CABINET

Wednesday, 12 July 2017

DRAFT LOCAL PLAN (REP1509)

EXECUTIVE SUMMARY

1. Cabinet are requested to agree the First Draft Local Plan contained within Appendices A and B for public consultation.

2. The Local Plan sets out the level of growth which needs to be planned in Waveney and identifies where that growth should be located and how it should be delivered. The Plan sets out the planning policies which the Council will use to determine planning applications in its area.

Is the report Open or Exempt? Open

Wards Affected: All Wards in the District

Cabinet Member: Councillor David Ritchie
Cabinet Member for Planning & Coastal Management

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1 INTRODUCTION

1.1 The Local Plan sets out the level of growth which needs to be planned in Waveney and identifies where that growth should be located and how it should be delivered. The Plan sets out the planning policies which the Council will use to determine planning applications in its area.

1.2 The existing Local Plan, known as the Local Development Framework is made up of a number of documents including:

- Core Strategy (Adopted 2009);
- Site Allocations Document (Adopted 2011);
- Development Management Policies (Adopted 2011); and

1.3 The Government requires Local Plans to be kept up to date and reviewed at least every five years. There have also been a significant number of changes in National Planning Legislation and Policy since the last Local Plan was prepared. One of these changes is the revocation of the regional level of planning and the requirement for Council’s to identify their own objectively assessed needs for development in their Local Plans.

1.4 Given the above issues, in March 2016 Cabinet agreed a new Local Development Scheme setting out a timetable for the preparation of a new Local Plan for Waveney.

1.5 In April 2016 the Council published a consultation on the ‘Options for the new Waveney Local Plan’ which marked the first stage of consultation on the new Local Plan. In total 525 individuals and organisations responded to the consultation. Between them they made 3,428 comments. 2,210 of these comments were made on the questions in consultation document. The other 1,218 comments were made on the potential sites for development which were also part of the consultation.

1.6 Since this consultation, officers in conjunction with the Council’s Local Plan Working Group, have assessed all the comments received and have taken these into account in preparing a first draft local plan for further consultation. Appendix D to this report details how all comments were taken into account in the preparation of the First Draft Local Plan.

1.7 The First Draft Local Plan attached in Appendix A and B is proposed to be a consultation document which takes the form of what the final Local Plan will look like. The First Draft Local Plan is proposed to set out the Council’s preferred approach to planning for future growth. In addition to setting out a preferred approach, the appendices (Appendix B to this report) to the Plan also set out a number of alternative approaches and the reasons these are not preferred. This report requests the approval from Cabinet to publish the First Draft Local Plan for consultation.

2 SUMMARY OF FIRST DRAFT LOCAL PLAN

Scale and Location of Growth Proposed in the First Draft Local Plan

2.1 The First Draft Local Plan identifies a need for at least 8,223 new homes over the plan period 2014-2036 (374 per year). Of the 374 new homes needed annually, 208 need to be affordable to meet local need. However, it is unlikely that this proportion of affordable housing could be viably delivered. Therefore, allocations for housing in the
First Draft Local Plan exceed the level of housing needed by nearly 10%. The over allocation helps enable more affordable homes to delivered. Beyond this consultation further viability work on the level of affordable housing which could be supported by new development will be undertaken. As a result of this work there may be a need to further increase the provision or requirement for housing. An over-allocation also provides confidence that the overall objectively assessed will be met even if some allocated sites fail to come forward.

2.2 The plan identifies the potential for 5,000 new jobs to be created in Waveney over the plan period. Most of this jobs growth will be sectors such as health and social care, tourism, retail and construction. Around 500 net new jobs will be in sectors requiring new employment premises such as offices, factories and warehouses (falling under use classes B1, B2 and B8 of the use classes order). To ensure this growth is delivered, the plan identifies a need for 43 hectares of new employment land development. Similar to housing, the plan allocates more land than this to ensure choice and flexibility in supply.

2.3 The plan also identifies a need for at least another 2,197sqm of food store development and 11,063sqm of non-food types of retail development.

2.4 Policy WLP1.1 of the First Draft Local Plan sets out the growth targets and how growth should be distributed across the District. For housing the policy seeks to distribute growth as follows:

- Lowestoft (including Carlton Colville, Oulton, Oulton Broad, and the parts of Gisleham, Corton bordering the built up area) - 55% of housing growth
- Beccles and Worlingham - 15% of housing growth
- Halesworth and Holton - 8% of housing growth
- Bungay - 6% of housing growth
- Southwold and Reydon - 4% of housing growth
- Rural Area - 12% of housing growth

2.5 This distribution of growth is considered the most appropriate, sustainable and deliverable approach and had the most support during the consultation last year. The approach allows all market towns to expand and allows for reasonable levels of growth in villages which will help support existing services and facilities. The approach still allows for the majority of development to occur in Lowestoft as the main town in the District.

2.6 The Policy focuses employment land development mainly in Lowestoft and Beccles where there is greatest demand.

2.7 The Policy focuses 60-70% of retail and leisure development in Lowestoft Town Centre as the District’s main town centre. Beccles as the next largest town should accommodate approximately 15% of retail and leisure development. The remaining proportion of development should come from the other Market Towns, commensurate with the level of housing and employment growth.

Strategy for Lowestoft (including Carlton Colville, Oulton, Oulton Broad, and the parts of Gisleham, Corton bordering the built up area)

2.8 The First Draft Local Plan continues the focus on the regeneration of central Lowestoft as is currently proposed in the Lake Lothing and Outer Harbour Area Action Plan. The First Draft Local Plan expands this regeneration strategy to cover the town centre and the coastal parts of Lowestoft.
2.9 The plan also allocates a number of large greenfield sites for development to meet housing and employment needs:

- North Lowestoft Garden Village (either side of the A47 south of Rackhams Corner) – 1,400 homes (740 in plan period) 8.5 hectares of employment land. New primary school and local shopping centre (Policy WLP2.12)
- North of Union Lane, Oulton (former Lothingland Hospital and land to the east) – 140 new homes (Policy WLP2.13)
- North of Hall Lane, Oulton – 200 new homes (Policy WLP2.14)
- South of the Street, Carlton Colville – 800 new homes, new primary school, community centre, country park, flood risk mitigation for Kirkley Stream. (Policy WLP2.15)
- South Lowestoft Industrial Estate -20 hectares of employment land (Policy WLP2.16)
- Mobbs Way – 2.5 hectares of employment land (Policy WLP2.17)
- Oakes Farm, Carlton Colville – 30.3 hectares sport and leisure development with enabling commercial development. (Policy WLP2.18)

Strategy for Beccles and Worlingham

2.10 The strategy in the First Draft Plan for Beccles and Worlingham is for it to continue to fulfil its role as the second largest built-up area in the District. The growth proposed in this Local Plan over the next 20 years is similar to that experienced by Beccles and Worlingham over the last 20 years. However, the draft plan seeks to plan for the development in a more strategic way to ensure a greater range of infrastructure and services are provided to support the growth. The plan seeks to ensure that Beccles and Worlingham can retain their individual identities.

2.11 The strategy takes advantage of the benefits the Southern Relief Road brings by allocating a strategic development of 1,250 new homes and 5 hectares of employment land between the existing built-up area and the road (Policy WLP3.1). This development provides a logical extension to the town that can be well planned with significant amounts of green space and supporting infrastructure. The draft plan suggests this area should be developed using garden city principles. The landscape to the south of the town is of low landscape quality and has a lower agricultural land grade making it a sensible location in the town to focus growth. The existing southern part of the built up area of Beccles and Worlingham suffers from a lack of services and facilities. The infrastructure provided on the new development will provide significant benefits for those already living in south Beccles and Worlingham.

2.12 For employment growth, this Local Plan maintains the focus on the Ellough industrial area and the Enterprise Zone and allocates 12.5 hectares of employment land on part of the Enterprise Zone site (Policy WLP3.3).

2.13 Land is also allocated for a further 250 dwellings to the west of London Road (Policy WLP3.2)

Strategy for Halesworth and Holton
2.14 The strategy for Halesworth and Holton is to increase the level of housing within the town which will help deliver enhanced health and sports facilities and new employment opportunities. This will help attract younger, working age, people to the town and provide more balance to the demographics of the population. The increased levels of development will help support the town centre and enhance its role as a service centre for nearby villages.

2.15 The main site for development is the Halesworth Healthy Neighbourhood (Policy WLP4.1), which seeks to deliver 215 new homes, a new retirement community and associated healthcare facilities, new sports facilities on the proposed Halesworth Campus and improvements to the existing Dairy Hill playing fields. The delivery of this site will be an important part of delivering the overall strategy for the town.

2.16 Additional allocations in Halesworth and Holton include:
- Chediston Street – 200 homes (Policy WLP4.2)
- Old Station Road – 10 homes (Policy WLP4.3)
- Lodge Road, Holton – 15 homes (Policy WLP4.4)
- Broadway Farm – 2.5 hectares of employment land (Policy WLP4.5)

Strategy for Bungay

2.17 The strategy for Bungay allows for a modest level of growth which protects the sensitive landscape around the town which is well related to the Broads. New employment land has already been permitted to the south of the town as part of mixed use development which will help improve the self-containment of the town.

2.18 Allocations in Bungay include:
- East of St Johns Road – 85 dwellings (Policy WLP5.1)
- Rear of the High School – 220 dwellings (Policy WLP5.2)

Strategy for Southwold and Reydon

2.19 The main strategy for Southwold and Reydon is to allocate more housing to increase the range of affordable homes in the area whilst protecting the sensitive built and natural environment. There is limited scope within Southwold itself to accommodate new housing. Therefore, the focus for housing is in Reydon. Like Southwold, Reydon has limited scope to expand as it is surrounded by the Suffolk Coast and Heaths Area of Outstanding Natural Beauty.

2.20 Considering the above, only one site is allocated in the Southwold and Reydon area. Policy WLP6.1 allocates land to the west of Copperwheat Avenue for 250 dwellings.

Strategy for the Rural Areas

2.21 The strategy for the rural areas is to increase the level of housing delivered compared to recent rates of development. This is in order to help support local communities by supporting local services and allowing people the option to remain in the village which they grew up in.

2.22 The plan creates a hierarchy of villages, namely:
- Larger Villages – accommodating 70% of growth planned for rural areas
- Smaller Villages – accommodating 20% of growth planned for rural areas
  - Barnby and North Cove
  - Blundeston
  - Corton
  - Kessingland
  - Somerleyton
  - Wangford
  - Wrentham

- The Countryside, hamlets and other scattered communities - 10% of growth planned for rural areas
  - Brampton
  - Homersfield
  - Ilketshall St Lawrence
  - Lound
  - Mutford
  - Ringsfield
  - Rumburgh
  - Shadingfield and Willingham
  - Westhall
  - Wissett

2.23 The plan allocates a number of sites across the rural areas as shown in the table below.

<table>
<thead>
<tr>
<th>Policy No.</th>
<th>Address</th>
<th>No. of Homes</th>
<th>Other Uses</th>
</tr>
</thead>
<tbody>
<tr>
<td>WLP7.2</td>
<td>Land between The Street and A146, Barnby</td>
<td>45</td>
<td>Open space</td>
</tr>
<tr>
<td>WLP7.3</td>
<td>Land at The Homestead, Lound Road, Blundeston</td>
<td>16</td>
<td>Open space</td>
</tr>
<tr>
<td>WLP7.4</td>
<td>Old horticultural nursery to the north of Oakleigh, Market Lane, Blundeston</td>
<td>45</td>
<td>Open Space</td>
</tr>
<tr>
<td>WLP7.5</td>
<td>Land at the Former Garage, Somerleyton</td>
<td>10</td>
<td>Open space</td>
</tr>
<tr>
<td>WLP7.6</td>
<td>Mill Farm Field, Somerleyton</td>
<td>45</td>
<td>Open Space</td>
</tr>
<tr>
<td>WLP7.7</td>
<td>Land adjacent to Elms Lane, Wangford</td>
<td>16</td>
<td>Open space</td>
</tr>
<tr>
<td>WLP7.8</td>
<td>Land north of Wangford Road</td>
<td>22</td>
<td>Open space</td>
</tr>
<tr>
<td>WLP7.9</td>
<td>Land north of Chapel Road, Wrentham</td>
<td>60</td>
<td>Open Space</td>
</tr>
<tr>
<td>WLP7.10</td>
<td>Land west of London Road, Wrentham</td>
<td>22</td>
<td>Open space</td>
</tr>
<tr>
<td>WLP7.11</td>
<td>Land on the South Side of Southwold Road, Brampton</td>
<td>50</td>
<td>New village hall and playing field</td>
</tr>
<tr>
<td>WLP7.12</td>
<td>Land at Toodley Farm, Station Road, Brampton</td>
<td>8</td>
<td>Open space</td>
</tr>
<tr>
<td>WLP7.13</td>
<td>Land south of Hogg Lane, Ilketshall St Lawrence</td>
<td>25</td>
<td>Open space</td>
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<tr>
<td>WLP7.14</td>
<td>Between The Street and The Village Green, Lound</td>
<td>10</td>
<td>Open space</td>
</tr>
<tr>
<td>WLP7.15</td>
<td>Land south of Chapel Road, Mutford</td>
<td>8</td>
<td>Open space</td>
</tr>
<tr>
<td>WLP7.16</td>
<td>Land north of Chapel Road, Mutford</td>
<td>6</td>
<td>Open space</td>
</tr>
</tbody>
</table>
District Wide Planning Policies

2.24 The draft plan includes a number of more generic, district-wide planning policies (Policies WLP8.1 to WLP8.38) which will be used to determine planning applications for new developments. These policies will also help inform the content of Neighbourhood Plans. The policies cover:

- Housing
- Employment
- Tourism
- Retail, Leisure and Town Centres
- Sustainable Transport
- Community Services and Facilities
- Climate Change
- Design
- Natural Environment
- Historic Environment

Infrastructure

2.25 The preparation of the draft plan has involved assessing the likely infrastructure requirements to support the growth. The infrastructure requirements for each town are set out in the start of each relevant section. More details on the delivery of infrastructure area included in Policy WLP1.4 and Appendix 1 of the First Draft Local Plan.

3 HOW DOES THIS RELATE TO EAST SUFFOLK BUSINESS PLAN?

3.1 Having an up to date Local Plan for the District is fundamental to the delivery of the vision and significantly improving the economic, social and environmental well-being of the area.

3.2 The publication of the First Draft Local Plan is a key step in the production of a timely Local Plan.

3.3 Enabling -The strategic policies in the Local Plan, when adopted, will provide the framework for enabling Parish and Town councils and neighbourhood forums to develop their own Neighbourhood Plans. Continuous engagement through the Local Plan making process with Parish and Town councils and the local community will enable their aspirations to be reflected in District Council strategy and policy making.
3.4 Economic Growth – The Local Plan will also allocate land and identify the infrastructure required to deliver economic and housing growth.

3.5 Financial Self Sufficiency - Income to the Council will be generated through new development and inward investment, via the community infrastructure levy, new homes bonus and business rate retention.

3.6 The Local Plan will be significant in delivering most of the Critical Success Factors and particularly those relating to planning, housing, leisure, economic development and tourism, community health, green environment and communities.

3.7 Many of the planned actions for East Suffolk and specifically Waveney will form a part of the Local Plan and give them statutory weight in decision making and when bidding for funding.

4 FINANCIAL AND GOVERNANCE IMPLICATIONS

4.1 There are no financial and governance implications from this stage of the Local Plan process. The cost of the consultation will be covered within the agreed Planning Policy and Delivery Team budget.

5 CONSULTATION AND LOCAL PLAN WORKING GROUP

5.1 As detailed above, in April 2016 the Council published a consultation on the ‘Options for the new Waveney Local Plan’ which marked the first stage of consultation on the new Local Plan. Consultation has also taken place with Town and Parish Council’s, local schools and the Council’s Developer Forum.

5.2 Since this consultation, officers in conjunction with the Council’s Local Plan Working Group have assessed all comments and have taken them into account in the drafting of the First Draft Local Plan. Appendix D to this report details how all comments were taken into account in the preparation of the First Draft Local Plan.

5.3 The Council’s Local Plan Working Group have overseen the preparation of each section of the First Draft Local Plan and have helped shape the strategy, proposals and policies contained within the plan.

6 NEXT STEPS

6.1 It is expected that following, approval from Cabinet, the First Draft Local Plan will be published on the 28th July for an eight week consultation. Following this, comments received will be considered by officers and the Council’s Local Plan Working Group and a final Draft Local Plan will be prepared. The Final Draft Local Plan will be put before Full Council for agreement to conduct a further six week consultation before being submitted to the Secretary of State for independent examination. Following this, the Local Plan will be presented to Full Council for adoption. It is expected that the Local Plan will be adopted in mid-2018.

7 OTHER OPTIONS CONSIDERED

Do not publish the First Draft Local Plan for consultation.

7.1 Not publishing a First Draft Plan for consultation would delay the preparation of the Local Plan, and would mean the agreed timescales for preparation of the Local Plan, as set out in the Local Development Scheme, would not be met. Failure to produce a timely Local
Plan would increase the risk of poorly planned development taking place and an increase risk of planning appeals for developments not in accordance with the existing Local Plan.

8 REASON FOR RECOMMENDATION

To ensure the timely production of the Local Plan in order to ensure future growth is delivered in a sustainable and planned manner.

RECOMMENDATION

That Cabinet agree the First Draft Local Plan contained within Appendices A and B for public consultation with or without modifications.

APPENDICES – Please note that these appendices are extremely large, so will not be included within the Agenda papers for this meeting. The appendices are available to view on our website using the following link: http://www.eastsuffolk.gov.uk/yourcouncil/council-meetings-and-decisions/agendas-reports-and-minutes-of-council-meetings/waveney-district-council-meetings/2017-meetings/july-2017-meetings/ Copies will also be available in the Members Room or upon request.

<table>
<thead>
<tr>
<th>Appendix</th>
<th>Description</th>
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<tbody>
<tr>
<td>Appendix A</td>
<td>First Draft Local Plan</td>
</tr>
<tr>
<td>Appendix B</td>
<td>First Draft Local Plan Appendices and Map Book</td>
</tr>
<tr>
<td>Appendix C</td>
<td>Sustainability Appraisal</td>
</tr>
<tr>
<td>Appendix D</td>
<td>Analysis of the ‘Options for the new Waveney Local Plan’ Consultation</td>
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BACKGROUND PAPERS Please note that copies of background papers have not been published on the Council’s website but copies of the background papers listed below are available for public inspection free of charge by contacting the relevant Council Department.

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<thead>
<tr>
<th>Date</th>
<th>Type</th>
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<tr>
<td>28th June 2017</td>
<td>Equality Impact Assessment Screening</td>
<td>Planning Policy and Delivery Team</td>
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<tr>
<td>28th June 2017</td>
<td>Draft Habitat Regulations Screening Assessment</td>
<td>Planning Policy and Delivery Team</td>
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