



# **Great Yarmouth Local Development Framework**

## **Analysis of Responses to the Great Yarmouth Core Strategy (Issues and Options) Stage 2**

**Paper 1 – Hierarchy of Settlements**

**Paper 2 – Developer Contributions**

## **Contents**

<b>Introduction</b>	<b>3</b>
<b>Hierarchy of Settlements Results and Preferred Option</b>	<b>4</b>
<b>Developer Contribution Results and Preferred Option</b>	<b>9</b>
<b>Appendix 1: Settlement Analysis</b>	<b>13</b>

## Introduction

Between Monday 24 October 2005 and Monday 5 December 2005 Great Yarmouth Borough Council invited representations on the draft Core Strategy (Issues and Options Stage 1) document. The main objective of the paper was to inform the community and stakeholders of the main issues facing the Borough of Great Yarmouth and sought your preferred options for dealing with those issues. To engage with a wider audience and take the opportunity to explain the new planning system further we also arranged a number of Planning Roadshows and held a Workshop alongside the Local Transport Plan Consultation on 24 November 2005.

In total, 102 (21%) responded to the Core Strategy (Issues and Options Stage 1) paper from a total 482 letters sent out. 72 (70.5%) completed the questionnaire, 29 (28%) responded by letter, but did not complete the questionnaire, and 1 responded electronically. A summary of the responses received to the options on the Great Yarmouth Core Strategy (Issues and Options) paper is available on the Council's website. It must be noted that greater detail on the responses is given in an '*Analysis of the Core Strategy Questionnaire*' document also available on the Council's website [www.great-yarmouth.gov.uk](http://www.great-yarmouth.gov.uk).

The Core Strategy Preferred Options draws in particular on the response to the representations received at stages 1 on the Core Strategy (Issues and Options).

It is important that we prepare a development plan that meets the needs of the Borough and the community of Great Yarmouth. Following analysis of the responses received for the draft Core Strategy (Issues and Options Stage 1), the Council felt it necessary to carry out a Stage 2 consultation on the draft Core Strategy (Issues and Options) and seek your preferred options on the issues contained in the following documents:

- Hierarchy of Settlements (Paper 1)
- Developer Contributions (Paper 2)

This document summaries your responses to the options on the Great Yarmouth Core Strategy (Issues and Options) Papers 1 & 2 and details the preferred option. There are occasions when the preferred option chosen by the public and stakeholders is rejected. The document provides reasoning and justification for the rejected approach.

# Hierarchy of Settlements (Paper 1)

## Introduction

To support the spatial strategy and to assist in making choices about where new development should be located, it was necessary to understand the appropriate role and function of each settlement in the Borough both now and in future. In general, it is not anticipated that the relative size of settlements will change significantly but in some cases their functions need to be enhanced or strengthened, particularly where this will enable needs to be met locally leading to the creation of more sustainable communities. Identifying roles and functions can be aided by establishing a settlement classification or hierarchy. This will help to identify those settlements where most development should take place and others where development ought to be limited, with the overall intention of creating sustainable settlements.

The settlement hierarchy provides a framework for managing the scale of development in different locations. In combination with other policy areas (such as that concerning the location of housing) it indicates the amount of growth that might be allowed to occur in particular places. As well as providing guidance for 'windfall' schemes (i.e. development proposals on unallocated sites), the hierarchy also helps to guide the search for sites at the time that specific allocations are considered.

The Hierarchy of Settlements paper incorporated the principle of sustainable development to identify the most sustainable locations for new development in the Borough of Great Yarmouth. In doing this, due regard was taken of the Regional Planning Guidance for East Anglia (RPG6), the draft Regional Spatial Strategy for the East of England (RSS14), the Norfolk Structure Plan and National Planning Policy Guidance/Statements. These documents require local planning authorities to concentrate development within the region's urban areas and seek to achieve at least 60% of all new development on previously developed land.

## The Assessment Method

The suggested criteria to assist the identification of Key Service Centre locations for development are contained in the draft Regional Spatial Strategy for the East of England Plan (RSS14). For the purpose of the settlement analysis the criteria in draft RSS14 was interpreted as follows:

- **Range of shops and services:** Food stores that meet most weekly shopping needs and provide an element of choice, together with non-food outlets, a post office and pub.
- **Doctor's surgery:** Whether there is a surgery in the settlement.
- **Access to education:** All the settlements covered by the assessment have a primary school, so the analysis focuses on access to secondary schools. Places are given a positive score if secondary education is available either within the village, or can be reached easily by foot or cycle (a distance of less than 5km along a route that is suitable for cycling).
- **Local employment opportunities:** The settlement has an industrial estate/business park, or is home to one or more major employers (i.e. a business with 100+ jobs).
- **Good access to higher-order centres:** The draft RSS focuses solely on public transport, but ease of access by foot or cycle is also relevant. Places are therefore given a positive score if either: (a) an hourly (or better) bus service operates to a market town or city between 7am and 7pm Monday to Saturday; or (b) a market town or city can be reached easily by cycle (defined in the same way as access to schools).

The comparative list of facilities in each settlement (refer to appendix 1) was used to help assess which were sustainable locations for future development. In broad terms, new development in settlements higher up the hierarchy will be more sustainable because:

- It will support the existing economy and/or enable the provision of new economic opportunities to promote high and stable levels of economic growth and employment;
- It will support existing social facilities and/or enable the provision of new social facilities to promote social progress to meet the needs of everyone;
- It will enable the effective protection of the environment by locating it away from areas of acknowledged environmental importance, such as Area of Outstanding Natural Beauty; and
- It will enable the prudent use of natural resources by its location near existing employment opportunities and social facilities, and therefore the minimisation of length and number of journeys by private car.

However, Draft RSS14 indicates that the criteria is not a rigid 'test'. However, a village that failed to meet the majority of these tests would not be the type of settlement to which the key Service Centre designation is intended to apply.

The results of this assessment are contained in appendix 1 and set out in the Hierarchy of Settlements Paper 1. Settlements are ranked according to the number of criteria that they meet, with five places meeting all five criteria: Great Yarmouth (Main Town), Gorleston (Main Town), Bradwell, Caister and Martham.

## **The Consultation**

The paper incorporated the principles of sustainability to assess the hierarchy of settlements to identify the most sustainable locations for new development. Drawing on the analysis of the characteristics of each settlement, as set out in the Regional Spatial Strategy and in appendix 1 of this paper, it divided the Borough of Great Yarmouth into four categories:

**Category 1:** Main Towns

**Category 2:** Key Service Centres

**Category 3a & 3b:** Larger Villages

**Category 4:** Smaller Villages

The Hierarchy of Settlements paper concentrated, in particular, on those settlements beneath the main towns of Great Yarmouth and Gorleston as it was clear from the results of the consultation on the Core Strategy (Stage 1) that the preferred location for development was in sustainable locations in the main towns. The results of the consultation at stage 1 confirm the findings:

## **Comparison with the Core Strategy (Issues and Options Stage 1) Responses**

Respondents were asked to complete a questionnaire covering a wide range of issues and options. Respondents were asked to specify their preferred locations for housing and employment. The results were as follows:

### **Preferred Location for Housing**

From the representations received the majority of respondents (81%) supported the option to provide for homes on previously developed land (brownfield) in the main urban areas of Great Yarmouth and Gorleston where there are key links to employment, transport, retail etc.

The alternative locations supported for housing development were as follows:

- on previously developed land (brownfield) in the urban areas of Bradwell, Caister, Great Yarmouth and Gorleston where there are key links to employment, transport, retail etc (79%).
- on previously developed land in and around the main urban areas and within the larger villages (68%).
- on brownfield land throughout the Borough of Great Yarmouth (71%).

When comparing the percentages of support for each option against each other, the preferred option for housing development remains on previously developed land (brownfield) in the main urban areas of Great Yarmouth and Gorleston where there are key links to employment, transport, retail etc, with 28%.

### **Preferred location for Employment**

From the representations received the majority of respondents (82%) supported the option to allow economic development on other previously developed non-residential sites in the developed area, but only those sites with good transport links and infrastructure.

The other locations supported for economic development were as follows:

- in the main urban areas (63%).
- in the larger villages (58%).

When comparing the percentages of support for each option against each other, the preferred option (41%) for employment development is on other previously developed non-residential sites in the developed area, but only those sites with good transport links and infrastructure.

### **Main Towns**

The Great Yarmouth Borough – Wide Local Plan (2001) does not identify a clear definition between ‘market towns’, ‘key service centres’ and other smaller villages. As stated in the adopted Great Yarmouth – Borough Wide Local Plan (2001) settlement hierarchy, all new housing development should be located, as far as practicable, close to the main urban areas of Bradwell, Caister, Great Yarmouth and Gorleston.

Great Yarmouth and Gorleston possess a far wider range of shops and services than other places in the Borough, helping to reduce the need to travel for their residents. They also offer a range of employment opportunities. Caister has a greater range of shops and services compared to Bradwell, however, it is far less than what is offered in Great Yarmouth and Gorleston. Furthermore, both Caister and parts of Bradwell have limited access to local employment opportunities compared to Great Yarmouth and Gorleston.

In principle, Great Yarmouth town and Gorleston’s relative wealth of jobs make them the most sustainable parts of the Borough for any further housing and growth. Furthermore, Great Yarmouth is relatively self contained and has the smallest net out commuting figures as well as the smallest gross commuting flows in the County. More people commute outside the Borough than commute into the Borough<sup>1</sup>.

In the specific case of Bradwell and Caister, their facilities clearly do not support a designation as a Market Town in sustainable terms. Bradwell and Caister are identified as areas for urban development in the Great Yarmouth Borough – Wide Local Plan (2001) and while they may lack the range of facilities to merit retaining this designation, their close physical and functional ties with Great Yarmouth and Gorleston need to be taken into account in any decisions about housing and employment land allocations. There is little distance between the main urban settlements, so people living in Bradwell and Caister have relatively good access to the facilities and employment opportunities offered by both Great Yarmouth and Gorleston. For Bradwell in particular there are strong links to Gapton Hall and Harfreys Industrial Estate.

---

<sup>1</sup> Great Yarmouth draft Sustainability Scoping Report (2006)

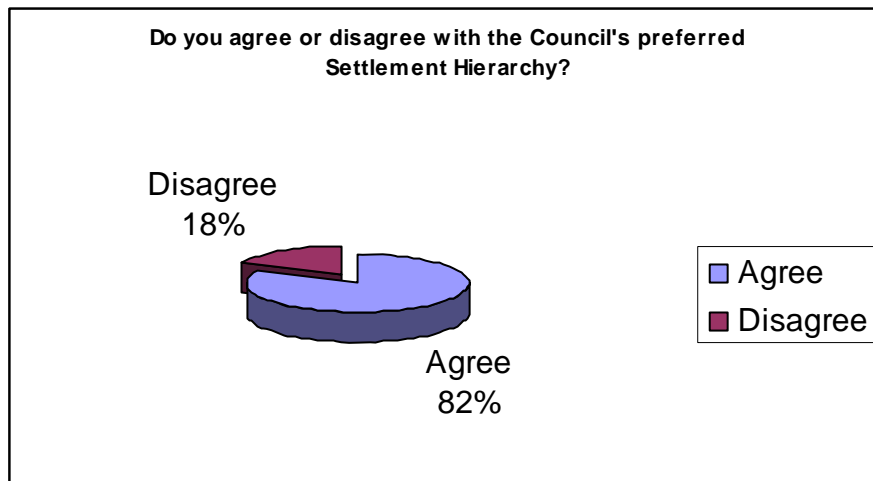
Bradwell and Caister are also served by a relatively good bus service to Great Yarmouth and Gorleston and are within cycling distance, however, access to the employment areas of Gapton Hall and Harfreys are poorly served by public transport. These circumstances are reflected in their suggested designation as Key Centres set out in the next section.

To build further on the results of the Core Strategy Stage 1, the following hierarchy was considered by the public in the Hierarchy of Settlements Paper:

**Do you agree or disagree with the Council's preferred option for the Hierarchy of Settlements based the analysis given in the report?**

<b>Most Preferred</b>	<b>Category 1 Main Towns</b>	Great Yarmouth and Gorleston
	<b>Category 2 Key Service Centres</b>	Caister and Bradwell
	<b>Category 3a &amp; 3b Larger Villages</b>	<b>Category 3a:</b> Hemsby, Hopton-on-Sea, Ormesby St Margaret, Martham, Belton, <b>Category 3b:</b> Filby, Fleggburgh and Winterton
<b>Least Preferred</b>	<b>Category 4 Smaller Villages</b>	Mautby, Thurne, West Somerton, Stokesby, Ormsby St Michael, Fritton with St Olaves, Burgh Castle, West Caister, Repps, Rollesby and Runham

**Response:** From the 36 responses received, 18 (82%) of respondents supported the preferred hierarchy of settlements with only 4 (18%) disagreeing with the proposed Hierarchy.



**Key Service Centres**

Martham met all five sustainable criteria, as identified in the draft Regional Spatial Strategy, and on this basis was considered in consultation as a key Service Centre. However, while Martham did meet all five criteria and considerable residential development has taken place over the period of the Great Yarmouth Borough – Wide Local Plan (2001), the village of Martham had largely retained its character. The village development limit in Martham is tightly drawn in order to conserve this character both of the village and the surrounding countryside. It was considered that major development in Martham would detract from the

character of the village and, therefore, in the opinion of the authority did not merit a designation as a key Service Centre.

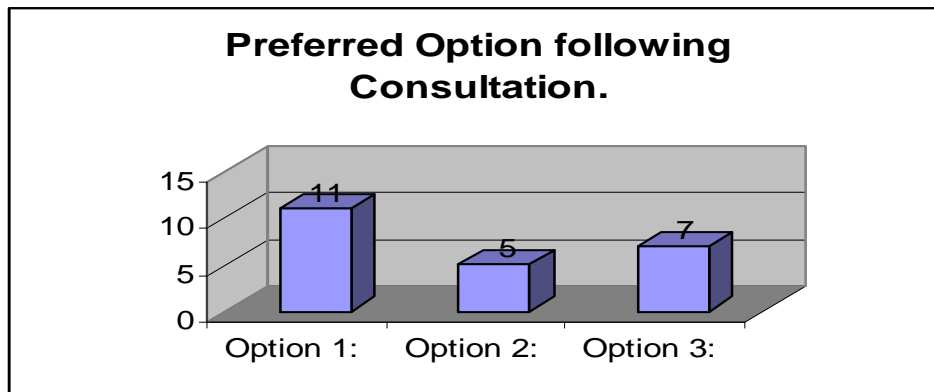
Hemsby and Hopton-on-Sea both met four of the criteria set out in the Regional Spatial Strategy and on this basis was also considered in consultation as a Key Service Centre. However, as the employment base is in the tourism sector, the employment opportunities will in the majority of cases be seasonal and, therefore, in the opinion of the authority they did not merit designation as Key Service Centres.

The following options were then debated in consultation with the public and stakeholders:

**Options for Key Centres**

**Option 1: Bradwell and Caister**  
**Option 2: Bradwell, Caister, Martham**  
**Option 3: Bradwell, Caister, Martham, Hemsby and Hopton-on-Sea**

**Response:** From the 23 representations received, 11 (47%) of respondents supported option 1: Bradwell and Caister as the preferred Key Service Centres. In total, option 2 was supported by 5 (21%) and option 3 was supported by 7 (30%).



**The Preferred Approach:** The proposed preferred option for the hierarchy reflects a combination of community and stakeholder consultation, strategic guidance and local circumstances. National and regional policies give priority to urban areas for accommodating growth. The results of the consultation have informed the preparation of draft Core Strategy policy CS 2 – Hierarchy of Settlements

# Developer Contribution (Paper 2)

## Introduction

Government advice on the use of developer contributions is currently found in Circular 05/2005 'Planning Obligations'.<sup>2</sup> The Circular points to a wide range of cases where it is reasonable for local authorities to seek developer provision for facilities and infrastructure or a contribution. In this way, planning obligations can be used to enhance the quality of development and enable proposals to proceed where they may otherwise have been refused.

Government is currently consulting on a new process of dealing with developer contributions. This is likely to involve a greater range of facilities that developers will need to contribute to, not only from residential but other developments such as retail.<sup>3</sup>

There are an extensive range of facilities and public benefits sought by Great Yarmouth Borough Council, Norfolk County Council and other service providers that could benefit from developer contributions. The majority of developments for housing will automatically require provision for open space, transport infrastructure, drainage and landscaping. Currently, Great Yarmouth Borough Council ask developers to contribute to the following as part of a large scale housing application (25 or above dwellings or 1 hectare)

- Open Space (Children's Play Equipment)
- Affordable Housing
- Community Benefits (such as Town centre Rangers)
- Transport Infrastructure (footpaths, cycleways and roads)
- Drainage and Flood Protection
- Archaeological Surveys

In addition to these, educational and transport infrastructure requirements are needed by Norfolk County Council and health provision by the Primary Care Trust (PCT). It is a statutory duty of the Council to undertake formal consultations with a range of statutory consultees. Who the Council consults will vary depending on the nature of the proposal and its location. However, Norfolk County Council and the Primary Care Trust will be consulted on all applications where there are likely to be implications for health and education.

All planning applications are currently subject to meeting the requirements of the Great Yarmouth Borough – Wide Local Plan (2001) and the emerging Great Yarmouth Local Development Framework.<sup>4</sup> The Great Yarmouth Borough – Wide Local Plan (2001) has policies for developers to make contributions towards developments. Land values in Great Yarmouth may be low, however, combined with the flood, contamination, archeological and ground condition constraints etc, developers cannot contribute to everything that the community may need as this could make the development financially unviable. Therefore, it is essential to prioritise what the developer will contribute based on the importance of the community need.

## The Assessment Method

It is important that provision is made for additional infrastructure, services and facilities resulting from new development and for their future maintenance, as well as for suitable access, parking, drainage and landscaping within the site. All new development contributes to demands on existing infrastructure, community facilities and public services. Developers will therefore be expected to contribute towards the necessary improvements or new provision to serve needs arising from their development. There was support in the Issues & Options consultation for clear and comprehensive policies in the LDF setting out where developer contributions will be required through a planning obligation. Development should not take place before the infrastructure needed by its occupants is in place. Development will only be

---

<sup>2</sup> Try this link: [www.odpm.gov.uk](http://www.odpm.gov.uk)

<sup>3</sup> Try this link: [www.odpm.gov.uk](http://www.odpm.gov.uk)

<sup>4</sup> For more information on the Local Development Framework, try this link: [www.great-yarmouth.gov.uk](http://www.great-yarmouth.gov.uk)

permitted when agreement has been reached between the relevant parties on the funding and programmed implementation of required on-site and off-site provision.

From the representations received at stage 1 consultation on the Core Strategy, respondents had already indicated that the Council should seek developer contributions from other types of development, e.g. commercial, retail, leisure and business (office, industrial or warehousing) to make improvements to open space, play space, leisure or educational facilities. Therefore, the preferred option from the following was considered:

**Option 1:** The Council should continue with the existing arrangement and seek contributions towards Open Space, Affordable Housing, Community Benefits, Transport Infrastructure, Drainage and Flood Protection and Archaeology through developer contributions from housing and other types of development, e.g. commercial, retail, leisure and business (office, industrial or warehousing).

**Option 2:** The Council should increase the range of facilities (as provided below) but seek contributions from residential developments.

**Option 3:** The Council should increase the range of facilities (as provided below) through developer contributions from housing and other types of development e.g. commercial, retail, leisure and business (office, industrial or warehousing).

**Response:** From the 27 representation received, the preferred policy approach was Option 3: The Council should increase the range of facilities (as provided below) through developer contributions from housing and other types of development e.g. commercial, retail, leisure and business (office, industrial or warehousing) with 16 (59%) responses, followed by Option 1 with 8 (29%) responses and Option 2 with 3 (11%) responses.

The representations received raised the concern that widening the range of services where contributions are sought may reduce those directed towards priority areas such as affordable housing and education provision. It was also recognised that broadening the range of requirements could also result in development proposals no longer being feasible in terms of creating inward economic investment.

The preferred option by the community and stakeholders was to increase the range of facilities through developer contributions from housing and other types of development e.g. commercial, retail, leisure and business (office, industrial and warehousing).which is not in line with Government's current guidance (Circular 5/05 – Planning obligations). However, Norfolk County Council were in favour of Option 2 to extend the list to include potential contributions being sought for Adult Social Services provision and Public Rights of Way as being in line with the Norfolk County Council's adopted Planning Obligations New County Council Standards (2006). The policy approach set out in the Core Strategy has therefore been formulated in line with the ODPM Circular 5/05 – Planning Obligations, Norfolk County Council's adopted Planning Obligations New County Council Standards (2006) and representations received on the Developer Contributions (Paper 2) on the Core Strategy (Issues and Options).

**The Preferred Policy Approach:** Option 2: to extend the list to include potential contributions being sought for Adult Social Services provision and Public Rights of Way as being in line with the Norfolk County Council's adopted Planning Obligations New County Council Standards (2006). This approach, has been formulated against the preferred approach identified through consultation, but in line with Government and Local standards.

However, the policy has been formulated prematurely to the Government's Planning Gain Supplement – PGS), which if implemented would impact on both residential and other forms of commercial development (e.g. commercial, retail, leisure and business uses) as explored in option 3 of the Issues and Options consultation. However, until such time as a PGS is introduced, current guidance (ODPM Circular 5/05 – Planning Obligations and Norfolk County Council's adopted Planning Obligations New County Council Standards (2006) formulates the

policy approach. If PGS is introduced, policy option 3 can then be revisited possibly at a later date.

### **Comparison with the Core Strategy (Issues and Options Stage 1) Consultation Responses**

Several developer contribution options were chosen as a result of the Core Strategy (Issues and Options) stage 1 consultation. In addition to what is already contributed by developers, respondents also chose the following preferred options:

- 84% of respondents said that the Council should encourage a safer environment through good urban design (designing out crime) in all new developments and where applicable secure this through developer contributions.
- 77% of respondents said that the Council should ensure any money from developer contributions is used, where applicable, for the provision of leisure and educational facilities.
- 86% of respondents said that the Council should encourage different and dual purpose uses for the existing community, educational, and leisure facilities using contributions from developers.
- 84% of respondents said that the Council should seek developer contributions from residential developments to make additional provision and make improvements to open space, leisure or educational facilities.
- 59% of respondents said that the Council should seek developer contributions from other types of development e.g. commercial, retail, leisure and business (office, industrial or warehousing) to make improvements to open space, play space, leisure or educational facilities.
- 85% of respondents said that the Council should protect against the loss of special needs housing. If such housing is lost, the equivalent should be replaced on-site, with its provision secured through the use of developer contribution.

These options were taken into account in preparation of the Developer Contributions (Paper 2)

### **Overall Conclusion**

The proposed preferred option for the Settlement Hierarchy and Developer Contribution reflects a combination of community and stakeholder consultation, strategic guidance and local circumstances. Therefore the following options have informed the preparation of the Core Strategy Preferred Options Document:

### **Settlement Hierarchy Preferred Option**

<b>Most Preferred</b>	<b>Category 1 Main Towns</b>	Great Yarmouth and Gorleston
	<b>Category 2 Key Service Centres</b>	Caister and Bradwell
	<b>Category 3a &amp; 3b Larger Villages Villages</b>	<b>Category 3a:</b> Hemsby, Hopton-on-Sea, Ormesby St Margaret, Martham, Belton, <b>Category 3b:</b> Filby, Fleggburgh and Winterton

<b>Least Preferred</b>	<b>Category 4 Smaller Villages</b>	Mautby, Thurne, West Somerton, Stokesby, Ormsey St Michael, Fritton with St Olaves, Burgh Castle, West Caister, Repps, Rollesby and Runham
------------------------	--	--

*It should be noted that the smaller villages of Burgh Castle, Ormesby St Michael, Rollesby, Stokesby, St Olaves, Thurne and West Somerton fall partly within the jurisdiction of the Great Yarmouth Borough and the Broads Authority area. Those smaller villages within this area will be subject to meeting the requirements of policies set out in the Great Yarmouth Borough – Wide Local Plan (2001), the Broads Local Plan (1997) and the emerging Local Development Frameworks for each respective authority.*

**Developer Contribution Preferred Option**

To extend the list to include potential contributions being sought for Adult Social Services provision and Public Rights of Way as being in line with the Norfolk County Council's adopted Planning Obligations New County Council Standards (2006).

## Appendix 1:

**Table 1:** Extent to which settlements in the Borough of Great Yarmouth meet the criteria.

Settlement	Population (2004)	Range of shops and services	Doctor's Surgery	Access to Secondary Education	Employment Opportunities	Good non-car access to the town centre	Number of criteria met (Out of 5)
Ashby and Oby	85	x	x	x	x	x	0/5
Belton and Browston	3,975	✓	✓*	x	x	✓	3/5
Bradwell	10,395	✓	✓	✓**	✓	✓	5/5
Burgh Castle	1,155	x	x	x	x	x	0/5
Caister-on-Sea	8,820	✓	✓	✓	✓***	✓	5/5
Filby	785	✓	x	x	x	x	1/5
Fleggburgh	945	x	✓	x	✓	✓	2/5
Fritton and St Olaves	545	x	x	x	x	x	0/5
Gorleston	23,445	✓	✓	✓	✓	✓	5/5
Great Yarmouth	24,639	✓	✓	✓	✓	✓	5/5
Hemsby	3,095	✓	✓	x	✓***	✓	4/5
Hopton-on-Sea	2,925	✓	✓	x	✓***	✓	4/5
Martham	3,195	✓	✓	✓	✓	✓	5/5
Mautby	410	x	x	x	x	x	0/5
Ormesby St Margaret with Scrabby	4,080	✓	✓	x	x	✓	3/5
Ormesby St Michael	300	x	x	x	x	x	0/5
Repps	400	x	x	x	x	x	0/5
Rollesby	1,025	x	x	x	x	x	0/5
Stokesby	295	x	x	x	x	x	0/5
Thurne	110	x	x	x	x	x	0/5
West Somerton	260	x	x	x	x	✓	1/5
West Caister	195	x	x	x	x	x	0/5
Winterton-on-Sea	1,365	✓	x	x	x	✓	2/5

\* Linked with Bradwell

\*\* Access to Gorleston

\*\*\* Holiday Caravan & Chalet Parks (Seasonal Employment)

Source: Great Yarmouth Borough Council