

Borough Council of
**King's Lynn &
West Norfolk**



**Borough Council of King's Lynn and West Norfolk's
Response to
the Issues and Questions raised by Inspector David
Hogger
in relation to the
King's Lynn and West Norfolk Local Plan:
Site Allocations and Development Management
Policies**

Issue 34: Stoke Ferry (G.88)

**Examination
November 2015**

Table of abbreviations used with the Council's Statements

| Abbreviation | Full Wording |
|--------------|--|
| AONB | Area of Outstanding Natural Beauty |
| BCKLWN | Borough Council of King's Lynn and West Norfolk |
| BDC | Breckland District Council |
| CLG | Communities and Local Government |
| CITB | Construction Industry Training Board |
| CS | Core Strategy |
| DM | Development Management |
| DPD | Development Plan Document |
| EA | Environment Agency |
| FDC | Fenland District Council |
| FRA | Flood Risk Assessment |
| GI | Green Infrastructure |
| GTANA | Gypsy and Traveller Accommodation Needs Assessment |
| ha | Hectare |
| HELAA | Housing and Economic Land Availability Assessment |
| HLF | Heritage Lottery Fund |
| HRA | Habitats Regulation Assessment |
| HSEHA | Health and Safety Executive Hazard Areas |
| IDB | Internal Drainage Board |
| KRSC | Key Rural Service Centres |
| KLATS | King's Lynn Area Transportation Strategy |
| LDS | Local Development Scheme |
| LLFA | Lead Local Flood Authority |
| LPSO | Local Plan Sustainability Objectives |
| NCC | Norfolk County Council |
| NE | Natural England |
| NP | Neighbourhood Plan |
| NPPF | National Planning Policy Framework |
| NORA | The Nar Ouse Regeneration Area |
| NWT | Norfolk Wildlife Trust |
| OAN | Objectively Assessed Need |
| PPG | Planning Practice Guidance |
| PPTS | Planning Policy for Traveller Sites |
| RV | Rural Village |
| RAF | Royal Air Force |
| RLA | Residential Land Assessment |
| SA | Sustainability Appraisal |
| SAC | Special Area of Conservation |
| SADMP | Site Allocation and Development Management Policies Plan |
| SCI | Statement of Community Involvement |
| SEA | Strategic Environmental Assessment |
| SFRA | Strategic Flood Risk Assessment |
| SHMA | Strategic Housing Market Assessment |
| SHLAA | Strategic Housing Land Availability Assessment |
| SMP | Shoreline Management Plan |
| SPA | Special Protection Area |
| SSF | Site Sustainability Factors |
| SSSI | Site of Special Scientific Interest |
| SuD | Sustainable Drainage systems |
| SVAH | Smaller Villages and Hamlets |
| SWMP | Surface Water Management Plan |
| THI | Townscape Heritage Initiative |

34.1

Is there evidence that the Council's approach to development at Stoke Ferry is not justified, sustainable, viable, available or deliverable? If such evidence exists what alternatives are available and have they been satisfactorily considered by the Council?

1. Introduction

1.1 The Council's Sustainability Appraisal (SA01) demonstrates that of all proposed options for growth the sites listed below are considered the most sustainable options for development in Stoke Ferry:

- G88.1 Stoke Ferry – Land South of Lark Road/Wretton Road
- G88.2 Stoke Ferry – Land at Bradfield Place
- G88.3 Stoke Ferry – Land at Indigo Road / Lynn Road

1.2 This is further explained in the site description and justification accompanying the proposed policies, within the SADMP.

1.3 Deliverability Forms (CIV13) for the sites proposed for allocation have been prepared as follows:

- G88.1 – 27/03/2014 – Site available now, desire to deliver 2014/15 - 2018/19
- G88.2 - Site available, desire to deliver 2014/15 -2018/19
- G88.3 – 28/04/14 - Site available now, desire to deliver 2014/15 - 2018/19

1.4 Heritage clarification in relation to the policy for Site G88.3 has been sought. This is addressed in the proposed changes section of this statement.

2. Comparison of Alternative Options

2.1 The Council's Sustainability Appraisal (SA01) details the consideration of all alternative options and the reasons why these sites were not considered the most sustainable options for development. All sites in Stoke Ferry have

identified constraints due to the nature of the settlement (landscape, grade of agricultural land, highways issues and flood risk etc.) and in the interest of delivering development in a KRSC, the Council have chosen the least constrained and therefore most sustainable options for development.

2.2 Site 491, as discussed by representation 261, scored relatively highly in the Sustainability Appraisal, however the site was identified as employment land and its allocation would be contrary to Core Strategy Policy CS10 The Economy which seeks to retain land or premises currently used for employment purposes.

2.3 Site 963, as discussed by representation 904, is a large site in a location that is not as close to the services available within the settlement as the proposed allocations. Development of the site would lead to the loss of a higher grade of agricultural land (Grade 2) than other options and could have more of an impact upon the landscape than other options. The agent for the site in their representation (904) details a site for 50 dwellings this would be in excess of the dwellings considered suitable for this settlement.

2.4 As outlined in the SADMP, 14 dwellings were originally sought for allocation within Stoke Ferry. This was met with two allocations providing 15 dwellings at the Preferred Options Stage (2013), these two proposed allocations are carried forward into the SADMP as Sites G88.1 and G88.2.

2.5 Site 951, part of which is proposed for allocation as G88.3, was not considered an appropriate site for allocation at earlier stages of the SADMP, due to deliverability concerns. This situation has since been clarified via correspondence with agent (Appendix 1) and by the completion of a Deliverability Form (CIV13). Stoke Ferry Parish Council ratified a decision made at a previous Public Meeting that Site 951 should be supported for allocation (Appendix 2).

2.6 Site G88.3 (part of 951) represents a rare opportunity to bring an unused contaminated parcel of land at the centre of the settlement forward for

residential development; this would also benefit the community in the form a car parking facility and financial contributions for the upgrading of the village hall community facility. There is also the potential for enhancement to the conservation area which is adjacent to the site. The northern portion of Site 951 is excluded from the allocation area as it has already been developed and the southern portion is excluded as it lies within the development boundary.

2.7 All three of the proposed allocations would form extensions to existing residential developments and as such would be seen in the context of the existing settlement, limiting the impact upon the landscape and character of Stoke Ferry. Norfolk County Council Highways Authority have not raised objection to the sites and they all have support from the Parish Council for inclusion within the SADMP. Members of the Local Development Framework Task Group were made aware of the options and sites proposed for growth and made their decisions based upon the information provided in the SADMP process.

3. Proposed Modifications

| Pg no. | Para/Policy no. | Issue | Proposed Change | Justification | Representation Reference number/name | Comment ID |
|--------|--|---|--|---------------------------|--|------------|
| 323 | G88 Stoke Ferry Description Paragraph G.88.2 | A surgery is listed as a service/facility within the settlement and there is not one. | Remove the word 'surgery' from the paragraph | Factual correction | Stoke Ferry Parish Council (Mrs Judith Taylor) | 701 |
| 324 | Inset G88 Stoke Ferry | Difficult to identify the symbol for Stoke Ferry Car Park | Amend the shape of the Stoke Ferry Car parking symbol to match that of the one shown in the map inset legend. (Appendix 3) | Clarity | | |
| 324 | Inset G88 Stoke Ferry | Recent development has taken place to the | Amend the development boundary to the | Include recent developmen | | |

| Pg no. | Para/Policy no. | Issue | Proposed Change | Justification | Representation Reference number/name | Comment ID |
|--------|---|---|---|---|---|------------|
| | | north of Allocation Site G88.3 | north of Site G88.1. (Appendix 3) | t | | |
| 324 | Inset G88 Stoke Ferry | Recent development has taken place to the north of Allocation Site G88.1 | Amend the development boundary to the north of Site G88.1. (Appendix 3) | Include recent development | | |
| 327 | Policy G88.3 Stoke Ferry – Land at Indigo Road / Lynn Road | The policy should refer to the need for quality development that conserves and enhances the conservation area. As the site immediately adjoins the Stoke Ferry Conservation Area. | Addition of further Policy item: 7. Careful design ensuring that development conserves and enhances the Conservation Area. | In order to correctly represent the heritage assets present | Historic England (Tom Gilbert-Wooldridge) | 632 |
| 327 | Policy G88.3 Stoke Ferry – Land at Indigo Road / Lynn Road Site Description and Justification Paragraph G.88.18 | Numerical error | Replace 'Site 87.3' with 'Site 88.3' | Correction of a numerical error | | |

4. Conclusion

- 4.1 The Council considers that the proposed residential development sites for Stoke Ferry to be justified, sustainable, viable, available and deliverable. The proposed modifications will emphasise clarity when the community and developers are considering the allocations.

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Appendix 1. Site G88.3 Agent Correspondence

ADRIAN PARKER PLANNING

Adrian G. Parker, MA, MSc, DMS, MRTPI

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Detailed Policies & Sites – Preferred Options consultation 2013

Stoke Ferry

Review of Non-Preferred Site 147 [443/951]

Land between Indigo Road and Lynn Road (0.5ha)

Background

This site is listed in the consultation as a Non-Preferred Option, the summary reason being "Degree of uncertainty over deliverability of the site". However, in earlier LDF consultation stages, this site had been supported by the Borough Council's assessments, and had been the subject of favourable discussions between 2006-09 with this agent on behalf of Wells Homes (Norfolk), subsequently renamed Stoke Ferry Regeneration Ltd ("SFR").

This agent registered all of this as site 147, but it appears that further LDF submissions were registered by another consultant when planning applications were being made, but without the authority of the owners, which has confused the picture since 2009. *The LPA is now using 951 as the registered number, but this incorrectly seems to apply to land within the defined village to the south and land already developed to the north, neither of which is relevant at this stage.* A site plan is enclosed.

This land forms a central section of a larger area owned by a single company since 2005, from Lynn Road at 'Allenville' (and Salmon's Farmhouse) northward to a frontage on Furlong Road beside the Stoke Ferry Mill grain store and transport yard. The southern part of the land is defined within the settlement and the Conservation Area on the 1998 Local Plan, and planning permission was granted for housing on part in 2006; subsequently there were discussions about an increased density and more close-knit style of replacement in this part of the village scene. The northern part has recently been developed for 13 social housing units owned by Orbit Housing, and the sewers run south through this Review site to Lynn Road; but this final central section is still undeveloped and is outside the existing and proposed village Development boundary.

Site assessment

This site is 'Brownfield', and an Established Use Certificate for storage of building materials was issued in 1983. This casual use has caused it to be contaminated, requiring remediation before vulnerable uses such as residential development; the contamination is due to storage and decomposition of second-hand cement fibre sheeting which has a very low asbestos fibre content, and similar builders' unsorted small-scale rubble tipping.

The land to the north now developed for housing at Indigo Road suffered the same to a greater extent because it was more accessible from Furlong Road, but has been entirely remediated. This remaining land will need detailed assessment but the dumping and the risk is much lower moving from north to south. In the summer of 2013 the land is covered in dense bushes, but in 2011 was generally open apart from areas of bramble, and a gravel soil or cindered surface was visible with a

central access track. The surface adjacent to Orbit Housing has been scraped down and is generally bare broken chalk.

The position of the whole land ownership should be logically reviewed as part of the village and within the Development boundary. The edges of the site are visually marked by the grain store to the north, the former field wall along the east side, the 'Allenville' former petrol station and former farm yard to the south (now all demolished), and houses along Furlong Road to the west. The proposed Development boundary has not been altered since the 1994 Planning assessment, but the appearance of the land and its partial development or preparation for development is entirely changed. The central part of the land now submitted to be reviewed as an **additional Allocated site** has no possible alternative function, between two parts of what has been thought of as a single residential area in the centre of the village. There are already linking sewers through this site.

Relocation of a village hall

The recent history of development at this site has created doubts within the LPA, which are reflected in the current non-selection. In the financial climate for house building since late- 2008, optimistic phased schemes generating reasonable profit margins have not come to pass, and expectations for the landowners and for the community have been dashed. The development management planning officers are aware of this in some detail from meetings in 2012, and in September 2013. In particular the agreement to exchange land and provide a new village hall has stalled because a group of social housing contracts which would have generated the finance was reduced in 2011 to just one site here. It is still possible to envisage the hall being built, but given present values in the private housing market it requires additional finance. It is important to understand that the construction of the new Hall was a mutual exchange of land; it was not an obligation arising from the social housing scheme.

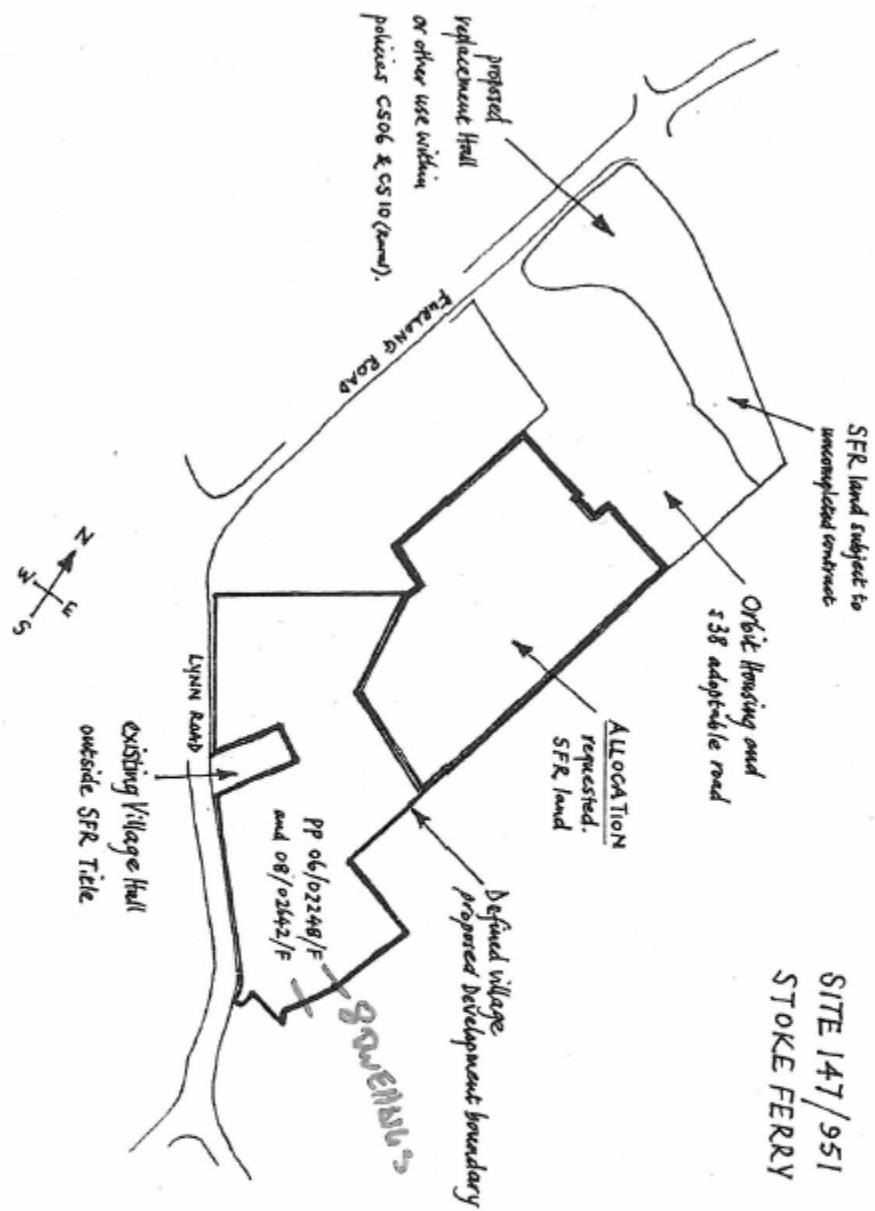
Requested action

In relation to the central section of the land, public highway access is available via Indigo Road, or could be available from the south when development off Lynn Road can be financed and sold. Any decontamination work will presumably have to be accessed from the south, rather than through an existing housing area, but thereafter the determinant is market preference and timing. If this land were to be ignored and not allocated at this stage, it would be forever sterilised and vacant – an inaccessible nuisance, as there will be no access for decontamination once Lynn Road development is viable and commenced.

The land to the north, intended for the replacement village hall, would remain a non-housing site available for a use of community benefit. If the hall is not pursued, then a similar building might be of interest to a relocated doctors' group surgery, or for local employment uses as offices and units.

The LPA is requested to recognise the degree to which this central part of the site is already integrated into the village built up area, and that its only possible future use is for housing as discussed since 2005. We are advised that a site of this size should be requested **as an additional Allocation**, and it has no technical objections in this Key Rural Service Centre village. The sketch layout now submitted [which is intended only as an *Indicative* assessment] suggests that an assumption of 12 units would be appropriate.

AGP-30.09.13



SITE 147/951
STOKE FERRY

Reference
APP DfS Stoke Ferry 003
2 Oct 2013

Ref to map with
/w representation

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Stoke Ferry Land off Furlong Road and Lynn Road

1. Present Village Hall, and car parking

The Hall Trustees are considering retaining their present site (the Hall and adjoining lean-to on west side), and seek to add car parking alongside to the west.

The land east and west of the Hall is within the development boundary, and already agreed or permitted as residential land. The area of the 2 house plots west of the Hall appears to be sufficient for c.26 car spaces. If this area is not used for houses, it would allow the same contamination sealed-in solution as used already, with parking as the final surface use.

2. Middle housing site

Site area approx. 0.47ha (1.16ac), and estimated as 12 houses on current sketch layout.

Agreement by Stoke Ferry residents and the Parish Council on their behalf will influence the KLWNBC to include this site as an allocation (or within the Village Development boundary) in the current round. If that support is maintained into the adopted plan, then a planning permission would be possible in early 2015, and would set a residential value.

It was suggested, since the same landowner has already given land for affordable houses adjacent, that further AH quota would not be required. The developer would make a commitment to provide a capital sum to the Village Hall, of £1,000 per property.

3. Alternative use of new Village Hall site

This land could not be used for additional housing off Indigo Road, because of noise from the Granary, and as a Village hall would itself have been a source of some noise and activity it made an acceptable buffer use (and a use outside the current Village Guideline).

The car park over sealed contaminated material now exists, and all of this site will have to be recovered from the Chalcroft-related company. The hall site would then be built as a small employment unit, for offices and light industrial activities compatible with the nearby housing. Comparable construction costs and lettable commercial premises have been assumed.

Overview of the package

The Hall trustees decide in principle whether to stay in the present hall, knowing that provision of temporary car parking will be allowed, and will be laid out permanently as part of the southern housing development; and a capital sum will be received from the Middle land on receipt of planning permission.

The developer SFR loses the opportunity to create a purely residential scheme at the southern end (loses 4 plots), and gives access to Hall car parking/services through the new development; but achieves certainty of inclusion in the Plan and timing for development of the Middle land, a site to seal in contaminated material, and recovers the northern land for a commercial investment.

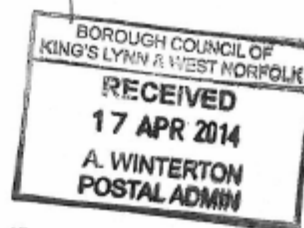
Appendix 2. Stoke Ferry Parish Council Correspondence

STOKE FERRY PARISH COUNCIL

Clerk: Mrs C Hardy
20 Oak Road, Stoke Ferry, King's Lynn, Norfolk PE33 9TX
Tel: 01366 501252
e-mail: carolhardy48@btinternet.com

14 April 2014

Messrs A Gomm & S Ashworth
Planning Department
BCKLWN
King's Court
Chapel Street
King's Lynn
Norfolk PE30 1EX



Dear Mr Gomm and Mr Ashworth

The Parish Council at their meeting on Wednesday 9 April ratified the decision made at the Public Meeting the previous evening that the parcel of land near the village hall should be included in the LDF for development in addition to the two preferred sites already set out.

I enclose a copy of the notes of the Public Meeting, as before if I have misinterpreted anything please let me know.

Thank you both for attending the meeting.

Yours sincerely

A handwritten signature in cursive script, appearing to read 'Carol Hardy'.

C A Hardy (Mrs)
Parish Clerk

✓
No
Comments

Enc

STOKE FERRY PARISH COUNCIL

PUBLIC MEETING

Held on Tuesday 8 April 2014 at the Village Hall
Commencing at 6.30pm

Borough Council of
King's Lynn & West Norfolk
RECEIVED
17 APR 2014
A. Mitchell
POSTAL ADMIN

1. Those Present: Councillors Mrs D Clements, Mrs S Lintern, Mrs M Leamon, Mrs J Stocking, P Denny, T Ryves. Borough Councillor C Sampson, County Councillor M Storey. Mrs C Hardy (Parish Clerk)

Mr S Ashworth and Mr A Gomm, Mr A Fradley, Planning Department BCKLWN, Mr Adrian Parker, Adrian Parker Planning

Mrs M Reeve, Mrs P Sewell, Mrs T Mann, Mrs J Trollope, Mrs G Boughen and Mrs G Phillips - Village Hall Committee

Approximately 10 members of the public.

2. Apologies for Absence - apologies were received from Cllr L McCarthy
3. Introductions - Cllr Mrs Clements introduced the various parties present
4. Consideration of the Way Forward for the Village Hall and Development of the Surrounding Ground:

Mrs Reeve, Village Hall Committee advised the meeting of the proposals received from the developers, there would be a monetary sum of £20,000 which would be paid in two instalments, connection to the main sewerage, new cabling and electrical works together with a car park with approximately 24-25 spaces. Most of the committee are agreeable to these proposals. It was hoped that both the Borough Council and the Parish Council would support this, also that the works be carried out prior to the commencement of houses being built.

- Why was payment of the £20,000 to be in two stages - the works would be carried out in stages, this would enable the developers to monitor the works. It has been suggested that SFR (Stoke Ferry Regeneration) carry out the connection works to the sewer as soon as the Borough Council and the Parish Council support the proposals for the outside area. The sewerage works would cost in the region of £9000.
- A query was raised about the hazardous waste on the site and how was it going to be dealt with - this would be encapsulated in clay cubes which will be buried on part of the site not being used for housing, ie under the car park. The car park land will be transferred to the Trustees once the car park is completed.
- Why not bury under the roadway - Highways would not accept this. A certificate will be produced on completion that the hazardous waste has been dealt with correctly and to Environmental Standards acceptable to the Environment Agency, who would also give the appropriate advice. There would be no comeback on the Village Hall Trustees in future years. The Borough Council would have to approve the works.

- Will the Village Hall definitely get what's on offer this time - A contract will be drawn up between SFR and the Trustees. Conditions to be included when the planning application is submitted.
- When application submitted make sure consent with conditions is included
- If no planning permission for housing some money will already have been received plus some of the works carried out.
- There could be too many properties in the village if all sites were developed, a possibility of 38-40, with not sufficient facilities. A couple of sites have previously had planning permission but no development taken place to date - The new allocation for Stoke Ferry is 30-32.
- This site would be a good site, the front section has previously had planning permission for approximately 8/9 houses. Planning permission would be sought for the middle section for approximately 12 properties. If the general consensus of the village was to go with the current proposals this area would be included in the LDF Plan.
- If no planning there would be no deal - correct
- The sewer is already in place the Village Hall would just need to be connected to the main road.
- The type of surface for the car park was raised - SFR will decide the type of surface - what types of surface are there other than tarmac, shingle/gravel not an option, would not be suitable for disabled wheelchairs, this area would be concreted. A permeable surface would be considered, open jointed block work is one option.
- The developers did not know how much asbestos was on the site when it was purchased. The site would be decontaminated first then consider building roadway over the existing sewer line. Ownership would not be transferred until the road is built.
- Will SFR be doing all the works relating to the sewer and elects - they will carry out connection to the sewer from the corner of the village hall to the main road, any plumbing in the building will be the responsibility of the Trustees. SFR will do the trench etc as first stage as soon as possible.

BC Colin Sampson advised that if backed by the Village Hall and the Parish Council he will take this forward with Mr Ashworth in the Planning Department.

Cllr Mrs Clements asked the Village Hall Committee if they were happy with the proposals put forward
6 Votes for 1 Abstention - Carried

Cllr Mrs Clements asked members of the Public if they were in favour of the village hall proposals and development on this site - **Unanimous Agreement**

Mrs Clements asked members of the Parish Council if they were in favour of the proposals and development on this site - **4 votes for 2 abstentions - Carried**

*Site specific proposals
already discussed by the BC
and the
main hall*

Cllr Mrs Stocking congratulated the Village Hall Committee for coping with all the problems they have encountered over the last couple of year. She also thanked Mr Parker for attending the meeting.

There being no further business the meeting closed at 7.40pm.

Cllr Mrs Clements thanked everyone for attending.

C Hardy
 Parish Clerk
 10 April 2014

Appendix 3: Amended Inset G88 Stoke Ferry

