribution and Delivery

- The matter of housing delivery was discussed at the LPWG on the 11th July, when an indicative housing trajectory for the Local Plan was discussed
- Delivery on allocations is required to maintain a rolling 5 year supply of housing through the period

Table 1. Plan period housing completions summary

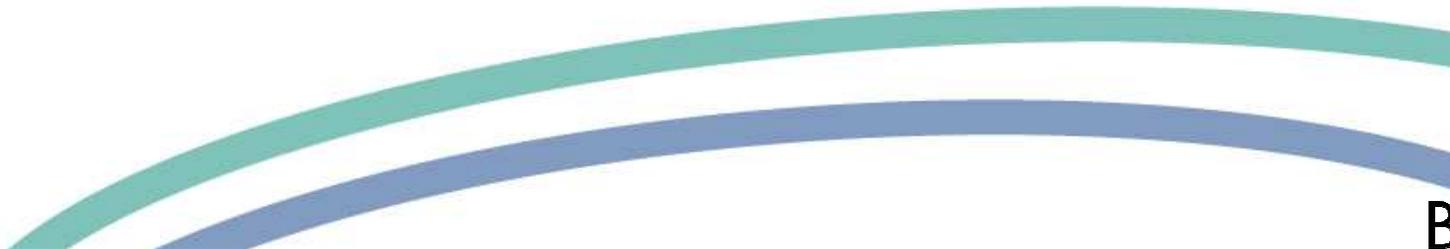
	2011-16	2016-2021	2021-2026	2026-2031	2031-2036	Total	Beyond 2036
Attleborough	309	1188	800	800	800	3897	1350
Dereham	256	514	270	250	250	1540	0
Swaffham	264	598	250	250	250	1612	0
Thetford	295	334	1000	1000	1000	3629	1750
Watton	252	653	150	150	110	1315	0
LSCs	376	905	345	345	235	2206	0
Rural Areas	281	308	50	50	50	739	0
Total	2033	4500	2865	2845	2695	14938	3100

- Phasing policy to be including in the publication plan once we have benefit of feedback on the proposed preferred sites

Preferred Sites

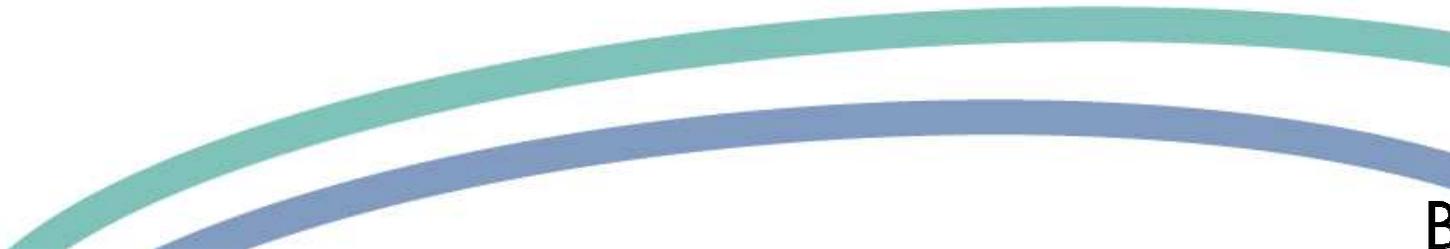
- Preferred sites identified in each of the key towns, market towns and local service centres.
- Subject to extensive debate through the series of Local Plan Working Group sessions – which including accepting revisions to proposals based on feedback from Town and Parish Councils for example Dereham, Necton and Garboldisham
- For each of the preferred site, the consultation document identifies an initial list of key development considerations. Will take the opportunity of the consultation to invite further feedback, which will then allow allocation policies to be included in the final Local Plan.
- The document also identified alternative sites and why these are not preferred

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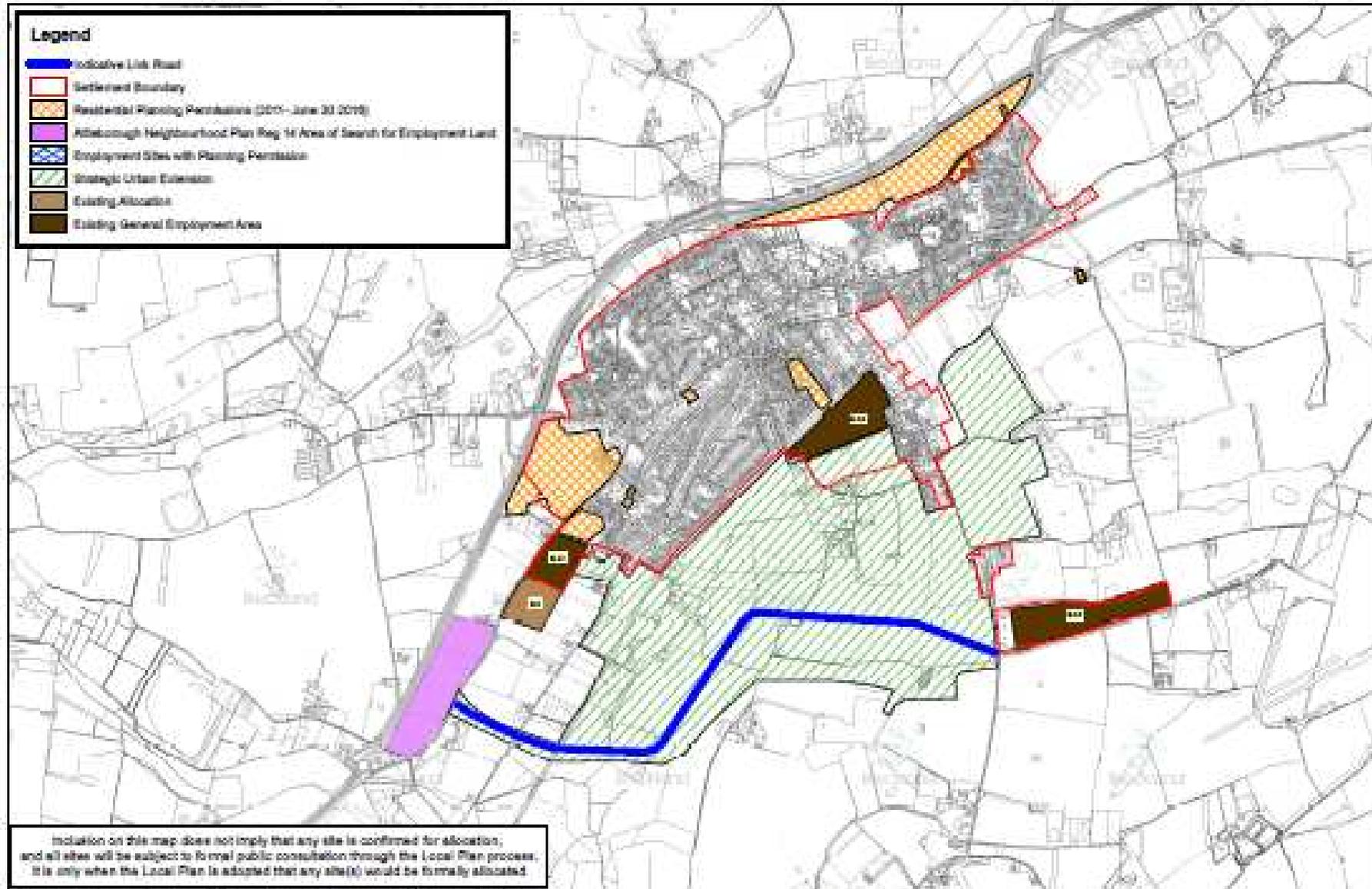


Attleborough

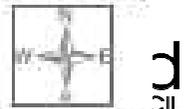
- The Attleborough SUE is being carried forward from the previous plan.
- Employment provision to be identified via the Neighbourhood Plan
- As a consequence, no plan included within the interim document as proposed.
- However, scope to include settlement plan to illustrate:
 - Proposed boundary of the SUE and route of the spine road based on latest representations from developer
 - Attleborough Neighbourhood Plan Reg 14 Area of Search for Employment Land
 - Existing Planning Permissions
 - Settlement Boundary



Attleborough



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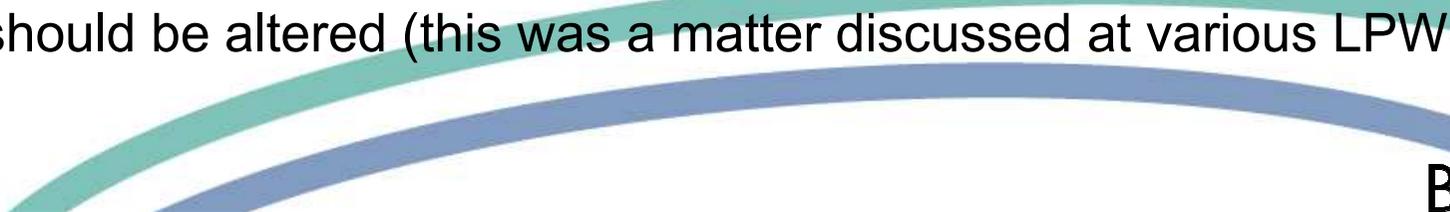


Dereham

- Selection of preferred sites has had regard to findings of the Dereham Transport Study.
- That study included an assessment of trips (i.e where journeys to).
- This helps understand the likely impact on new development on the local highway network, on the assumption those living in new houses have the same trip patterns.
- The study shows that:
 - 23% of trips within the service centre, so wherever development located this would worsen conditions at the key junctions in the centre of town.
 - Trips to south (27%), Trips along A47 East and West (35%), Trips to North (15%)
- The absence of a clear focus on trips in any particular direction away from Dereham, mitigates the need to screen out any particular location from consideration

Rural Areas / Settlement Boundaries

- New two tiered approach to development in rural areas proposed. Subject to debate at LPWGs and Overview and Scrutiny.
- Approach allows for more development in those villages with 3 of 5 services and facilities compared to those without (up to 10% growth opposed to 5%, and plots of up to 5 units rather than 3).
- 16 settlements meet the criteria, which will also have a settlement boundary.
- List scrutinised through the LPWG sessions
- Inviting feedback during the consultation on the approach to development and also whether amendments should be made to settlement boundaries in line with the revised policy approach.
- Also asking whether the thresholds in PD05B in terms of cluster size should be altered (this was a matter discussed at various LPWGs).

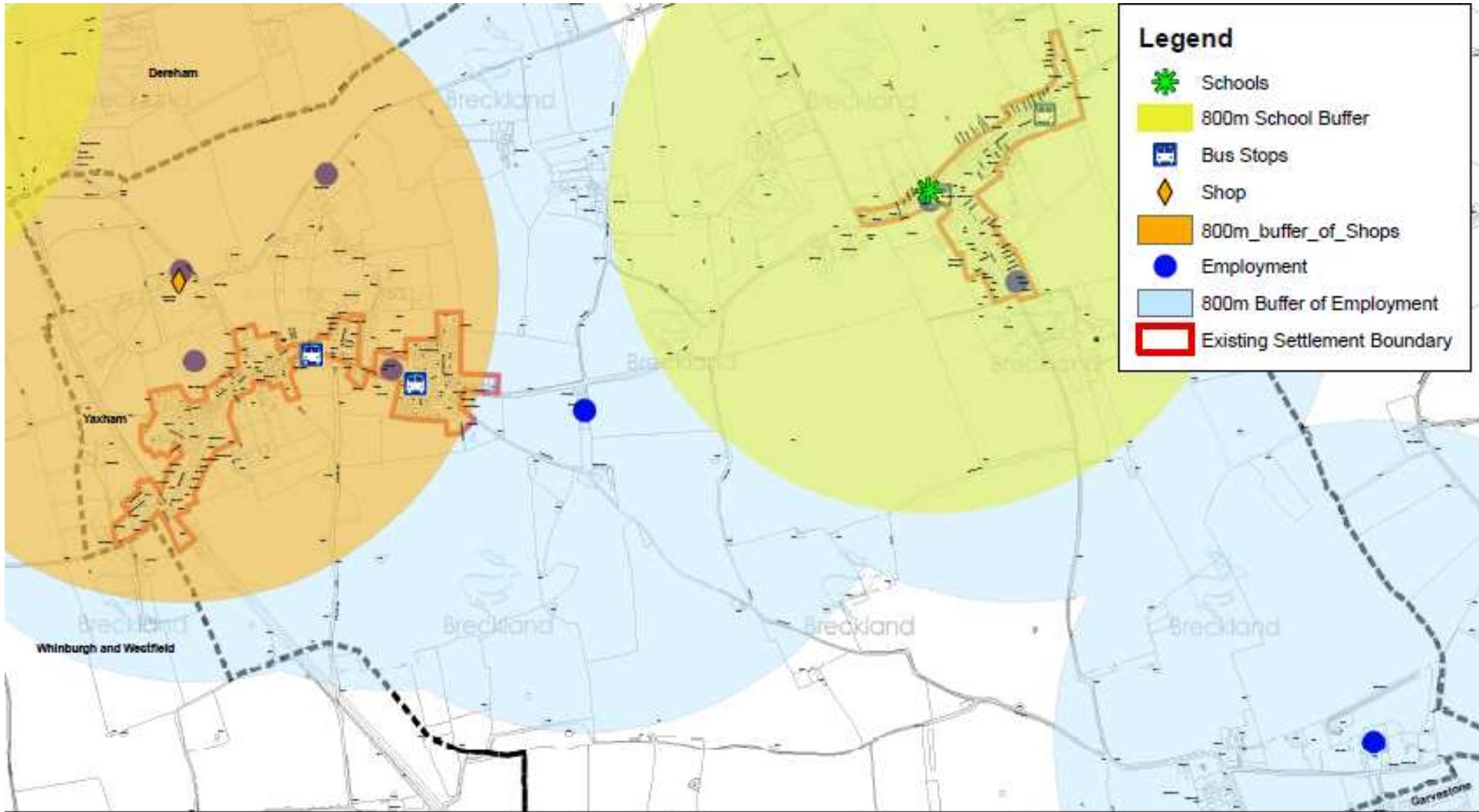


Yaxham

- Previous LDF established principle of having a two part settlement boundary – which has formed the basis of the assessment of the criteria.
- Judgement call on extent of local employment. Identified the following active local businesses – which are shown on the attached map:
 - Kennels
 - Primary School
 - Yaxham Waters
 - John Nichols and Sons Builders (not shown in map as only used as a contracts vehicle yard)
 - RG Maintenance Services
 - Jungle PR Ltd
 - Eaglehawk Properties – Holiday letting
 - Clinton Cottage – Self Contained Holiday let
 - Natures Path Holidays – Holiday letting

Yaxham

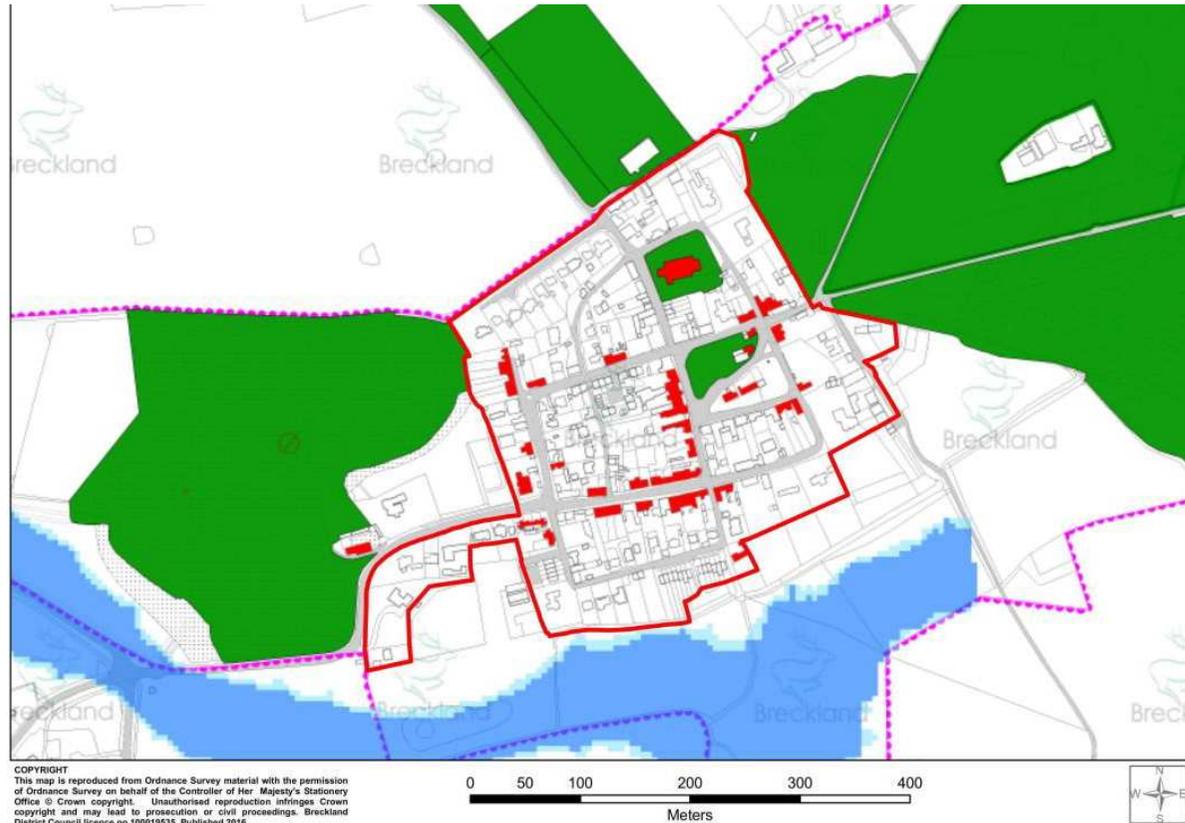
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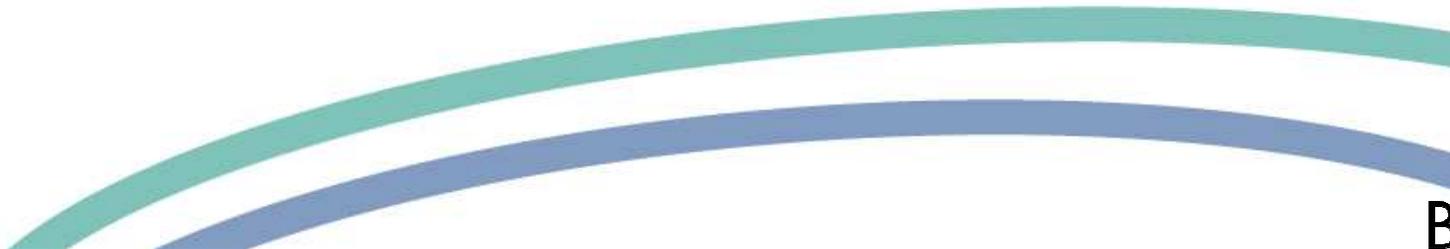
New Buckenham

- AT the LPWG it was agreed that the settlement boundary be retained in line with Policy PD05A.
- This wasn't reflected in the draft interim consultation document, and will need to be rectified prior to publication.
- Proposed to retain without amendments



Dereham Transport Study

- A technical highway engineering study intended to inform the Local Plan making process in terms of providing an understanding of the current position and the impact of different levels of housing growth on the local highways network.
- The study looks at the present positions and the anticipated position in 5-10 year blocks in 2015-2020, 2021-2026, 2027-2036 to cover the Local Plan period.
- Considered four growth scenarios (ranging from 6% - 18% growth), of which scenario 3 (10%) is most closely aligned to the currently proposed development approach (proposed growth level of 1493 dwellings against the emerging target of 1540).



Dereham Transport Study

- The existing highways network is already over capacity in the peak hours at the Tavern Lane / Yaxham Road signalised junction (Stage 0)
- Through the modelling of the 10% growth scenario – there would be capacity issues at a further two junctions by 2021-2026 (Stage 2) with a further two at risk. 7 of the 9 junctions identified as being over capacity at the end of the plan period (Stage 3)

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Ref	'10% 'High' Growth Scenario	Stage 0: 2015	Stage 1: 2015-2020	Stage 2: 2021-2026	Stage 3: 2027-2036
1	Tavern Lane / Yaxham Road signals	Over-capacity	Over-capacity	Over-capacity	Over-capacity
8	Yaxham Road / Greens Road signals	Adequate capacity	Adequate capacity	Over-capacity	Over-capacity
2	A47 / Yaxham Road roundabout	Adequate capacity	Adequate capacity	Risk of over-capacity	Over-capacity
3	Station Road / Matsell Way signals	Adequate capacity	Adequate capacity	Risk of over-capacity	Over-capacity
4	Tavern Lane / South Green	Adequate capacity	Risk of over-capacity	Over-capacity	Over-capacity
5	Shipdham Road / Westfield Road	Adequate capacity	Adequate capacity	Adequate capacity	Over-capacity
6	Cemetery Road / Swanton Road	Adequate capacity	Adequate capacity	Adequate capacity	Adequate capacity
7	Yaxham Road / Westfield Lane	Adequate capacity	Adequate capacity	Adequate capacity	Risk of over-capacity
9	Shipdham Road / School Lane	Adequate capacity	Adequate capacity	Adequate capacity	Over-capacity
10	Burgh Lane, Mattishall	Adequate capacity	Adequate capacity	Adequate capacity	Adequate capacity

Dereham Transport Study

- Commission further work by WYG, including further modelling / assessing the precise impacts now the preferred distribution of development in Dereham and surrounding Service Centres is known.
- Work with County Council to:
 - undertake the next level of detailed design work and safety audit around key junction capacity improvements works
 - Refine costs estimates and potential to phase implementation
 - Identify funding for the required improvements to transport infrastructure
 - Development appropriate policies, including for allocations sites
- Link all the above into the IDP which will accompany the Local Plan, seeking to address all capacity issues up to 2036 where funding can be secured.

