

**SAHAM TONEY**  
**NEIGHBOURHOOD**  
**DEVELOPMENT PLAN**  
**2018 - 2036**



**REGULATION 14 PRE-SUBMISSION  
PUBLICATION**



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## **i. THE NEIGHBOURHOOD PLAN STEERING COMMITTEE**

The following people comprise the steering committee for the preparation of this Neighbourhood Plan and its accompanying documents, and the organisation of consultation events, etc.

Brian Hinkins, Chair, Saham Toney Parish Council	Martin Bohn, Parish Councillor
Trevor Bunce, Deputy Chair Saham Toney Parish Council	Brian Mitchell, Saham Heritage, Work Group member
Mrs Jill Glenn, Clerk to the Parish Council	Andrew Walmsley, Parishioner, Work Group member
Roger Harrold, Parish Councillor	Chris Darge, Parishioner, Work Group member
Nick Creek, Parish Councillor	Chris Blow, Parishioner, Work Group leader

## **ii. ACKNOWLEDGMENTS**

Thanks are due to all villagers, organisations and others who by participating in various consultations and events have helped shape this Plan.

We particularly thank our consultant Rachel Hogger, of Modicum Planning, for her comprehensive review of our documents, her incisive comments and her constructive support and advice, all of which have helped us strengthen the Plan and give it a sounder basis.

## **1. FOREWORD**

On behalf of Saham Toney Parish Council and the Neighbourhood Plan Steering Group welcome to the Saham Toney Neighbourhood Plan, which deals with land development in the parish over the period up to 2036.

While some may not want any changes to Saham Toney, development is nothing new. At various times our predecessors faced similar challenges. What they perhaps thought to be too modern, we now consider to be picturesque and worth preserving. So Saham Toney will continue to adapt and develop, and the purpose of this Neighbourhood Plan is to give us all the chance to influence and shape how that happens.

On behalf of the Parish Council and residents of Saham Toney I would like to thank those who have worked so hard in the production of the Neighbourhood Plan and the wider community for their ideas and participation which have shaped and determined the vision, objectives and policies that will help determine the future of the parish.



Brian W Hinkins

Chairman, Saham Toney Parish Council

Note 1: If viewing this document on screen you can navigate to any section by Ctrl+ Click to follow its link in the Contents list.

Note 2: In all parts of this Plan the term "emerging Local Plan" indicates the consultation version published by Breckland Council on 21 August 2017.

## 2. INTRODUCTION TO THE PLAN

2.1 The purpose of preparing this Neighbourhood Plan is to give the Parish formal legal influence over the use of land, and especially over applications for development. It seeks to exert that influence in a positive, sustainable manner that the Parish Council and the local community deems most appropriate, whilst complying and conforming with strategic national and district planning policy.

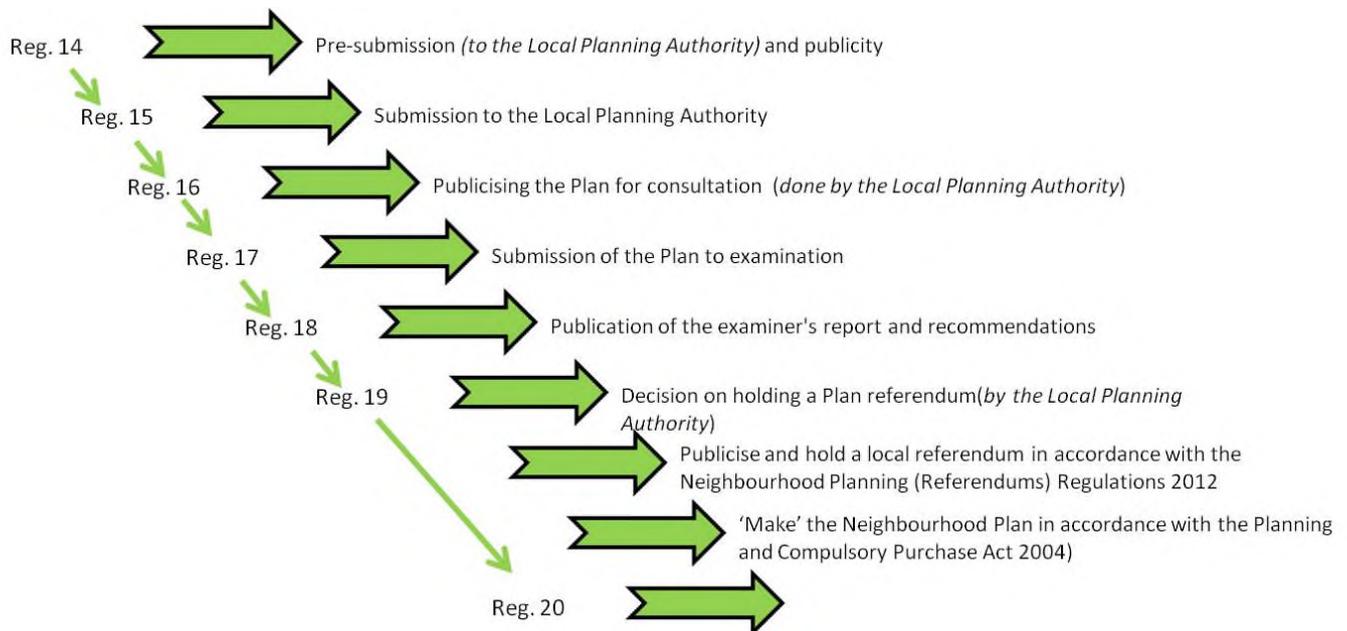
2.2 Neighbourhood planning was introduced by the Localism Act of 2011 and the Neighbourhood Planning (General) Regulations of 2012 which dictate that a Neighbourhood Plan must define policies for the development of land. It is only a plan's policies (see Section 6) that carry legal weight when planning applications are considered. Other sections of this plan are intended to support, justify and provide a context for the policies.

2.3 This Plan is divided into eight sections, each having a specific purpose as part of a unified whole with a logical flow, as follows:

Section	Purpose
1	Foreword by the Chairman of Saham Toney Parish Council to welcome readers
2	This section; giving an overall introduction to the Plan, particularly its regulatory background
3	A description of the Neighbourhood Area to provide some context for what follows
4	A summary of preliminary consultations carried out, discussion of the main issues identified and explanation of which policy deals with each of the main issues that arose
5	An overall vision statement for the Neighbourhood Area and the objectives set in order to address the identified issues
<b>6</b>	<b>The policies that will be applied to meet the objectives and fulfil the vision statement</b>
7	Parish action points setting out areas of development not related to land use that will be pursued by the Parish Council outside of the Local Development Framework
8	The approach that will be taken to monitoring and updating this Plan after it is approved ("made" being the term used for that)

2.4 This Neighbourhood Plan has been prepared in accordance with the stipulated formal process. That process is summarised in a simplified flowchart together with some explanatory text on the Plan website at [www.stnp2036.org](http://www.stnp2036.org).

The principal stages dictated by the Neighbourhood Planning (General) Regulations 2012 following the designation of a Neighbourhood Plan are shown in the chart below:



2.5 A Neighbourhood Plan must comply with strict criteria, known as basic conditions. A separate document, the Basic Conditions Statement, will be provided at the submission for the Regulation 15 stage to demonstrate this compliance. Schedule 4B, paragraph 8 (2) of the Town and Country Planning Act 1990 (amended by Schedule 10 paragraph 8 (2) of the Localism Act) sets out a series of requirements that Neighbourhood Plans must meet. A draft order meets the basic conditions if:

- i. Having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the order (see section 4 of the Act);
- ii. The making of the order contributes to the achievement of sustainable development (See the Saham Toney Neighbourhood Development Plan Sustainability Appraisal for demonstration of compliance in this respect);
- iii. The making of the order is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area (see section 6 of the Act));
- iv. The making of the order does not breach and is otherwise compatible with EU obligations (see section 8 of the Act); and

Prescribed conditions are met in relation to the order and prescribed matters have been complied with in connection with the proposal for the order (see section 3 of the Act).

2.6 A Neighbourhood Plan must be developed in consultation with everyone who lives, works or carries out business in the Neighbourhood Area and with a range of statutory bodies. Documented proof of that consultation forms part of the final (Regulation 15) submission of the Plan. A separate document, the Consultation Statement will be provided for this purpose. In addition to the statutory requirements a number of local organisations who carry out activities in the parish and other bodies have been consulted in advance of the Regulation 14 pre-submission. A brief summary of the consultation process to date is given in Section 4 of this Plan.

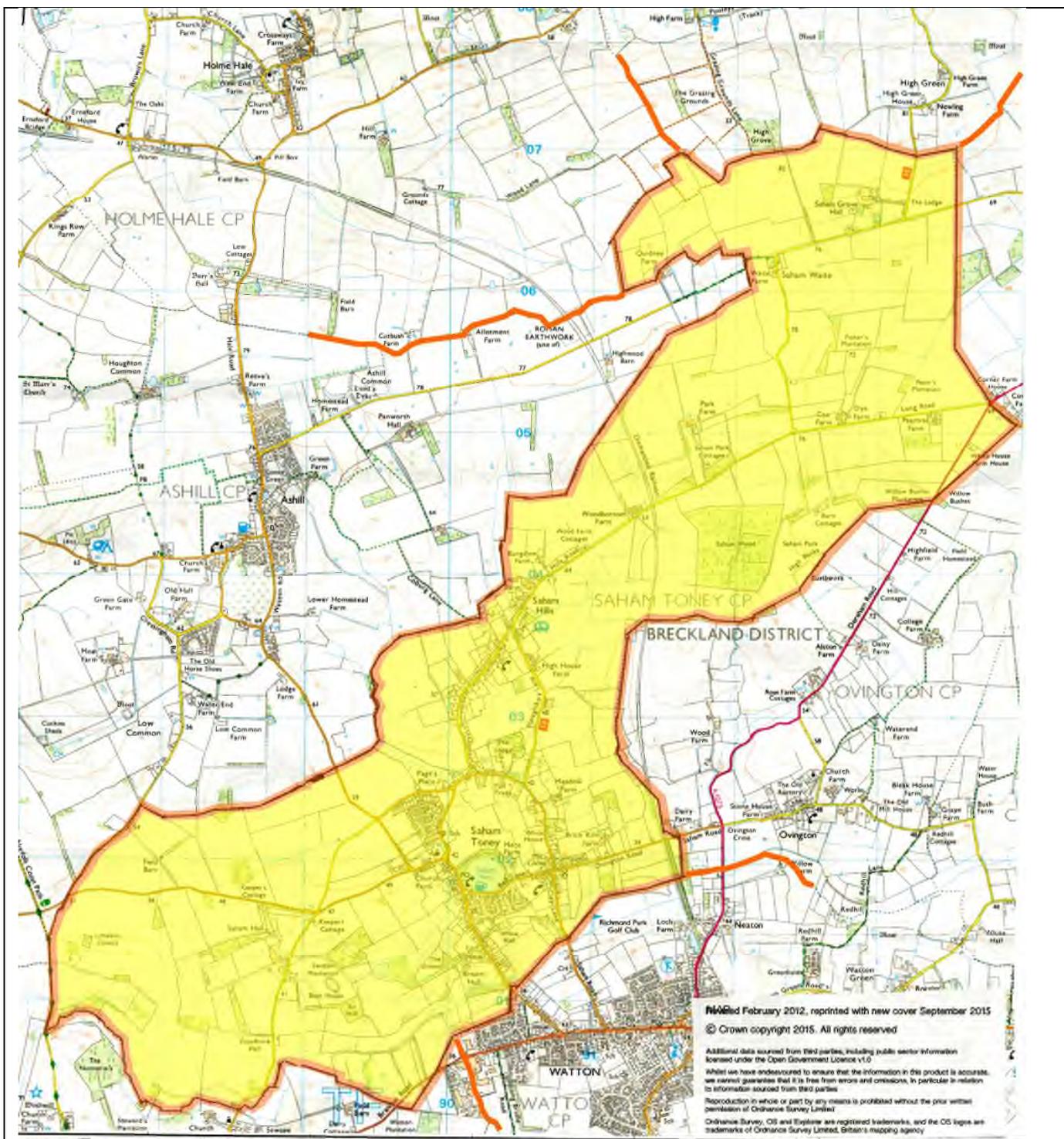
2.7 A Neighbourhood Plan must show how it will contribute to achieving sustainable development. A separate document, the Sustainability Statement, Volume 13 of the Evidence Base for this Plan, shows how this requirement is satisfied.

2.8 Breckland District Council has a duty to provide support and advice during the preparation of a Neighbourhood Plan. It is also a statutory consultee at pre-submission and submission consultation stages of the plan. Prior to the formal consultation stages, the Council has reviewed and provided input at earlier iterations of plan development.

### 3. THE NEIGHBOURHOOD AREA: SAHAM TONEY PARISH

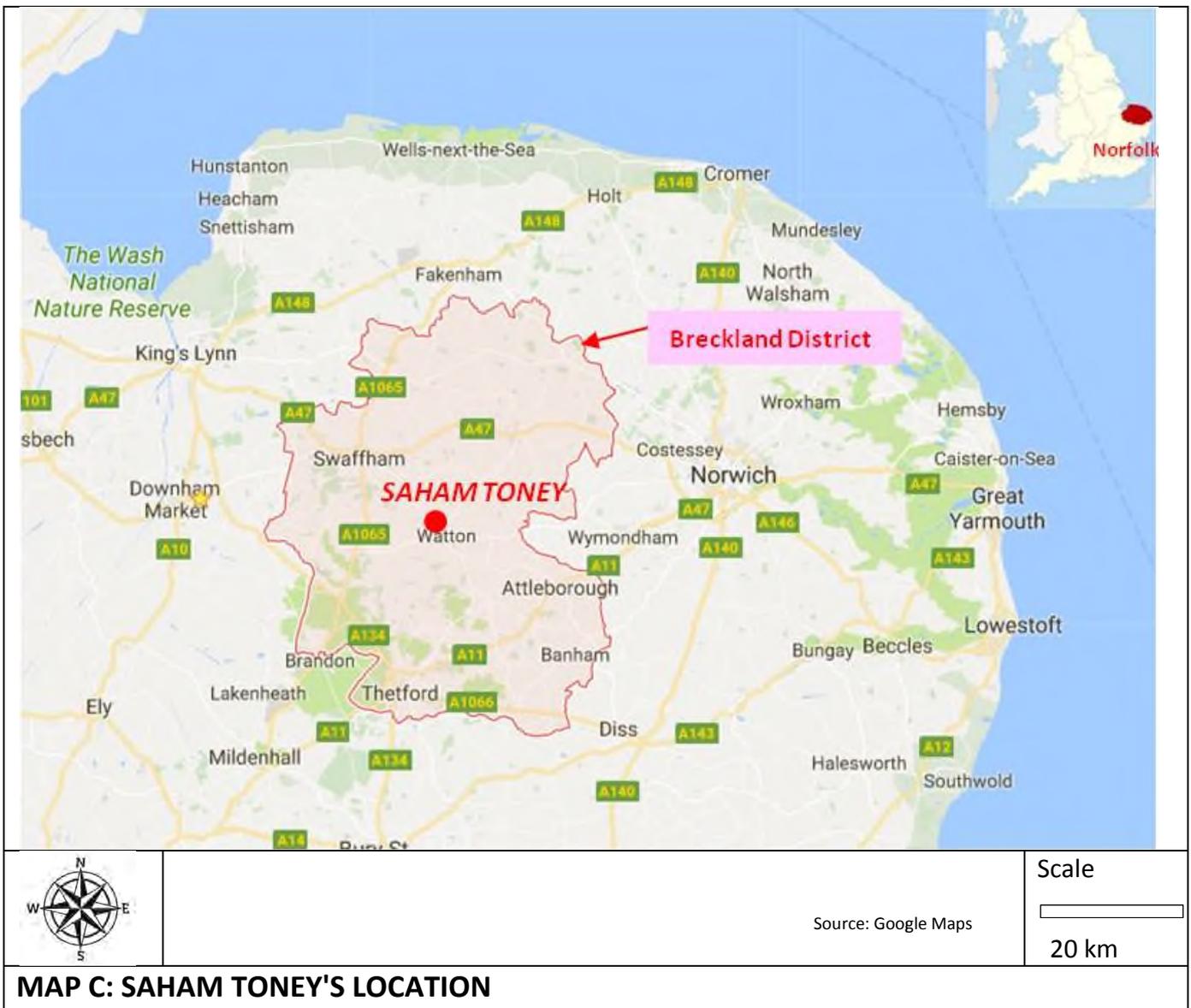
This section gives a brief overview of the area covered by the Plan. It also notes issues that arise from the location and character of the parish.

3.1 The area to which this Plan applies is defined by the Saham Toney parish boundary, and is shown on Map A. It has an area of 16.51 km<sup>2</sup> (6.37 square miles), and is very largely an open rural landscape as can be seen in Map B.



	<p><b>CIVIL PARISH BOUNDARY</b> ————</p> <p><b>NEIGHBOURHOOD AREA</b> </p>	<p>Source: Background-Ordnance Survey</p> <p><b>SCALE:</b> 1:25000</p>
<p><b>MAP A: SAHAM TONEY NEIGHBOURHOOD PLAN AREA</b></p>		





**MAP C: SAHAM TONEY'S LOCATION**

3.3 The village of Saham Toney derives the first part of its name from the old English meaning "village by the lake", referring to Saham Mere, a 12 acre body of water dating back at least 12,000 years. The second part of the village's name derives from the fact that the land was owned by Roger de Toney, a descendant of William the Conqueror's standard-bearer, who was awarded the Capital Manor in Saham by King John in 1199.

3.4 The layout of dwellings generally follows the roads, mainly in the central area around the Mere, and radiating outwards towards Watton to the south, Swaffham and Dereham to the north, Cressingham to the west and Ovington to the east. For most of the parish's history housing was set out in a ribbon pattern in single lines of development with a few small clusters of up to about 30 houses each added over time since around 1970.

3.5 Although Breckland's Adopted Core Strategy and Development Control Policies Development Plan defines Saham Toney as a Local Service Centre, the emerging Local Plan classifies Saham Toney as a Rural Settlement With Boundary. While Saham Toney has some public transport, a community centre, a primary school and some employment, it does not have a shop or its own post office, and therefore does not meet the criteria for a Local Service Centre and can only support a limited amount of sustainable development.

Issue 3.5.1: Uncertainty about Saham Toney's designation in the Breckland settlement hierarchy until the emerging Local Plan is adopted. See Policy 1 and its supporting text for the approach adopted to address this.

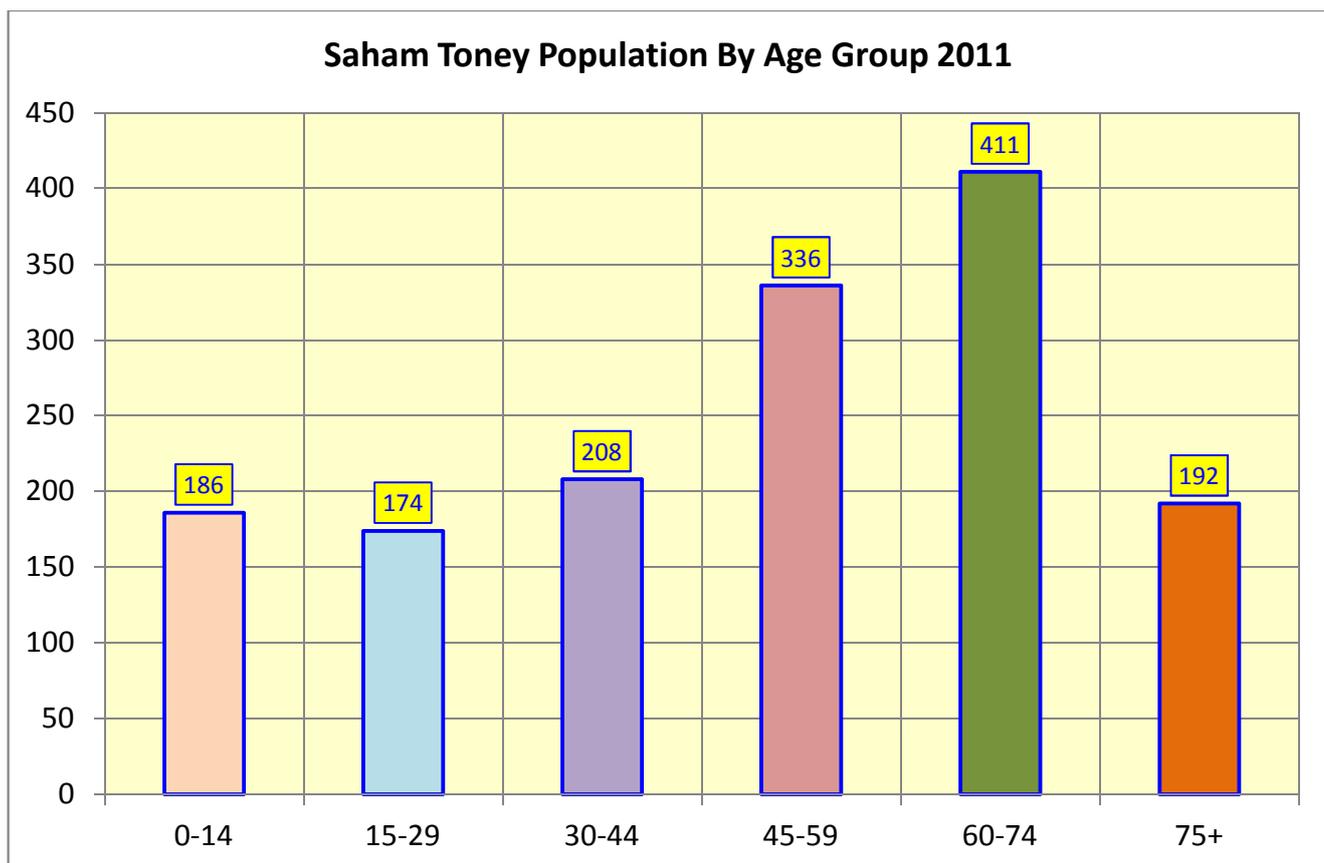
Issue 3.5.2: The limited opportunities for sustainable development. See Policy 2A and its supporting text and volume 1 of the evidence base for this Plan: Saham Toney's Key Development Constraints, for more information and the approach adopted to address this.

3.6 The emerging Local Plan allocates a combined total of 150 new homes to 17 Rural Settlements With Boundaries, but does not define a specific allocation within that for Saham Toney. Although Policy HOU 04 of the emerging Local Plan sets an upper limit to development in Rural Settlements With Boundaries, that limit cannot be readily quantified and does not apply to the entire Neighbourhood Area.

Issue 3.6.1: Lack of certainty about likely levels of development in the Neighbourhood Area. See Policy 1 and its supporting text and its reasoned justification in volume 2 of the evidence base for this Plan, for more information and the approach adopted to address this.

3.7 Saham Toney has a significantly higher proportion of older adults than Breckland, Norfolk, the East of England or England as a whole. It has correspondingly fewer young adults and children. It also has a considerably higher proportion of larger, owner-occupied homes than those 3 comparison areas.

Issue 3.7.1: The Neighbourhood Area's demographics differ significantly from those of Breckland taken as a whole. There is a lack of smaller housing for older residents who may wish to downsize, or younger people seeking a home of their own, particularly one that is within their means. See Policy 2B and its supporting text and volume 4 of the evidence base for this Plan: Housing Needs Assessment For Saham Toney Parish, for more information and the approach adopted to this. The 2011 census (as updated in January 2013) estimated the parish of Saham Toney to have a population of 1507 people in 731 households (including 52 empty dwellings). Of those, 440, or 29.2%, were aged sixty five or over, and 192, or 12.7%, were aged 75 or over. The comparative averages for the Breckland District were 21.6% and 10.2% respectively, and nationally were 16.3% and 7.8% respectively. 223, or 13.8%, were children aged 16 or under, a lower proportion than either Breckland District or nationally (18.8% and 20.1% respectively).



3.8 Saham Toney relies substantially on local and regional facilities, with neighbouring Watton being of particular importance, providing a medical practice, dental practice and veterinary facilities, pharmacies, banks, a supermarket, food and general stores, post office, newsagents, garages, restaurants, other retail outlets, a library, sports and social facilities, and a weekly market. Watton also provides secondary education although not for sixth formers, who must travel elsewhere in Norfolk. Access to Watton is reasonable for car owners, but less so for those who rely on public transport, while there is only one paved route for pedestrians (along most of Richmond Road, mostly only on the east side of that road). Further afield Dereham, Swaffham, Thetford offer a wider range

of services and facilities. The nearest rail services are at Thetford, Downham Market, Brandon, Attleborough, King's Lynn, Diss, Wymondham or Norwich. Major hospitals within the region are available only in Norwich, Kings Lynn or Cambridge.

Issue 3.8.1: The availability of services and facilities and access to them. See Policy 4A and its supporting text, volume 1 of the evidence base for this Plan: Saham Toney's Key Development Constraints, and Section 7 of this Plan, Parish Action Points for further discussion of this issue, and for the approaches adopted to address it.

3.9 Both the parish and village of Saham Toney have a distinctly rural character, which in part at least determines the social character of the area. It has a gently undulating land form, tributary streams, arable and pasture farmland and small blocks of farm woodland. The land immediately surrounding the village is predominantly pasture, enclosed by hedgerows with some areas of wet woodland, including the willow and poplar vegetation fringing Saham Mere. The south-west area is an enclosed parkland landscape of pasture, small woodland blocks, and tree lined watercourses. To the north and both east and west the landscape is more typically an open arable landscape forming the transition with a higher plateau landscape. The Breckland Local Service Centre Topic Paper, in both its May 2015 and July 2017 versions, defines much of the Neighbourhood Area as having high sensitivity to further expansion, as depicted on Policy Map 1 (part of Policy 3), taken from the Breckland Settlement Fringe Landscape Assessment. That assessment also stresses the important function of the landscape in creating the distinct rural setting of Saham Toney and the necessity of maintaining separation from Watton to maintain that setting.

Issue 3.9.1: The need to maintain a physical gap between Saham Toney and Watton. See Policy 5 and its supporting text and evidence base for more information and the approach adopted to address this.

Issue 3.9.2: The overall sensitivity of the area's landscape to development. See Policies 7A, 7B and 7C and their supporting text and evidence base for more information and the approach adopted to address this.

3.10 The Neighbourhood Area has a range of building styles, layouts, densities and materials, resulting from its gradual development over many centuries. This makes it somewhat difficult to define particular characteristics as typical, but nevertheless different parts of the Area have distinct forms that are worthy of preserving

Issue 3.10.1: Potentially intrusive changes to the character of the Neighbourhood Area's built environment. See Policies 3 and 4C and their supporting text and evidence bases for further discussion of this issue, and for the approach adopted to address it.

3.11 Saham Toney has a long history of settlement. Archaeology UK's ARCHI database identifies more than 400 sites of registered archaeological interest within ten kilometres of Saham Toney. 152 of these lie within the parish of Saham Toney itself (Source: Norfolk Heritage Explorer records), including the site of a Roman camp at Woodcock Hall, an Iron Age settlement site, a cemetery and other sites from Anglo-Saxon times, and the site of a monastery at Saham Hills. Further detail about the area's historic environment can be found in The Saham Toney Heritage Asset Register, which forms part of Policy 6.

Issue 3.11.1: Safeguarding historic sites and finds made on them. See Policy 6 and its supporting text and evidence base for further discussion of this issue, and for the approach adopted to address it.

3.12 Readers seeking a much more exhaustive and entertaining description of Saham Toney's history are referred to "A History of Saham Toney", published as part of the series "Capturing our Wayland Heritage" by the Wayland Partnership Development Trust in 2011.

3.13 Saham Toney is referred to in the Domesday Book, at the time of which it comprised fifty three households. There are eleven listed buildings and two scheduled monuments in the Neighbourhood Area. In addition there are a number of other buildings of particular interest which it can be said form part of the historic fabric of the parish. A detailed list of those buildings, and the historical and archaeological sites and finds in the area, can be found in the Saham Toney Heritage Asset Register, which forms part of Policy 6 of this Plan.

**Issue3.13.1:** Potential development impact to the area's historic environment. See Policies 3, 4C and 6 and their supporting text and evidence bases for further discussion of this issue, and for the approaches adopted to address it.

3.14 There is considerable wildlife in the neighbourhood area and its landscape in general provides a habitat for some rare and threatened species. The parish is a major contributor to the Wayland “Growing Together” project and this has led to the creation of an area of wild meadow directly adjacent to the children’s play area and the Community Centre. A community orchard is planned on part of the village sports field. But generally there is limited open space for public use.

**Issue3.14.1:** Preservation of green spaces, green infrastructure and wildlife habitats. See Policies 7A, 7B and 7C and their supporting text and evidence bases for further discussion of this issue, and for the approach adopted to address it.

3.15 Various parts of the Neighbourhood Area regularly experience local flooding. A variety of factors contribute to this: the relatively high level of the water table in the area; the inability of underground drainage pipes to cope when rainfall is prolonged and/or intense; reliance on drainage ditches that are poorly maintained, overflowing water courses; run-off from land higher in the catchment area, and increases in hard paved areas not accompanied by drainage system improvements. Photos showing examples of flooding are given as part of the evidence base for Policy 8.

Issue 3.15.1: Residents' concerns about flooding of their properties. See Policy 8 and its supporting text and evidence base for further discussion of this issue, and for the approach adopted to address it.

3.16 Photographs showing some general views of the Neighbourhood Area are given below in order to give non-parishioners a flavour of the Neighbourhood Area's character.

<p><b>Aerial view of the area</b></p> 	<p><b>St George's Church</b></p> 	<p><b>East from church roof</b></p> 
<p><b>North from church roof</b></p> 	<p><b>South-east from church roof</b></p> 	<p><b>West from church roof</b></p> 

<p><b>South from church roof</b></p> 	<p><b>The Old Bell Inn</b></p> 	<p><b>Broom Hall Hotel</b></p> 
<p><b>Bristow's Tower Mill</b></p> 	<p><b>Page's Place</b></p> 	<p><b>Methodist Chapel, Saham Hills</b></p> 
<p><b>Pages Lane looking north</b></p> 	<p><b>Village fete</b></p> 	<p><b>Village sign - Roger de Toney by the Mere</b></p> 

## 4. PRELIMINARY CONSULTATION SUMMARY AND THE ISSUES ARISING

4.1 This section gives a brief summary of the consultation process undertaken prior to the Regulation 14 pre-submission and the responses received. Full details of the Regulation 14 pre-submission consultation will be given in the Saham Toney Neighbourhood Development Plan Consultation Statement which will be part of the Regulation 15 submission at a later stage.

4.2 To date the following consultations with the local community and others have taken place:

- a. Questionnaire 1 to residents by post July 2015;
- b. Questionnaire 2 to residents by post October 2016;
- c. Questionnaire 3 hand delivered to local businesses and organisations late 2016;
- d. Information stand and opinion gathering at the village fete July 2016;
- e. Regular updates in the parish magazine, the Saham Saga and at monthly Parish Council meetings;
- f. Exhibition of the first draft version of the plan, February 2017;
- g. Informal review of the draft Plan by Breckland Council planning department, February 2017;
- h. Information display about the second draft version of the Plan at the village fete July 2017;
- i. Informal review of the draft Plan by Breckland Council planning department, July 2017;
- j. Consultation letters to parishioners whose homes and/or land is directly affected by Plan policies;
- k. Consultation letters to stakeholders outside the Neighbourhood Area inviting their informal review of relevant policies;
- l. Presentation to villagers about the third draft version of the Plan, December 2017;
- m. Consultant's review of the Plan, December 2017;
- n. Presentation and discussion of the draft Plan with Breckland Council planning department, January 2018

4.3 Eighty one residents responded to questionnaire 1. Questionnaire 2 subsequently addressed the same topics but sought updated responses in the light of the re-designation of Saham Toney as a rural area in the emerging Local Plan and the serious flooding in the area in June 2016; One hundred and ninety seven residents responded. Of the fifty one local businesses and organisations canvassed thirteen responded to Questionnaire 3.

4.4 In July 2016 visitors to the village fete were invited to identify their issues and concerns on whiteboards, and one hundred and thirty two comments were made.

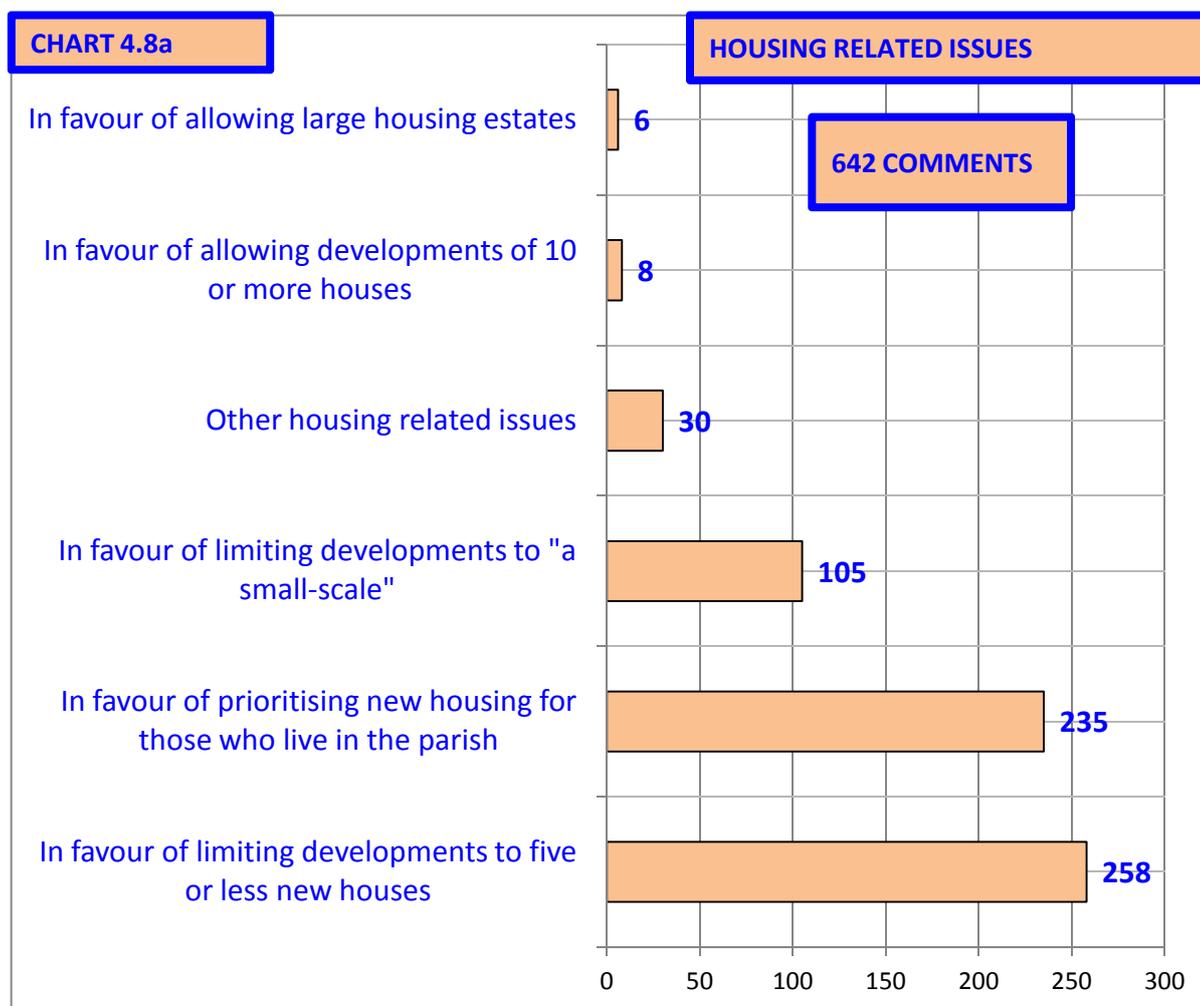
4.5 The responses to questionnaires 1, 2 and 3 and the opinions gathered at the 2016 fete shaped the first draft of this Plan, and in February 2017 that Plan was sent to Breckland Council Neighbourhood Planning Coordinator for informal review, in parallel with being presented to residents at a village exhibition. As a result of the comments received from the Council it was decided to completely re-write and re-structure the Plan. The updated draft Plan was again informally reviewed by Breckland Council Neighbourhood Planning Coordinator and her planning colleagues in July 2017 and 150 of the 165 the comments received are incorporated in this version of the Plan.

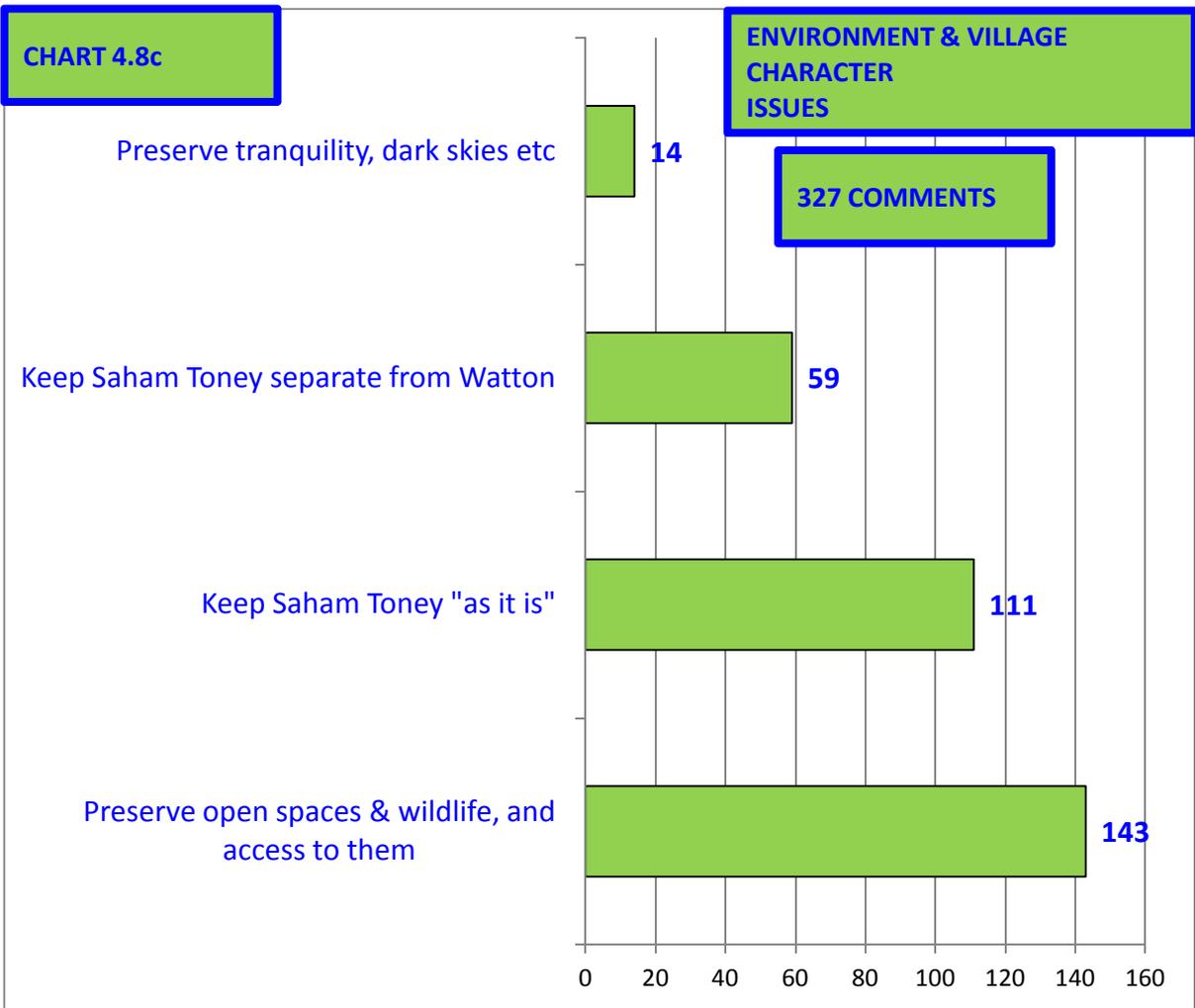
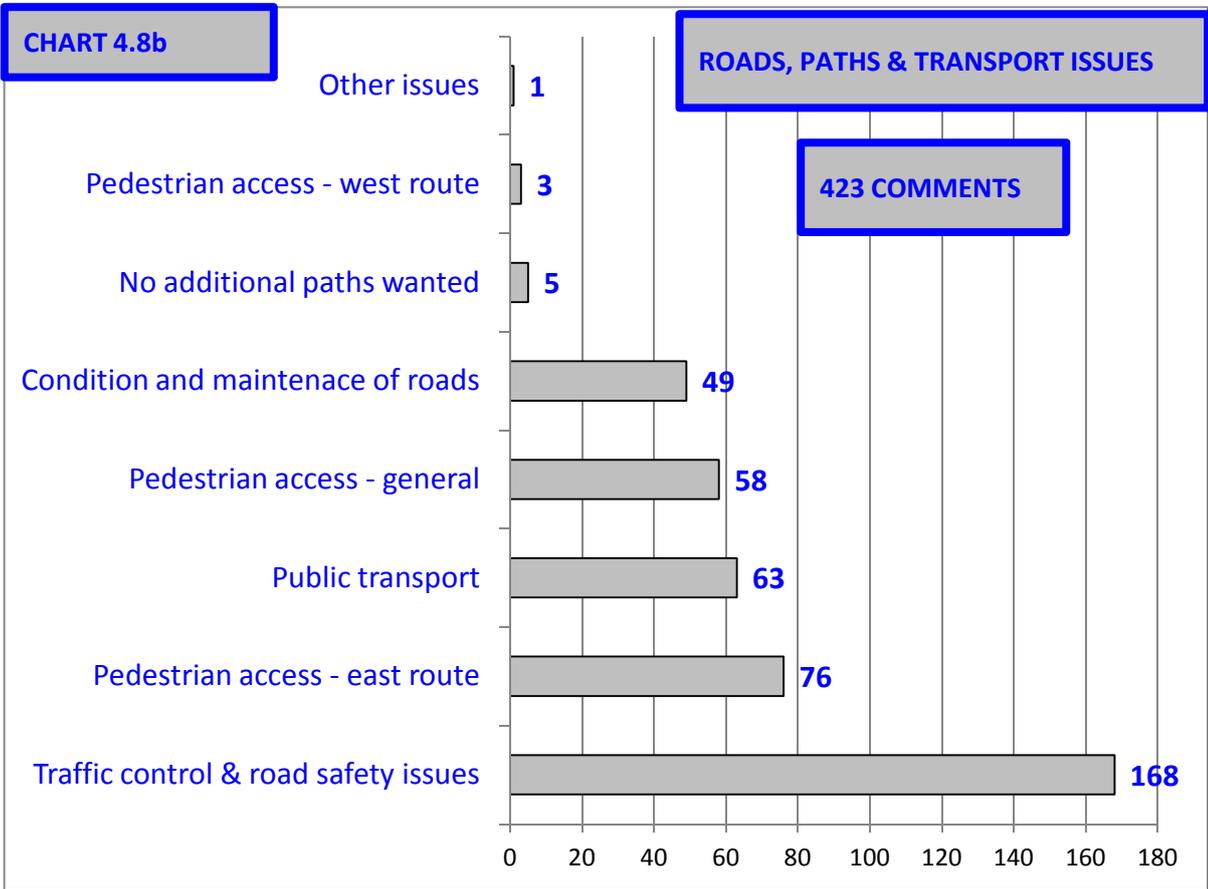
4.6 Given the disproportionately large number of Saham Toney residents (approximately 10% of all respondents across the district from a population comprising about 1% of the total district population) who responded to the consultation on the December 2015 version of the emerging Local Plan (Local Plan Preferred Directions Parts 1 & 2 Consultation Version), this Plan also takes account of those responses, which principally related to Saham Toney's classification in the District settlement hierarchy.

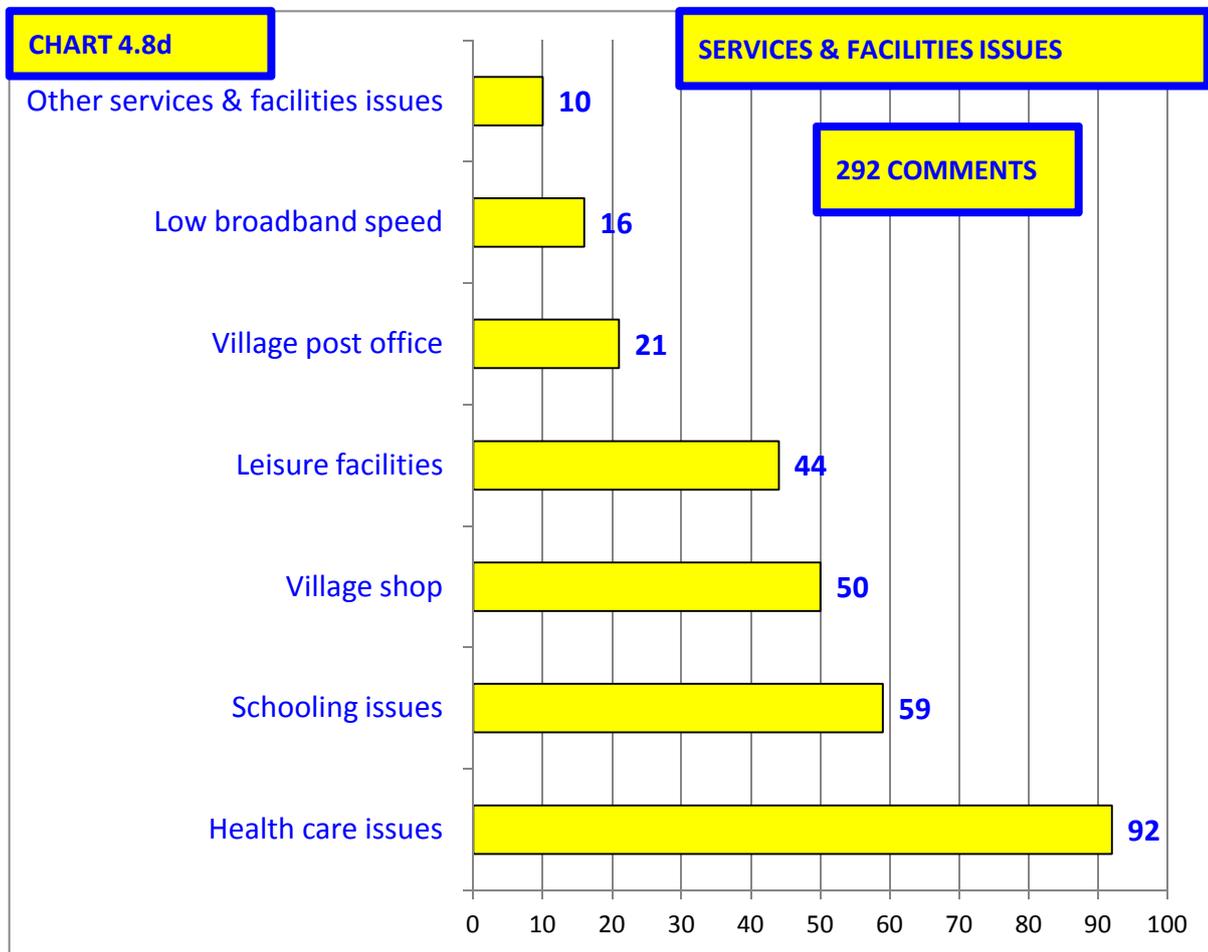
4.7. The preliminary consultations outlined in Section 4.2 identified a variety of issues and concerns among local residents, businesses and organisations. In some cases they were direct responses to questions giving clear choices; in others they were more freeform responses. All were categorised into five groups (with an additional "miscellaneous" category) and comments relating to sub-types within each group were summated. Although it is recognised such categorisation has an element of subjectivity, that is considered to be balanced out given the size of the sample analysed. The numbers of comments by group were as follows:

ISSUE CATEGORY	No. of PARISHIONER COMMENTS	No. of BUSINESS / ORGANISATION COMMENTS	TOTAL COMMENTS
HOUSING RELATED	639	3	642
ROADS, PATHS AND TRANSPORT RELATED	412	11	423
ENVIRONMENT & VILLAGE CHARACTER RELATED	324	3	327
SERVICES AND FACILITIES RELATED	286	6	292
FLOODING AND DRAINAGE RELATED	155	4	159
MISCELLANEOUS	31	0	31

4.8 The overall comment groups noted above were each derived from several sub-types (other than the flooding and drainage, and miscellaneous categories). The numbers of comments against each sub-type within each category is shown in charts 4.8a-d.







4.9 The analysis and categorisation of consultation responses highlighted and clarified the most important issues relating to the development of land, which are listed below:

- a. Saham Toney should be treated as a rural area rather than a Local Service Centre (as it was designated in the emerging Local Plan that was current at the time of its consultation in 2015). See Policy 1 and its justification for discussion of this issue and the approach adopted to address it;
- b. Limit the size of new developments. See Policy 2A and its justification for discussion of this issue and the approach adopted to address it;
- c. Maintain the physical separation from Watton. See Policy 5 and its justification for discussion of this issue and the approach adopted to address it;
- d. "Keep Saham Toney as it is", which may be defined as:
  1. Respect and preserve the landscape of the area and maintain valued views of it. See Policies 7A, 7B and 7C and their justification for discussion of this issue and the approach adopted to address it;
  2. Maintain the historic features of the area. See Policy 6 and its justification for discussion of this issue and the approach adopted to address it;
  3. Development to be in keeping with the existing pattern of building. See Policies 3 and 4C and their justification for discussion of this issue and the approach adopted to address it;
  4. Protect agricultural land. The Plan's policies in general serve to address this.
- e. Protect against flooding of homes and infrastructure and sewerage problems. See Policy 8 and its justification for discussion of this issue and the approach adopted to address it;
- f. Protect and enhance open spaces. See Policy 7A and its justification for discussion of this issue and the approach adopted to address it;
- g. Preserve and protect wildlife. See Policy 7C and its justification for discussion of this issue and the approach adopted to address it;
- h. Support and encourage local businesses. See Policy 4B and its justification for discussion of this issue and the approach adopted to address it;

- i. Availability of services and facilities and access to them. See Policy 4A and its justification for discussion of this issue and the approach adopted to address it;
- j. Prioritising new housing for locals. See Policy 2B and its justification for discussion of this issue and the approach adopted to address it, and also Parish Action Point 7.

4.10 These land development issues were developed into the vision and objectives stated in Sections 5.1 and 5.2 respectively, which themselves form the basis of this Plan's policies.

4.11 The other main issues arising from the preliminary consultation questionnaires do not directly affect development of land and so are addressed by Parish Action Points, rather than Policies. See Section 7 for these items.

4.12 The Plan was completely revised to address the comments made by Breckland Council planning department in its two informal reviews. All comments from the February 2017 review were incorporated; 150 of the 165 comments made during the July 2017 review were incorporated. The comments not incorporated related to:

- i. The impact of a potential lack of a 5 year supply of housing land in Breckland - 2 comments: this is a Breckland Council issue that cannot be resolved in a neighbourhood plan;
- ii. Surface water management policy deemed too restrictive - 1 comment: the Breckland comment recognised it was not based on specialist opinion, whereas the policy concerned is in line with Local Water Authority guidance;
- iii. Building for Life deemed to be not in line with national policy - 1 comment: Building for Life 12 is referred to in proposals for the update of the National Planning Policy framework and has been accepted in other made neighbourhood plans;
- iv. Policy wording deemed negative and/or restrictive - 3 comments: justification of comments was lacking any substance;
- v. Comment simply not relevant to the text it referred to - 1 comment;
- vi. Maps to be enlarged - 4 comments: not agreed as maps are readable as presented, both on-screen and in paper form;
- vii. Comment simply a statement of fact - 1 comment: no action required;
- viii. Alternative method of referencing supporting documents suggested - 1 comments: comment advisory only; not agreed;
- ix. Enlarge photos - 1 comment: comment advisory only; not agreed.

4.13 In response to consultation letters sent to parishioners whose homes and/or land are directly covered by draft policies concerning the strategic gap, heritage assets and local green spaces, only two responses were received opposing the policies:

- i. One home-owner strongly objected to designation of his property as a heritage asset. It was removed;
- ii. The owners of Broom Hall Hotel requested a reduction in the area of the strategic gap proposed to exclude the hotel's formal gardens and the gardens of a dwelling house in the hotel grounds. The gap was amended accordingly. The hotel owners also requested the reduction of the gap so as not to include land fronting Richmond Road. This was not agreed.

4.14 Letters to stakeholders outside the Area resulted in supportive responses from:

- i. Anglian Water;
- ii. The Norfolk Wildlife Trust;

26 other stakeholders contacted did not respond.

4.15 The consultant's review and the subsequent presentation of amended policies to the Breckland Council planning department resulted in the update of the policies and the evidence base that is presented herein.

## 5. VISION STATEMENT AND OBJECTIVES

### 5.1 The Vision

To preserve and enhance Saham Toney's distinct and tranquil rural character whilst ensuring village life is peaceful and fulfilling for all residents. This will be achieved through a process of gradual<sup>a</sup>, small-scale developments in appropriate and sustainable locations, spread over the plan period, and by protecting the area's richness of landscape, history, wildlife and community.

### 5.2 Objectives

A review of responses to preliminary consultation surveys identified the main concerns and issues that underpin this Plan (see Section 4), which in turn identified the following principle objectives:

#### 5.2.1 Housing objectives

H1: To support Breckland Council's policies relating to a Rural Settlement With Boundary, per Saham Toney's classification in the emerging Local Plan.

H2: To support developments of 5 houses or less on greenfield sites, or of 10 houses or less on brownfield sites, within or immediately adjacent to the settlement boundary.

H3: To ensure development proceeds at a gradual and sustainable pace over the entire plan period<sup>a</sup>.

#### 5.2.2 Environmental objectives

E1: To protect and enhance the village's green spaces and wildlife.

E2: To maintain the physical separation of Saham Toney from Watton.

E3: To preserve and enhance the village's landscape, character and historical assets.

E4: To protect agricultural land from non-sustainable development.

E5: To ensure developments do not cause flood or sewage out-spill problems, either to the development sites or to surrounding properties and infrastructure.

#### 5.2.3 Community objectives

C1: To maintain and enhance the village's community facilities and improve access to them.

#### 5.2.4 Economic objectives

EC1: To support and encourage appropriate levels of development of rural businesses.

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<sup>a</sup> It is recognised a Plan cannot dictate the pace of development; hence this objective has not been carried forward into the policies; but it remains an aspiration and is therefore included in the Vision.

## 6. THE POLICIES

### 6.1 USE OF THE POLICIES

6.1.1 The Policies (denoted in bordered, yellow-shaded text boxes) set out what must be taken into account by developers when making their planning applications within the Neighbourhood Plan Area, by Saham Toney Parish Council and other consultees when commenting on those applications, by Breckland Council when determining the applications and deciding whether or not to grant planning permission, and by inspectors appointed to consider any planning appeals. The policies have weight as material considerations when determining planning applications. The supporting text given after each policy provides policy implementation guidance and the key facts relating to the policy. The evidence bases provide full reasoned justification of each policy.

6.1.2 It must be understood that the thirteen Policies included herein are all inter-related and they shall not be used or treated in isolation from one another. Adherence to one policy will not automatically imply adherence to others.

6.1.3 As a temporary measure, to assist those reviewing this Plan who may not be planning professionals, the following table is a guide to the basic inter-relationships of this Plan's policies to one another, and to the policies of the emerging Local Plan, but it shall not be treated as a comprehensive definition of those relationships, because they are highly nuanced, meaning it would be inappropriate to attempt such finite definition.

<b>Neighbourhood Plan Policy</b>	<b>Most Closely Related Neighbourhood Plan Policies</b>	<b>Most Closely Related Emerging Local Plan Policies</b>
All	1 with respect to key development constraints	
1. Neighbourhood Area Classification and Housing Allocation	2B with respect to housing needs; 6 with respect to historic nature of the Area; 5, 7A and 7B with respect to landscape setting	GEN 03: Settlement Hierarchy HOU 01: Development Requirements HOU 02: Level and Location of Growth HOU 07: Affordable Housing
2A. Scale & Location of Residential Developments	2B with respect to housing needs 6 with respect to historic nature of the Area; 5, 7A and 7B with respect to landscape setting 8 with respect to flood risk	GEN 05: Settlement Boundaries HOU 04: Rural Settlements With Boundaries HOU 05: Small Villages and Hamlets Outside of Settlement Boundaries HOU 07: Affordable Housing COM 03: Protection of Amenity
2B. Housing Mix		HOU 07: Affordable Housing
3. Design of Residential Developments	5, 7A and 7B with respect to the Area's rural setting	GEN 3: Promoting High Quality Design HOU 06: Principle of New Housing COM 01 Design COM 03: Protection of Amenity
4A. Non-Residential Development: Community Facilities		COM 04: Community Facilities
4B. Non-Residential Development:	5, 7A and 7B with respect to the	EC 04: Employment Development

Business of Tourism Related	beauty of the Area and its landscape setting	Outside General Employment Areas EC 07 Tourism Related Development COM 03: Protection of Amenity
4C. Design of Non-Residential Developments	5, 7A and 7B with respect to the Area's rural setting	GEN 3: Promoting High Quality COM 01 Design
5. Strategic Gap to Watton	5, 7A and 7B with respect to the Area's its landscape setting	ENV 05: Protection and Enhancement of the Landscape
6: Heritage Assets	7B with respect to the views of asset buildings	ENV 07: Designated Heritage Assets ENV 08: Non-Designated Heritage Assets
7A. Local Green Spaces		ENV 01 Green Infrastructure ENV 05: Protection and Enhancement of the Landscape
7B. Communal Views		ENV 01 Green Infrastructure ENV 05: Protection and Enhancement of the Landscape
7C. Trees, Hedges and Green Infrastructure		ENV 01 Green Infrastructure ENV 05: Protection and Enhancement of the Landscape ENV 06: Trees, Hedges and Development
8. Surface Water Management and Sewerage Provision		ENV 09: Flood Risk & Surface Water Drainage

6.1.4 In some cases there are policies in the emerging Local Plan it is deemed unnecessary to add to in order to make them specific to Saham Toney, but which still apply. For the benefit and understanding of non-planning professionals who may wonder why certain topics are not dealt with in this Plan, and / or who are unfamiliar with the Local Plan, these are listed below:

Policy HOU 09: Specialist Housing;

Policy HOU 10: Technical Design Standards For New Homes;

Policy HOU 11: Residential Replacement, Extension and Alteration;

Policy HOU 12: Conversion of Buildings in the Countryside;

Policy HOU 13: Agricultural Workers Exceptions;

Policy HOU 14: Affordable Housing Exceptions;

Policy TR 01: Sustainable Transport Network;

Policy TR 02: Transport Requirements;

Policy ENV 02: Sites of International, European, National & Local Nature Conservation Importance;

Policy ENV 03: The Brecks Protected Habitats & Species;

Policy ENV 04: Open Space, Sport & Recreation;

Policy ENV 10: Renewable Energy Development;

Policy EC 06: Farm Diversification;

Policy EC 08 Advertising and Signs;

Policy COM 02 Healthy Lifestyles;

Policy INF 01: Telecommunications.

6.1.5 Where a map is referenced in the wording of a policy, that map forms part of the policy. The maps included in the Plan are listed in the table of contents of this document.

## **6.2 CONSULTATION WITH THE PARISH COUNCIL**

Saham Toney Parish Council is a statutory consultee for all planning applications in the Neighbourhood Area and seeks to make well informed representations to Breckland Council. In order to do so it would benefit from the voluntary and non-obligatory provision of information by developers that is in addition to that formally required by Breckland Council with an application. As the qualifying body for this Neighbourhood Plan the Parish Council may also be best placed to give advice on the applicability and interpretation of its policies to particular applications in the context of local conditions. Additionally, paragraph 66 of the National Planning Policy Framework states "Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably". Breckland Council's Statement of Community Involvement notes "Local people are often the best source of information about their local area and better decisions can be made by tapping into this wealth of knowledge" and "Developers are encouraged to consult neighbours, the appropriate Parish Council and other local amenity bodies before submitting their application". For these reasons it is highly recommended that developers consult informally with the Parish Council before and during the application process. It is expected that such consultation will be mutually beneficial. Although the Parish Council will not speculate on Breckland Council's likely planning decision it will be able to give its opinion on a proposal's compliance with the policies of this Plan and may be able to give an indication (but not a guarantee) of its support. It is anticipated that this approach may avoid abortive expense on a developer's part for inappropriate applications and facilitate a more robust level of Parish Council support for appropriate ones.

In addition to documents required by Breckland Council with a planning application the Parish Council may request developers to submit other information, on a voluntary basis, to assist with its review of proposals.

## **6.3 SUSTAINABILITY, COMPLIANCE AND THE POLICY PRINCIPLES**

A detailed review of how the policies support and satisfy the need for sustainability can be found in the Evidence base Volume 13: Sustainability Statement for the Saham Toney Neighbourhood Development Plan. The purpose of this section is to briefly outline the principles which underpin this Plan's policies to explain how they reflect the emerging Local Plan's approach to sustainability with respect to the Neighbourhood Area; so that the context of individual policies may be better understood in light of that.

### **6.3.1 The Adopted Breckland Local Development Framework and The Emerging Local Plan**

6.3.1.1 As defined in the Breckland Local Plan Local Development Scheme, the adopted Breckland Local Development Framework comprises the following documents:

- Norfolk Minerals and Waste Development Management Policies (2011)
- Norfolk Minerals Site Specific Allocations DPD (2013)
- Norfolk Waste Site Specific Allocations DPD (2013)
- Core Strategy and Development Control Policies DPD (2009)
- Site Specific Policies and Proposals DPD (2012)
- Thetford Area Action Plan (2012)
- Saved Policies of the Breckland District Local Plan 1999

6.3.1.2 Breckland Council is preparing an updated Local Plan intended to run from 2011 to 2036. The latest version is the Council's Regulation 19 submission, published for pre-examination consultation on 21 August 2017 and submitted for examination in December 2017. As of February 2018 Breckland Council provisionally anticipates its Local Plan will be adopted in the fourth quarter of 2018.

### 6.3.2 Sustainable Development In The Context Of District Policies and The Saham Toney Neighbourhood Plan

6.3.2.1 There are a number of differences between the adopted Local Development Framework and the emerging Local Plan: the two most important as they relate to the Neighbourhood Area are:

- a. Saham Toney is defined as a "Local Service Centre" in the adopted Local Development Framework, but as a "Rural Settlement With Boundary" in the emerging Local Plan;
- b. In the adopted Local Development Framework Saham Toney is allocated zero additional dwellings over the plan period to 2026, whereas in the emerging Local Plan Saham Toney is one of seventeen rural settlements jointly allocated 150 new dwellings between April 2017 and 2036.

6.3.2.2 Providing there is no significant slippage in the emerging Local Plan's adoption date, it is planned that this Neighbourhood Plan will be "made" after that date. Hence while this Plan has general conformity with the strategic policies of the development framework as required by the basic conditions, it is also in conformity with the emerging Local Plan and gives greater weight to its policies where they differ from those of the adopted development framework. Full details are given in the Saham Toney Neighbourhood Development Plan Part 5: Basic Conditions Statement, that will accompany the Regulation 16 submission of this Plan.

6.3.2.3 Section 2 of the emerging Local Plan deals with sustainable development and reiterates the requirements of the National Planning Policy Framework in this respect. Paragraph 2.2 explains that the emerging Local Plan interprets national policy with regard to the rural nature of the district and the aspirations of the local community. Paragraph 2.4 states an objective that sustainable development shall "...reflect the vision and aspirations of local communities, reflecting local circumstances."

6.3.2.4 The Saham Toney Neighbourhood Plan supports the principles of sustainable development as interpreted in the emerging Local Plan. In doing so its policies implement Breckland Council's objective of reflecting local aspirations and circumstances by a criteria based approach that supports the level of development defined in the emerging Local Plan and at the same time directs it away from the least sustainable locations.

6.3.2.5 Saham Toney's classification as a Rural Settlement With Boundary in the emerging Local Plan is the result of Breckland Council's review of settlements with regard to defined sustainability criteria, full details of which can be found in the Council's Breckland Local Service Centre Topic Paper (latest version July 2017).

6.3.2.6 Classification as a Rural Settlement With Boundary means in Breckland Council's view Saham Toney is able to support sustainable development but only to a limited extent. This fact is reflected in the emerging Local Plan as follows:

- a. Strategic objective 4 of the emerging Local Plan recognises "...the need for **small scale** and appropriate development in rural areas..." while concentrating development in the strategic urban expansions of Attleborough and Thetford and where services and facilities can be supported within or adjacent to the market towns of Dereham, Swaffham and Watton and the Local Service Centres.";
- b. Policy GEN 1 states as one of its sustainable development principles support will be given to help "...rural communities adapt and **grow proportionately**...";
- c. Policy HOU 02 states a combined housing target of **150 additional dwellings in 17 rural settlements** with boundaries (including Saham Toney) between April 2017 and 2036;
- d. Paragraph 3.10 explains that the Policy HOU 02 target housing allocation to rural settlements with boundaries is "...commensurate with (their) position in the development hierarchy..." and "...**applies up to a cumulative limit of development for each village**...";
- e. Paragraph 3.17 states there are "...limited opportunities..." for development in rural areas...", and Policy HOU 04 reflects that by the wording of criteria relating to the scale of development: "... is immediately adjacent to the settlement boundary...and **it is minor development...of an appropriate scale...of up to 5 dwellings**..."; and "...would not lead to the number of dwellings...increasing by more than 5%...";
- f. Paragraph 3.18, in the reasoned justification for Policy HOU 04, states "...the level of new development permitted in settlements defined in the policy **will be restricted**..."

6.3.2.7 Policy HOU 04 of the emerging Local Plan dictates that development shall "avoid coalescence of settlements".

6.3.2.8 Sustainable development in Saham Toney means:

- a. Achieving an appropriate balance between social, economic and environmental elements so that both current and future residents can enjoy a good quality of life;
- b. Providing new homes via developments that individually and cumulatively comply with the allocation and scale defined in the emerging Local Plan and in this Neighbourhood Plan, while at the same time taking full account of the Neighbourhood Area's development constraints;
- c. Encouraging the appropriate growth of local businesses;
- d. Ensuring local infrastructure has the capacity to accommodate the level of growth;
- e. Supporting the enhancement of community facilities to meet the needs of a growing local population.

6.3.2.9 Given all of the above it is entirely consistent for the policies of this Neighbourhood Plan to build on the approach of the emerging Local Plan by adding further definition to the latter to reflect local sustainability considerations, and to interpret and guide how the general Breckland-wide policies should be applied at the neighbourhood level. As a result the policies of this Plan seek to:

- a. Define a method to establish a sustainable and proportionate share of the overall target for additional dwellings in rural settlements with boundaries (Policy 1);
- b. Define requirements for the location and scale of new residential developments that are specific to the Neighbourhood Plan and better ensure robust and consistent implementation (Policy 2A);
- c. Define a housing mix that meets the Neighbourhood Area's housing needs (Policy 2B);
- d. Provide guidance on design considerations intended to maintain local distinctiveness (Policy 3);
- e. Expand on the limited criteria included in the emerging Local Plan specific to rural settlements for business and tourist related development and community facilities (Policies 4A, 4B and 4C);
- f. Define and protect specific areas at risk of coalescence with the neighbouring market town of Watton (Policy 5);
- g. Define specific heritage assets to be safeguarded (Policy 6);
- h. Define local green spaces, communal views and green infrastructure to be given special measures of protection (Policies 7A, 7B and 7C); and
- i. Define local criteria to alleviate flood risk (Policy 8).

6.3.2.10 Saham Toney Parish Council robustly asserts that this approach to the policies of this Plan fully supports the principles of sustainable development in a way that is commensurate with local circumstances, and that by defining criteria regarding the scale, location and appropriateness of development is in accordance with the emerging Local Plan. The only restrictions it imposes are on unsustainable development: something that is fully in accordance with national and district policy.

## 6.4 THE POLICIES

Yellow shaded boxes indicate Policy wording. Maps referred to in a Policy's text form part of that Policy. The Policies are to be read in conjunction with the evidence that supports them, which in the interests of limiting the length of this document, is given in the Evidence Base for the Saham Toney Neighbourhood Development Plan, which is made up of 13 volumes . In this document a précis of key facts from the reasoned justifications given in the Evidence Base follows the policy wording, together with supporting text regarding policy implementation.

The Evidence Base for the policies comprises the following documents:

Volume 1: Saham Toney's Key Development Constraints;

Volume 2: Reasoned Justification for Policy 1;

Volume 3: Reasoned Justification for Policy 2A;

Volume 4: Reasoned Justification for Policy 2B, including a Housing Needs Assessment for the Parish of Saham Toney;

Volume 5: Reasoned Justification for Policy 3;

Volume 6: Reasoned Justification for Policy 4A, 4B and 4C;

Volume 7: Reasoned Justification for Policy 5;

Volume 8: Reasoned Justification for Policy 6;

Volume 9: Reasoned Justification for Policy 7A;

Volume 10: Reasoned Justification for Policy 7B;

Volume 11: Reasoned Justification for Policy 7C;

Volume 12: Reasoned Justification for Policy 8;

Volume 13: Sustainability Statement.

Also of relevance is the Saham Toney Heritage Asset Register.

## **POLICY 1: NEIGHBOURHOOD AREA CLASSIFICATION AND HOUSING ALLOCATION**

P1.1 Planning decisions relating to the Neighbourhood Area shall be based on its classification as a Rural Settlement With Boundary as defined by the emerging Local Plan and shown on map 13 of that Plan.

P1.2 Planning decisions relating to the Neighbourhood Area shall give full consideration to the applicable constraints set out in Evidence Base - Volume 1: Saham Toney's Key Development Constraints and listed below:

- a. Landscape setting and character;
- b. Availability and accessibility of services and facilities;
- c. Housing need;
- d. Roads and public transport;
- e. Flood risk.

P1.3 In deciding planning applications for new residential housing within and immediately adjacent to the settlement boundary the Neighbourhood Area's sustainably proportionate share of the total rural settlement housing allocation shall be taken as within the range 19-48 new dwellings from 31 December 2017.

P1.4 Any development proposal within or immediately adjacent to the settlement boundary that individually, or cumulatively with other planning permissions granted before the date of that proposal is above the Neighbourhood Area's sustainably proportionate share will not be supported by the Neighbourhood Plan and shall not be permitted unless:

- a. A higher allocation for Saham Toney is explicitly specified and justified in any future adopted update of the Local Development Plan; or
- b. The development will comprise affordable or self-build housing to meet the needs of those with a connection to the Parish of Saham Toney, or the development will be specifically designed to cater for the housing needs of older adults in the Parish (both as demonstrated through an up to date assessment of Neighbourhood Area housing needs); and
- c. The community of Saham Toney are fully engaged with the proposal via the provision of a development brief prior to a planning application being submitted; and
- d. The development is shown to contribute to the preservation, and where possible, the enhancement of the historic nature and landscape setting of the Neighbourhood Area, and its social cohesiveness; and does not result in isolated dwellings in the countryside; and
- e. The benefits of approving the scheme clearly outweigh the harm caused by exceeding the sustainably proportionate share of development allowed under this policy.

### **Supporting Text - Implementation**

T1.1 Policy 1 provides a method to allow more consistent implementation of emerging Local Plan policy HOU 04 and gives the local community more certainty about the level of future development.

T1.2 Implementation of the policy will include:

- a. Full consideration of the Neighbourhood Area's key development constraints; and
- b. Careful management of the cumulative amount of new housing permitted within and immediately adjacent to the settlement boundary against the Neighbourhood Area's sustainably proportionate

share; which may be exceeded only subject to satisfying the policy's exception criteria.

T1.3 Evidence Base - Volume 1: Saham Toney's Key Development Constraints is a guidance document that sets out the main factors that may constrain development in the Neighbourhood Area. These constraints may change over time, and other constraints may exist that need to be taken into account. The guidance is intentionally general, hence attention will be required to the scale, significance and relevance of any or all of the constraints to each individual proposal. Some of the constraints identified in the guidance are inherent in the policies of this Plan as follows:

- i. Landscape setting and character: Policies 3, 4C, 5, 7A, 7B and 7C;
- ii. Housing need: Policy 2B;
- iii. Flood risk: Policy 8;

While availability and accessibility of services and facilities, and roads and public transport may also constrain development they are not directly concerned with the development of land and so are not part of policy.

T1.4 Policy 2A of this Plan, in common with Policy HOU 04 of the emerging Local Plan, requires development to provide a significant community benefit. That being the case for proposals within the Neighbourhood Area's sustainably proportionate share, any proposals that exceed that share are required to provide further benefit. This justifies criteria P1.4 (b) and (e).

T1.5 Applicants will be expected to contact Breckland Council in order to establish if a proposal will exceed the Neighbourhood Area's sustainably proportionate share of new housing.

T1.6 The definition of affordable housing shall be as given in the National Planning Policy Framework.

T1.7 "Older adult" shall be taken to mean person aged 55 or over, but this definition may be applied flexibly.

T1.8 Connection with Saham Toney shall be taken to mean:

- i. Someone who has their principal home within the Parish and has lived there for at least the last 3 years; or
- ii. Someone who previously lived in the Parish for at least 5 years and whose parents or children are currently living in the Parish and have at least 10 years continuous residency there; or
- iii. Someone who has an essential need to live close to another person, due to a proven age or medical reason (such as essential care); or
- iv. Someone who has worked within the parish for a continuous period of at least 3 years or has an essential or functional need to live close to their place of work in the Parish.

Notwithstanding local connections, national legislation regarding housing priority shall be observed.

T1.9 In order to satisfy exception condition P1.4 (b) an applicant will be required to provide an up to date assessment of housing needs that is specific to the Neighbourhood Area. This may be based for example on:

- i. Evidence Base - Volume 4: Reasoned Justification For Policy 2B: Housing Mix, Housing Needs Assessment For Saham Toney Parish 2018; or
- ii. Information available in the public domain; or
- iii. By undertaking a suitable survey.

T1.10 Should a proposed development result in exceeding the Neighbourhood Area's sustainably proportionate share, in order to satisfy exception condition P1.4 (c), a pre-application development brief shall be provided which succinctly explains the main parameters for the outcome of the proposed scheme. Typically contents should include a site location and block layout plan, a description of the type(s) of dwelling proposed, a checklist of compliance with the policies of this Plan, a description of any special features and a brief justification of the proposal, including clear explanation of how it addresses the Neighbouring Area's specific housing needs. Engagement with the community will be achieved by delivery of the development brief to every

household and to the Parish Council, or by otherwise informing all householders and the Parish Council of the availability of a brief with details of where they may obtain copies. Engagement with the community shall be understood to include adequate opportunity for residents to comment on the development brief in order that the community's views may be considered before the application is submitted. Breckland Council shall satisfy itself that the local community has been engaged prior to the application's submission. In cases where this process is not adhered to applicants shall be made aware that a delay in reviewing the application will result until the required brief is provided.

T1.11 Under exception condition P1.4 (e) applicants and planning decision makers may consider, as one form of benefit, an appropriate level of contribution to directly fund one or more of this Plan's Parish Action Points, which address community benefit schemes not directly related to the development of land.

### **Supporting Text - Key Facts**

T1.12 The settlement hierarchy proposed in the emerging Local Plan focuses growth firstly, in the two principal locations Thetford and Attleborough, secondly in the market towns of Dereham, Swaffham and Watton, thirdly in the Local Services Centres (of which there are 18); and fourthly in the Rural Settlements with Boundaries (of which there are 17). Saham Toney is classified in the fourth tier of the hierarchy due to its limitations with regard to facilities and services as underpinned by evidence set out in the document Breckland Local Service Centre Topic Paper, which was updated by Breckland Council in July 2017. Local Service Centres (the third tier of the settlement hierarchy) are considered to be those that contain adequate services and facilities to meet the day to day requirements of existing residents. Saham Toney does not meet this criterion since it does not have a shop or its own post office, only a visiting one which opens for 4½ hours each week.

T1.13 Also of relevance are the Neighbourhood Area's key development constraints linked to limited road / pedestrian infrastructure or public transport network, high landscape sensitivity and flood risk; as well as the existing rural character of the village with its low density settlement edge. These constraints are fully explained in Evidence Base - Volume 1: Saham Toney's Key Development Constraints and shall be taken into account by those proposing, reviewing or deciding development applications.

T1.14 Of key consideration is the potential adverse impact that settlement edge development could have on the rural setting of Saham Toney and this is documented well in the Breckland District Settlement Fringe Study undertaken by Land Use Consultants in May 2007. This explains that the landscape surrounding Saham Toney creates a distinct rural setting to the settlement and that its rural character is highly sensitive to further expansion. It describes a low density, well integrated settlement edge where large blocks of infill should be avoided. This sensitivity places a constraint on the quantity of development that could come forward without damaging the rural character of the village.

T1.15 There are no classified roads in the Neighbourhood Area and the extent of pavements is limited. The majority of houses in the village are situated adjacent to, or between two main routes; Richmond Road on the west side and Pages Lane, Chequers Lane and Cley Lane to the north and east; the two routes being connected by Bell Lane. All of these are narrow rural roads.

T1.16 Breckland Council's Strategic Housing Land Availability Assessment Review, 2014 determined that of 21 potential housing sites assessed near to the settlement boundary, 15 were non-deliverable. Highway and access constraints were among the main factors that resulted in that determination.

T1.17 Norfolk County Council's Local Flood Risk Management Strategy 2015 estimated that 100 properties in Saham Toney may be at risk of surface water run-off flooding. Its draft Flooding Investigation Report: Flooding in Watton and Surrounding Area on 23 June 2016 confirms that estimate, noting:

- i. 37 residential properties are subject to surface water flood risk at a 1 in 30 year event;

- ii. 63 residential properties are subject to surface water flood risk at a 1 in 100 year event; and additionally
- iii. 2 non-residential properties are subject to surface water flood risk at a 1 in 30 year event; and
- iv. 2 non-residential properties are subject to surface water flood risk at a 1 in 100 year event.

T1.18 Paragraph 3.10 of the emerging Local Plan states: "...allows for some development within and immediately adjacent to settlement boundaries up to a cumulative limit...". This justifies setting a proportionate share of the housing allocation to apply both within and immediately adjacent to the settlement boundary.

T1.19 Evidence Base Volume 2: Reasoned Justification For Policy 1 examines ten methods of establishing Saham Toney's sustainably proportionate share of the overall housing allocation to Rural Settlements with Boundaries. It concludes that a range 19-48 is justified as follows:

- a. Planning practice guidance clarifies that neighbourhood plans should support strategic development needs set out in the Local Plan. The full objectively assessed need for housing between 2011 and 2036 in the Breckland district is reported in the Central Norfolk Strategic Housing Market Assessment, 2017, as being 15,298. Meanwhile, completions during the period 2011 to 2017 equate to 10,858. The emerging Breckland Local Plan seeks to deliver a total of 5069 during the period 2017 to 2036 and proposes to distribute this growth requirement in line with its settlement hierarchy.
- b. Policy HOU 02 of the emerging Local Plan currently sets a minimum target of 150 additional houses across the seventeen Rural Settlements with Boundaries (of which Saham Toney is one) to be delivered from 01 April 2017 to 2036. If this allocation is distributed on the ratio of settlement population, Saham Toney's share is 10%: i.e. 15 dwellings.
- c. Subject to conditions, Policy HOU 04 of the emerging Local Plan allows for new housing to come forward immediately adjacent to the settlement boundary in Rural Settlements with Boundaries up to a limit of 5% of the total number of dwellings within the settlement boundary at the time of adoption of the Local Plan.
- d. There are a total of 767 dwellings within the parish boundary - 731 were identified by the 2011 census and of 64 committed since then, 36 have been completed. Whilst this is more than the number of dwellings within the settlement boundary it is useful to know that 5% of this figure is 38 dwellings. This tells us that the total number of homes that could potentially come forward outside but immediately adjacent to the settlement boundary is a number less than 38.
- e. Other calculation methods are either shown to result in lower results than the range suggested by (b) and (d), or are shown to be inappropriate methods.
- f. The results of (b) and (d) are factored to account for market signals in accordance with Government proposals in its September 2017 consultation (for Breckland this factor would be 1.2625). Factoring the calculated range 15-38 by 1.2625 results in a sustainably proportionate share of 19-48.
- g. In addition, it is acknowledged that new housing could come forward as countryside development in the wider Neighbourhood Area in accordance with Policy HOU 05 of the emerging Local Plan.

#### **EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney Key's Development Constraints

STNP Evidence Base Volume 2 - Reasoned Justification For Policy 1

STNP Evidence Base Volume 4 - Reasoned Justification for Policy 2B: Housing Needs Assessment For Saham Toney Parish 2018

## POLICY 2A: SCALE & LOCATION OF RESIDENTIAL DEVELOPMENTS

P2A.1 Within the settlement boundary small-scale, sensitively designed, in-fill residential development will in principle be supported where:

- a. An appropriate level of services, facilities and infrastructure is in place or provided to serve the development;
- b. The scheme fronts directly on to the highway;
- c. The scheme has a similar form of development to properties in the immediate surrounding area and comprises no more than 5 dwellings; and
- d. In respect to development in gardens of existing properties; proposals will be resisted where they have the potential for loss of amenity of neighbouring properties; through loss of privacy, overshadowing, loss of daylight, visual intrusion by a building or structure, loss of car parking, loss of mature vegetation or landscape screening and additional traffic resulting from the development.

P2A.2 Residential development proposals immediately adjacent to the settlement boundary shall meet the following criteria:

- a. It is minor development of up to 5 dwellings, or for brownfield sites, it is development of up to 10 dwellings;
- b. An appropriate level of services, facilities and infrastructure is in place or provided to serve the development;
- c. It provides significant community benefits, as a minimum comprising those listed below:
  - 1) In the case of it being a brownfield site:
    - i. The proposal would improve the visual appeal of the site;
    - ii. It is shown prior to approval that there would be a decrease in flood risk, both at the development site and the surrounding area, as a result of the development; and
    - iii. The proposal includes measures to remove any form of public nuisance arising or that previously arose from the pre-existing use of the site.
  - 2) In all cases it addresses specific housing needs in the Neighbourhood Area as demonstrated by an up to date assessment of Neighbourhood Area housing needs and which for example, may include:
    - i. Meeting affordable housing needs of those with a connection to the Parish of Saham Toney; and / or
    - ii. Being specifically designed to cater for the housing needs of older adults in the Parish (to be demonstrated through an up to date assessment of local housing needs); and /or
    - iii. Improving the ratio of one and two bed-roomed dwellings in the Neighbourhood Area to three, four and five bed-roomed dwellings.
- d. Unless it is a rural exception site, it is not sited on land in agricultural use that is of Grade 1 in the Agricultural Land Classification.
- e. The community of Saham Toney are fully engaged with the proposal via the provision of a development brief prior to a planning application being submitted; and
- f. The intrinsic character of the Neighbourhood Area is recognised and the scheme is shown to contribute to the preservation, and where possible the enhancement of the historic and rural

**Supporting Text - Implementation:**

T2A.1 With regard to the Neighbourhood Area's key development constraints, in line with the Breckland Spatial Development Strategy and Settlement Hierarchy, and Saham Toney's classification as a Rural Settlement With Boundary in that hierarchy, the level of new residential development permitted will be managed and controlled.

T2A.2 The definition of in-fill development shall be taken as residential development that is located in a gap in an otherwise built up frontage.

T2A.3 Although "backland" development is not entirely ruled out within the settlement boundary it shall comply with other criteria for development thus located and in addition shall not cause unacceptable effects on the residential amenity of neighbouring occupants, and it shall provide adequate levels of residential amenity for future occupants.

T2A.4 An "appropriate" level of services, facilities and infrastructure to serve the development shall be determined by giving full consideration to the relevant constraints set out in Evidence Base - Volume 1: Saham Toney's Key Development Constraints and listed below:

- a. Availability and accessibility of services and facilities;
- b. Roads and public transport.

T2A.5 Development proposals within the settlement boundary shall only be supported if they comply with all other relevant national, district and neighbourhood plan policies, and critically, on a criteria-based assessment, do not contravene the Neighbourhood Area's key development constraints, as set out in Evidence Base Volume 1. This approach is supported by Breckland Council's Locational Strategy, Level & Location of Growth and Rural Areas, July 2016.

T2A.6 Subject to compliance with other relevant policies, immediately adjacent to the settlement boundary, proposals for developments of up to 5 dwellings shall be permitted. Subject to additional criteria the limit is increased to 10 dwellings for brownfield sites.

T2A.7 When assessing development of brownfield sites the definition of a brownfield site shall be taken as that given in the glossary of the emerging Local Plan, but with the addition of sites on which there are redundant agricultural buildings (subject to their evaluation against heritage considerations) and which are no longer used for agricultural purposes; and with the exclusion of both residential gardens and sites which are considered as in-fill.

T2A.8 As prescribed by Policy HOU 04 of the emerging local Plan, all development immediately adjacent to the settlement boundary shall provide a significant community benefit. In accordance with the principles of Localism, P2A.2 sets out a minimum level of benefits to be provided specific to the Neighbourhood Area. In the case of housing need, benefit examples are given, but a housing needs assessment shall be used to fully assess and determine how best to satisfy this criteria for each proposal.

T2A.9 Evidence of a brownfield development decreasing flood risk shall be given in a Surface Water Drainage Strategy, prepared in accordance with policy 8.

T2A.10 The definition of affordable housing shall be as given in the National Planning Policy Framework.

T2A.11 "Older adult" shall be taken to mean person aged 55 or over, but this definition may be applied flexibly.

T2A.12 Connection with Saham Toney shall be taken to mean:

- i. Someone who has their principal home within the Parish and has lived there for at least the last 3 years; or

- ii. Someone who previously lived in the Parish for at least 5 years and whose parents or children are currently living in the Parish and have at least 10 years continuous residency there; or
- iii. Someone who has an essential need to live close to another person, due to a proven age or medical reason (such as essential care); or
- iv. Someone who has worked within the parish for a continuous period of at least 3 years or has an essential or functional need to live close to their place of work in the Parish.

Notwithstanding local connections, national legislation regarding housing priority shall be observed.

T2A.13 An up to date assessment of housing needs that is specific to the Neighbourhood Area may be based for example on:

- i. Evidence Base - Volume X: Saham Toney Housing Needs Assessment 2018; or
- ii. Information available in the public domain; or
- iii. By undertaking a suitable survey.

T2A.14 In order to satisfy criterion P2A.2 (e) a pre-application development brief shall be provided which succinctly explains the main parameters for the outcome of the proposed scheme. Typically contents should include a site location and block layout plan, a description of the type(s) of dwelling proposed, a checklist of compliance with the policies of this Plan, a description of any special features and a brief justification of the proposal, including clear explanation of how it addresses the Neighbouring Area's specific housing needs. Engagement with the community will be achieved by delivery of the development brief to every household and to the Parish Council, or by otherwise informing all householders and the Parish Council of the availability of a brief with details of where they may obtain copies. Engagement with the community shall be understood to include adequate opportunity for residents to comment on the development brief in order that the community's views may be considered before the application is submitted. Breckland Council shall satisfy itself that the local community has been engaged prior to submission of an application for development immediately adjacent to the settlement boundary.

In cases where this process is not adhered to applicants shall be made aware that a delay in reviewing the application will result until the required brief is provided.

T2A.15 Planning applications shall additionally include the documentation specified in Policy HOU 04 of the emerging Local Plan.

T2A.16 In addition, it is acknowledged that new housing could come forward as countryside development in the wider Neighbourhood Area in accordance with Policy HOU 05 of the emerging Local Plan, including where the design is of an exceptionally high quality or innovative nature.

T2A.17 Residential replacement, extension and alteration in any part of the Neighbourhood Area shall be assessed in accordance with Policy HOU 11 of the emerging Local Plan.

T2A.18 For the application of P2A.2 (d) the grading of agricultural land shall be taken from the most up to date version of Natural England's Predictive BMV (Best and Most Valuable) land assessment map for the East region.

**Supporting Text - Key Facts:**

T2A.19 The extent of development in the Neighbourhood Area is important to parishioners, as evidenced by the consultation responses summarised below:

Consultation event	Number stating a preference for either no new development or a limit of 5 houses	Number stating a preference simply for "small-scale" development	Number stating a preference for development to be limited to 5 - 10 houses

Postal questionnaire to all parishioners, July 2015	33	61	5
Postal questionnaire to all parishioners, October 2016	210	174	3
Questionnaire to parish businesses and organisations, late 2016	13	0	0
Information recorded by attendees at Saham Toney fete, July 2016	2	0	0
<b>TOTALS</b>	<b>258</b>	<b>235</b>	<b>8</b>

T2A.20 The emerging Local Plan does not make clear that Policy HOU 11 applies to Rural Settlements With Boundaries. Implementation guidance for Policy 2A clarifies this.

**EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

STNP Evidence Base Volume 3 - Reasoned Justification for Policy 2A

STNP Evidence Base Volume 4 - Reasoned Justification for Policy 2B: Housing Needs Assessment For Saham Toney Parish 2018

## **POLICY 2B: HOUSING MIX**

P2B.1 Residential development proposals shall include a housing mix and tenure which respond to local housing need having particular regard to demographic characteristics of the Parish of Saham Toney (as evidenced in an up to date assessment of housing need in the Neighbourhood Area). The following overall needs have been identified and shall be addressed in development proposals:

- a. Housing specifically designed for the older adults, suitable for independent living, in accordance with Lifetime Home Standards;
- b. Smaller homes for parishioners who wish to downsize but to continue to live in the Neighbourhood Area, and others;
- c. One and two bedroom starter homes for first time buyers;
- d. Social and affordable housing for those who cannot afford market prices;
- e. Sites of 5 or more dwellings shall incorporate an element of 1 or 2 bedroom dwellings.

### **Supporting Text - Implementation:**

T2B.1 The specific housing needs of the Neighbourhood shall be given full consideration as they differ significantly from those of Breckland as a whole.

T2B.2 In the absence of a more up to date assessment of equivalent detail, that given in Evidence Base - Volume 4: Reasoned Justification For Policy 2B shall be used as the basis for determining housing needs in the Neighbourhood Area.

T2B.3 The following definitions shall apply:

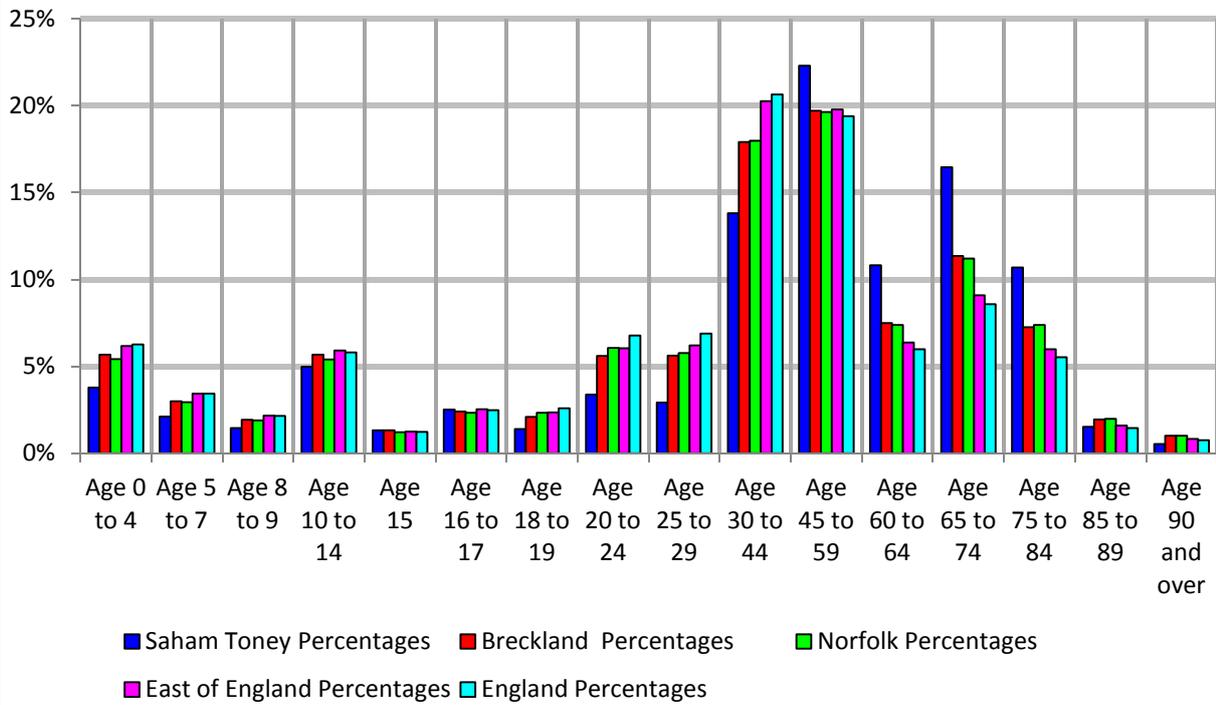
- i. Affordable Housing: As the most up to date definition in the National Planning Policy Framework and Planning Practice Guidance;
- ii. Starter homes shall be as defined in Planning Practice Guidance.

### **Supporting Text - Key Facts:**

T2B.4 It is important for community diversity and social cohesion that the Area's aging population is balanced by a proportionate number of younger people and families. For new housing to contribute to that process it must address the clear need for smaller, more affordable homes in the Neighbourhood Area.

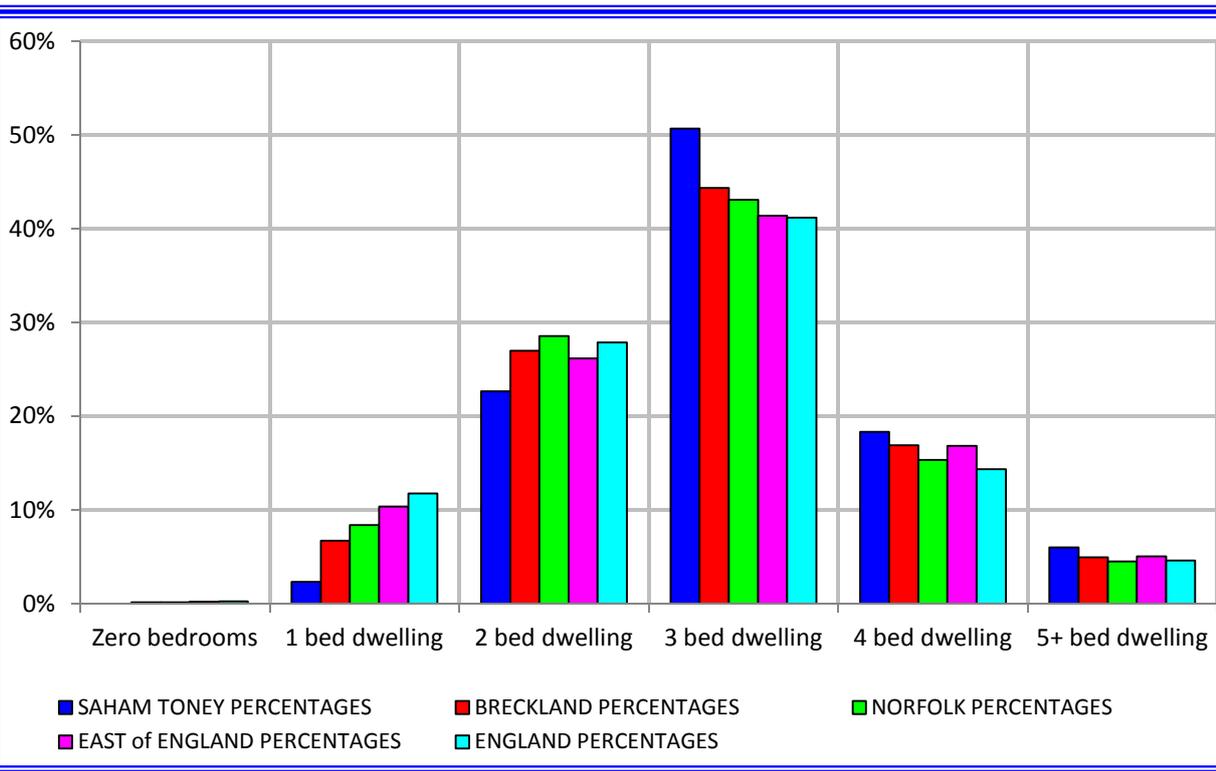
T2B.5 Policy 2B is driven by the following overall considerations:

a) The results of the 2011 census show that Saham Toney has considerably fewer children and young adults than four comparison areas of Breckland, Norfolk, the East of England or England as a whole. Conversely it has significantly more middle-aged and older people. This is shown on Chart 2B1:



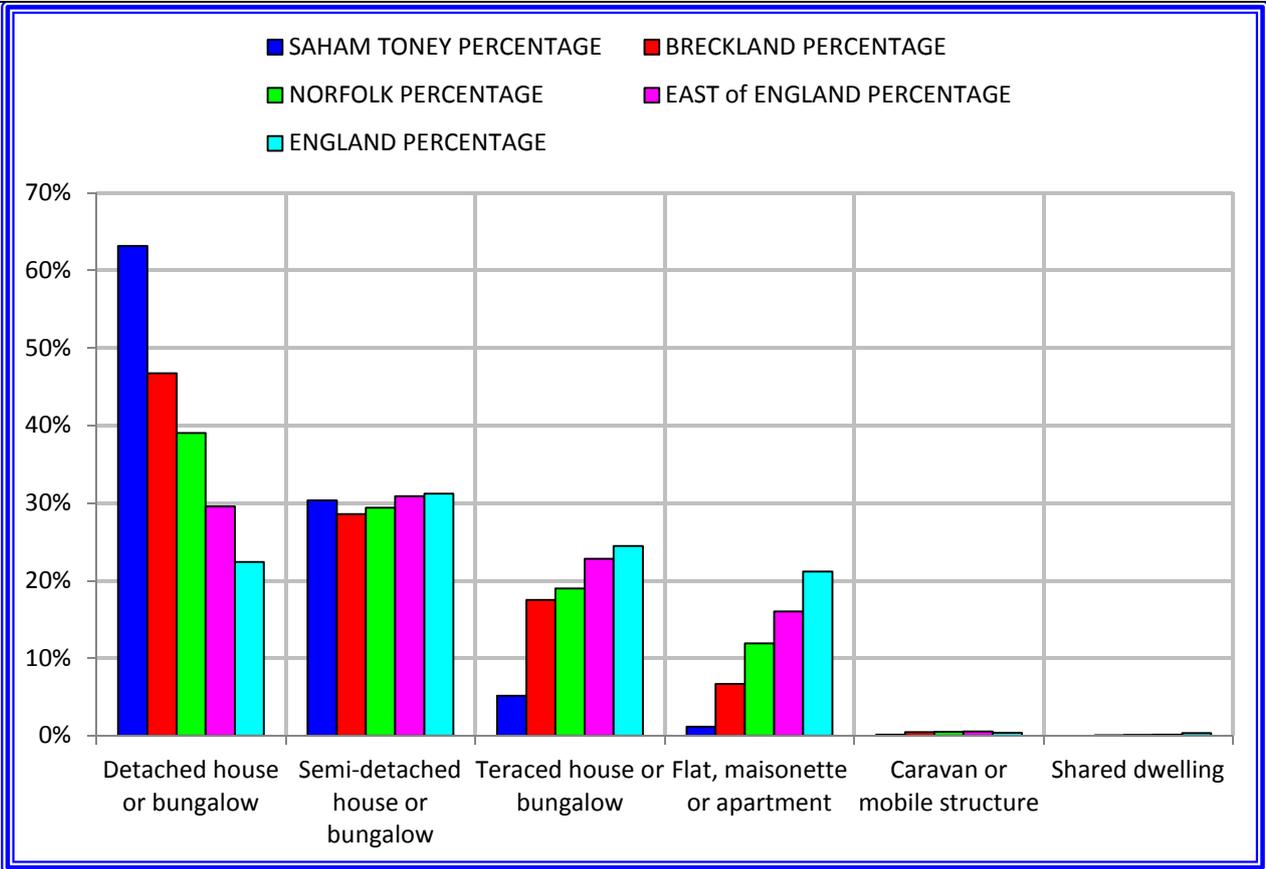
**Chart 2B1: Age Demographics**

b) Saham Toney has more larger dwellings than the four comparison areas and fewer smaller dwellings, as shown on Chart 2B2:



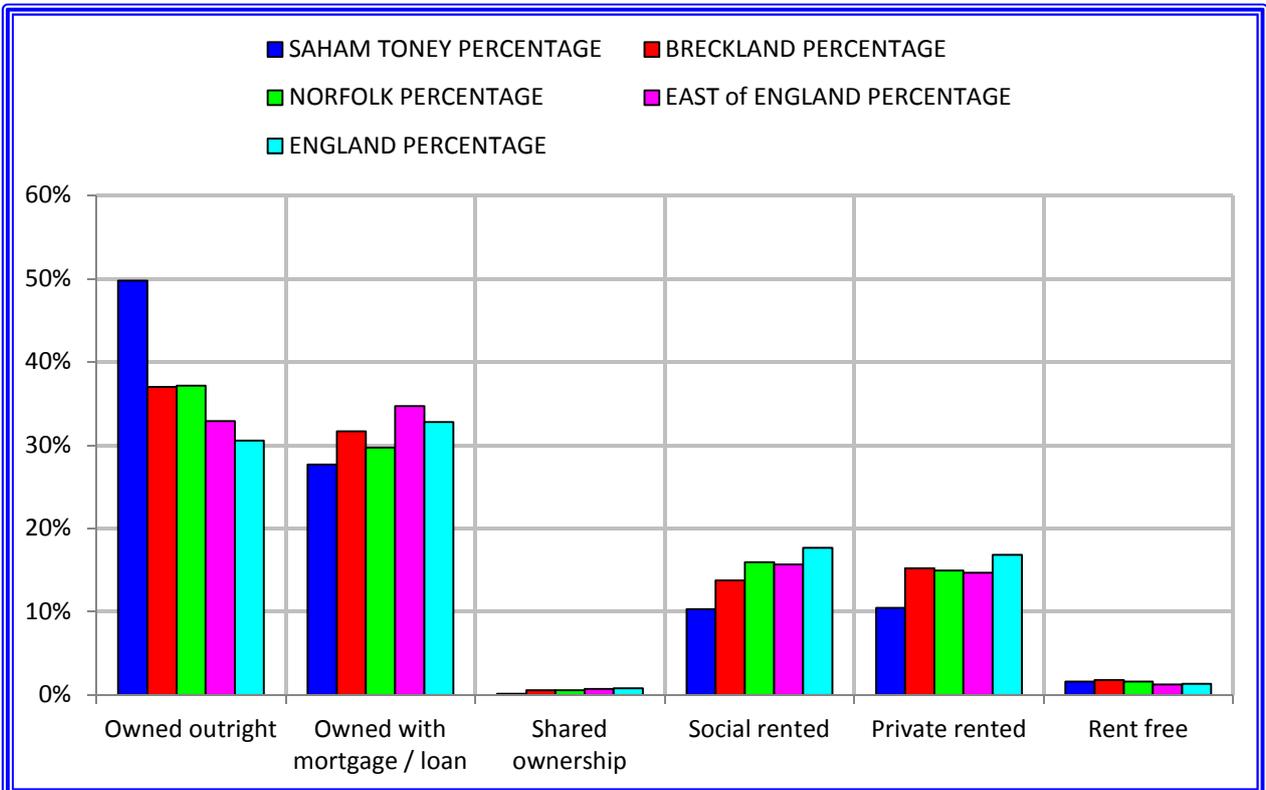
**Chart 2B2: Dwelling Size Demographics**

c) Dwelling types in Saham Toney differ considerably from those in the four comparison areas, as shown on Chart 2B3:



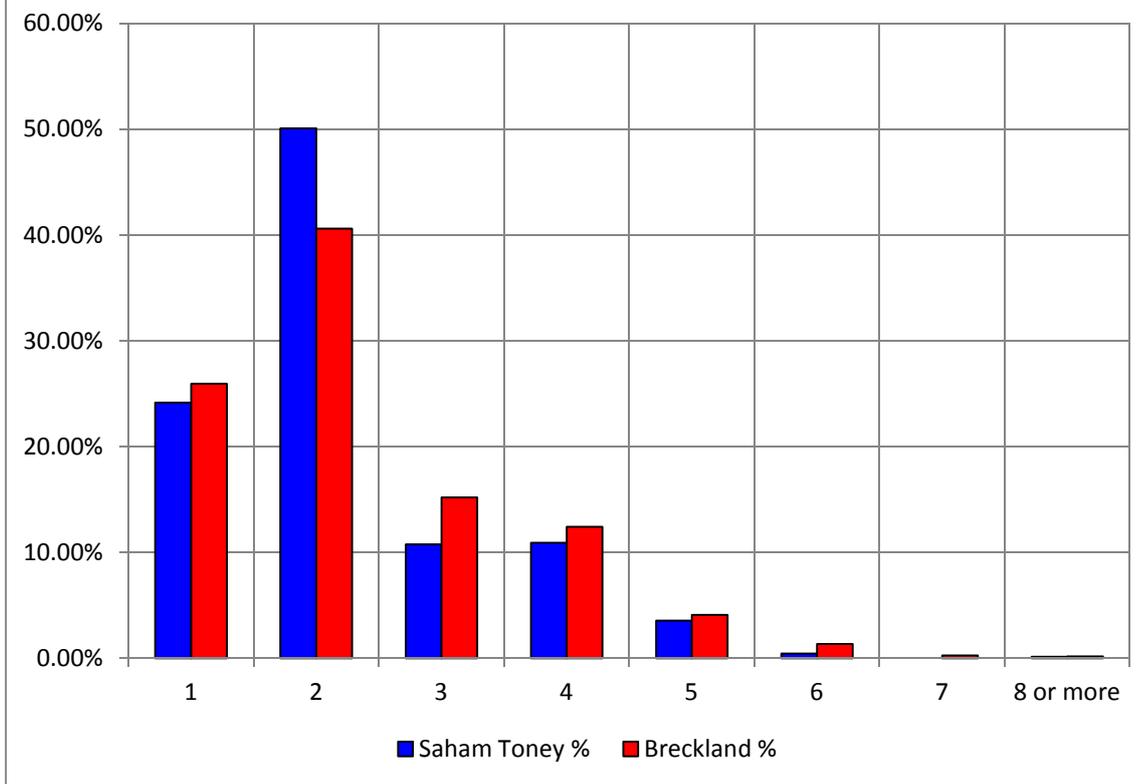
**Chart 2B3: Dwelling Type Demographics**

d) Housing tenure in Saham Toney differs significantly from that in the four comparison areas, as shown on Chart 2B4:



**Chart 2B4: Housing Tenure Demographics**

e) Saham Toney has a preponderance of 2 person households, much more so than Breckland, and correspondingly less 1, 3 and 4 and above person households, as shown on Chart 2B5:



**Chart 2B5: No of Persons per Household**

T2B.6 Given the statistical data, it is clear that the housing needs of the Neighbourhood Area cannot be based on an assessment of Breckland district as a whole. New housing must cater specifically for the Neighbourhood Area's needs, which are more fully documented in Evidence Base Volume 4.

T2B.7 Housing Register data provided by Breckland Council, January 2018 shows:

- a. There are a total of 708 people on the register;
- b. 17 houses were available in Saham Toney during 2017;
- c. 14 of those registered have a Saham Toney address. 50% of those express preference for a one bed-roomed property; 50% express preference for a two bed-roomed property;
- d. 30 of those registered currently live outside the Area but have indicated a preference to live in the Parish. They express preferences for home size as follows:
  - i. One bed-room: approximately 45%;
  - ii. Two bed-rooms: approximately 35%;
  - iii. Three bed-rooms: approximately 15%;
  - iv. Four+ bed-rooms: approximately 5%;

This data clearly supports a housing mix policy that targets primarily smaller homes.

T2B.8 The Neighbourhood Area has an ageing population that in general terms is living in larger properties which they own, either outright or with some form of loan. This lack means both that older residents who wish to downsize their properties but remain in the Area find it difficult to do so; and young adults and families have very limited choice of the type or size of home likely to be within their means.

T2B.9 Although Breckland has a general need for larger properties (reference: The Central Norfolk Strategic Housing Market Assessment, 2017), the fact that Saham Toney has a proportionally greater number of existing houses with 3 or more bedrooms, combined with an aging population, indicates that any need for 3, 4 or 5 bedroom homes is likely to be satisfied by natural events - i.e. existing houses coming onto the market as older residents pass on.

T2B.10 This policy draws upon paragraph 50 of the National Planning Policy Framework, and reflects

community aspirations for all new housing developments to particularly address the needs of younger parishioners.

T2B.11 Housing completion data for the Neighbourhood Area shows that single-storey properties, the preferred form of housing for many older, retired people, and smaller dwellings for first-time buyers, are not being provided in sufficient numbers.

T2B.12 The Lifetime Homes Standard sets out principles that should be implicit in good housing design. Good design, in this context, is considered to be design that maximizes utility, independence and quality of life, while not compromising other design issues such as aesthetics or cost effectiveness. Housing that is designed to the Lifetime Homes Standard will be convenient for most occupants, including some (but not all) wheelchair users and disabled visitors, without the necessity for substantial alterations.

T2B.12 Policy 2B is supported by the results of an estate agent survey conducted in February 2018, the full results of which are given in Evidence base Volume 4.

**EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

STNP Evidence Base Volume 4 - Reasoned Justification for Policy 2B

### **POLICY 3: DESIGN OF RESIDENTIAL DEVELOPMENTS**

P3.1 A residential development proposal shall meet all of the following design criteria:

- a. The design respects the distinctive height, spacing and design of housing in the area in which it is located;
- b. The design and layout complements and is consistent and compatible with that prevailing for neighbouring properties in terms of density and will not exceed approximately 20 dwellings per hectare unless a higher figure is justified by design issues;
- c. The design relates well to and integrates with its surroundings, both built and natural, and it is non-generic;
- d. The design and layout makes use of opportunities there may be to enhance or better reveal the significance of the historic environment;
- e. The design includes rear garden spaces at least equal to the footprint size of the dwelling;
- f. The design and layout is such that it does not impact adversely any building defined as a heritage asset or its setting, nor intrude on the public view of such a building; or if such impact/intrusion would occur, a justification assessment and mitigation proposal is provided which shows the impact to be acceptable;
- g. The design ideally incorporates traditional building materials found in the Neighbourhood Area's existing dwellings, especially those sourced locally and of low ecological / environmental impact;
- h. The design and layout respects the natural contours of the site and protects and sensitively incorporates natural features such as trees, hedges and ponds within the site without its landscaping being of such a scale or design that it in itself becomes an intrusion in the landscape;
- i. Access roads within the site do not dominate the area and are set out principally to suit the prior layout of the housing in accordance with good design principles, at their junctions with public roads they do not impede local traffic, and they do not reduce parking provision for existing neighbouring residents;
- j. The design includes boundary treatment to properties such as hedges or walls which reflect that used in the surrounding area;
- k. Where parking provision is made to the front of a property, its impact on the street scene is mitigated by appropriate and sympathetic boundary treatment and planting and the provision of at least an equal area of landscaped front garden;
- l. Pavements shall be provided alongside site roads and shall be wide enough to allow safe passage of pedestrians without recourse to use of the roadway;
- m. The design and layout maximises opportunities to maintain the visual openness of its surroundings, protects existing public views to the countryside, and for proposals located in the Areas of High Sensitivity to Development, as shown on Policy Map 1 does not adversely impact the rural setting of the Neighbourhood Area, as demonstrated through a Visual and Landscape Impact Assessment;
- n. The design and layout does not cause unacceptable effects on the residential amenity of neighbouring occupants, and it provides adequate levels of residential amenity for future occupants;
- o. The design is assessed and performs positively against Building For Life 12 with the

- maximum number of 'greens' secured, with 'reds' avoided and 'ambers' well justified;
- p. The development is within safe and comfortable walking distance of shops, schools, community facilities and other services; and
  - q. The development is within reasonable access of public transport.

P3.2 In the interests of crime prevention and protecting the rural character of the area rear parking courts will not be supported.

P3.3 The provision of secure and convenient cycle storage of a quantity consistent with the number of bedrooms to promote increased cycle usage will be encouraged and supported.

P3.4 Street lighting of new developments or any other lighting that affects the "dark skies" of the Neighbourhood Area will only be permitted providing it strictly complies with all of the following criteria:

- a. Valid reasons justifying the installation of such lighting are provided;
- b. It can be proven prior to approval that the technology to be used would improve night-time visibility of the site while remaining unseen from outside the site, including above it;
- c. It is subject to a limit on its operation within lighting-up times (one half hour after sunset to one half hour before sunrise);
- d. It complies with The Institution of Lighting Engineers Guidance Notes For The Reduction of Obtrusive Light; and
- e. It is shown to take full account of the government's planning practice guidance on light pollution.

P3.5 Additionally the following design criteria, while not obligatory, are encouraged:

- a. Incorporate features that reduce the environmental impact of the development;
- b. Make use of advances in construction or technology that enhance performance, quality and attractiveness;
- c. Incorporate planting schemes that use native tree species and hedging plants;
- d. Aim for the requirements of statutory building regulations relating to renewable energy and emissions to be exceeded;

P3.6 Developments shall avoid any features that would create any form of noise nuisance in excess of statutory environmental standards on a regular and/or repeated basis.

### **Supporting text - Implementation**

T3.1 Assessment of design proposals shall take into account that rather than a single distinctive style of housing, what contributes most to the distinctiveness of the Neighbourhood Area's built environment is the variety of styles that have evolved over time, as demonstrated by the photos given in Evidence Base Volume 5. The design of developments should harmonise with what else is in their near vicinity. Decision makers shall ensure that inappropriate "off-the-shelf" designs used regularly in other places outside the Neighbourhood Area are not supported.

T3.2 With respect to materials, there is no one group of common items, but the following Area characteristics should be respected: red brick walls are predominant, followed by yellow brick, rendered and painted and flint stone. The majority of roof tiles are red clay or concrete, although the most recent developments have tended to use black tiles to quite good effect. Window frames are usually white or of stained wood.

T3.3 National and local policies place high importance on the setting of heritage assets. Accordingly Policy 3

requires the submission of impact assessment and/or impact mitigation measures where a development affects such setting. The level of details should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. The setting of a heritage asset shall be taken as the definition given in the glossary of the National Planning Policy Framework.

T3.4 Although a somewhat flexible upper limit for density is set, in general housing density should be at a level to approximately match that of existing neighbouring properties (which are almost all lower than the limit given).

T3.5 Light pollution to be assessed shall include:

Glare – excessive brightness that causes visual discomfort;

Sky-glow – brightening of the night sky over inhabited areas;

Light trespass – light falling where it is not intended or needed;

Clutter – bright, confusing and excessive groupings of light sources.

**Supporting Text - Key Facts:**

T3.6 Development in Saham Toney has taken place gradually over many centuries, much of it in times when there were no planning regulations. As a result, rather than a single distinctive style of housing, what contributes most to the distinctiveness of the Neighbourhood Area's built environment is the variety of styles that have evolved over time. This is demonstrated by the photos given in Evidence Base Volume 5. As a result the design of developments should aim to harmonise with what else is in their near vicinity. Off-the shelf designs used regularly in other places outside the Neighbourhood Area should not be used, and site designers should visit the area to examine its character and feel before "putting pen to paper".

T3.7 In the Government white paper "Fixing Our Broken Housing Market", February 2017 it states "The Government proposes to amend the National Planning Policy Framework to:

- i. Expect that local and neighbourhood plans (at the most appropriate level) and more detailed development plan documents (such as action area plans) should set out clear design expectations following consultation with local communities, and strengthen the importance of early pre-application discussions between applicants, authorities and the local community about design and the types of homes to be provided; and
- ii. Recognise the value of using a widely accepted design standard, such as Building for Life, in shaping and assessing basic design principles. These principles are crucial to the success of a scheme, but often get less attention than what a house looks like. They should be reflected in plans and be given sufficient weight in the planning process."

In setting design criteria Policy 3 is fully in accordance with those principles.

T3.8 As recommended by the organisation CABI (Chartered Association of Building Engineers), new developments should respect their context, using it as a starting point to enhance local character, and connect physically and socially to the surrounding built environment and landscape, in order to have a strong, positive identity. Since Policy 3 embodies such an approach it will result in these benefits and is therefore sustainable, viable and not restrictive.

T3.9 The density of residential housing varies across the Neighbourhood Area: for example along the south-eastern part of Richmond Road it is around 5-10 dwelling per hectare; on the recent Warwick Farm

development of 29 houses on Cley Lane it is 22-23 dwellings per hectare; on older cul-de-sac developments at Amys Close it is around 15 and the Oval around 11; in some parts of Hills Road it is as low as 7, in others around 12. There are no areas of higher density. This is considered adequate evidence for criteria P3.1 (b) which allows suitable flexibility in the context of existing dwelling densities.

T3.10 Policy HOU 06 of the emerging Local Plan allows for lower density development in rural locations and at the edges of settlements. This is considered adequate evidence for criteria P3.1 (b) of Policy 3 which sets a density limit of "approximately 20", which is well above the general density of the majority of existing housing in the Neighbourhood Area but allows flexibility to vary this to a small degree.

T3.11 Residential amenity includes overshadowing / loss of light, loss of outlook (but not view), dominance (the extent to which a new development adversely impinges on the immediate aspect or outlook from an adjoining property), noise and general disturbance, particularly in the late evening when there is an expectation that surrounding background noise will remain low, overlooking and loss of privacy, and reasonable space between buildings.

T3.12 "Building for Life 12" is the national standard for well designed homes and neighbourhoods, promoting design excellence and celebrating best practice in the house building industry. Building for Life assessments assess the design quality of planned or completed housing developments against the 12 Building for Life criteria; based on aspects which outline a development's contribution to and relationship with the local environment and community, its character, the layout of streets and needs of pedestrians and car users, and the design and construction of homes. Using this approach ensures an objective and consistent means of assessment.

T3.13 Suggested acceptable walking distances are given in "Providing For Journeys on Foot" by the Chartered Institution of Highways and Transportation, as follows:

	Town centres (m)	Commuting, school, sight-seeing (m)	Elsewhere (m)
Desirable	200	500	400
Acceptable	400	1000	800
Preferred maximum	800	2000	1200

T3.14 One hundred and eleven parishioners who responded to consultations valued the peaceful nature of the parish and wish to maintain it. Therefore Policy 3 is justified in seeking to prevent any increased noise levels as a result of development.

T3.15 The extract given below from the interactive online map of night lighting given at <https://blue-marble.de/nightlights/2012> shows a very distinct difference between the night sky in Saham Toney and that in neighbouring Watton, and it is this difference Policy 3 seeks to preserve.



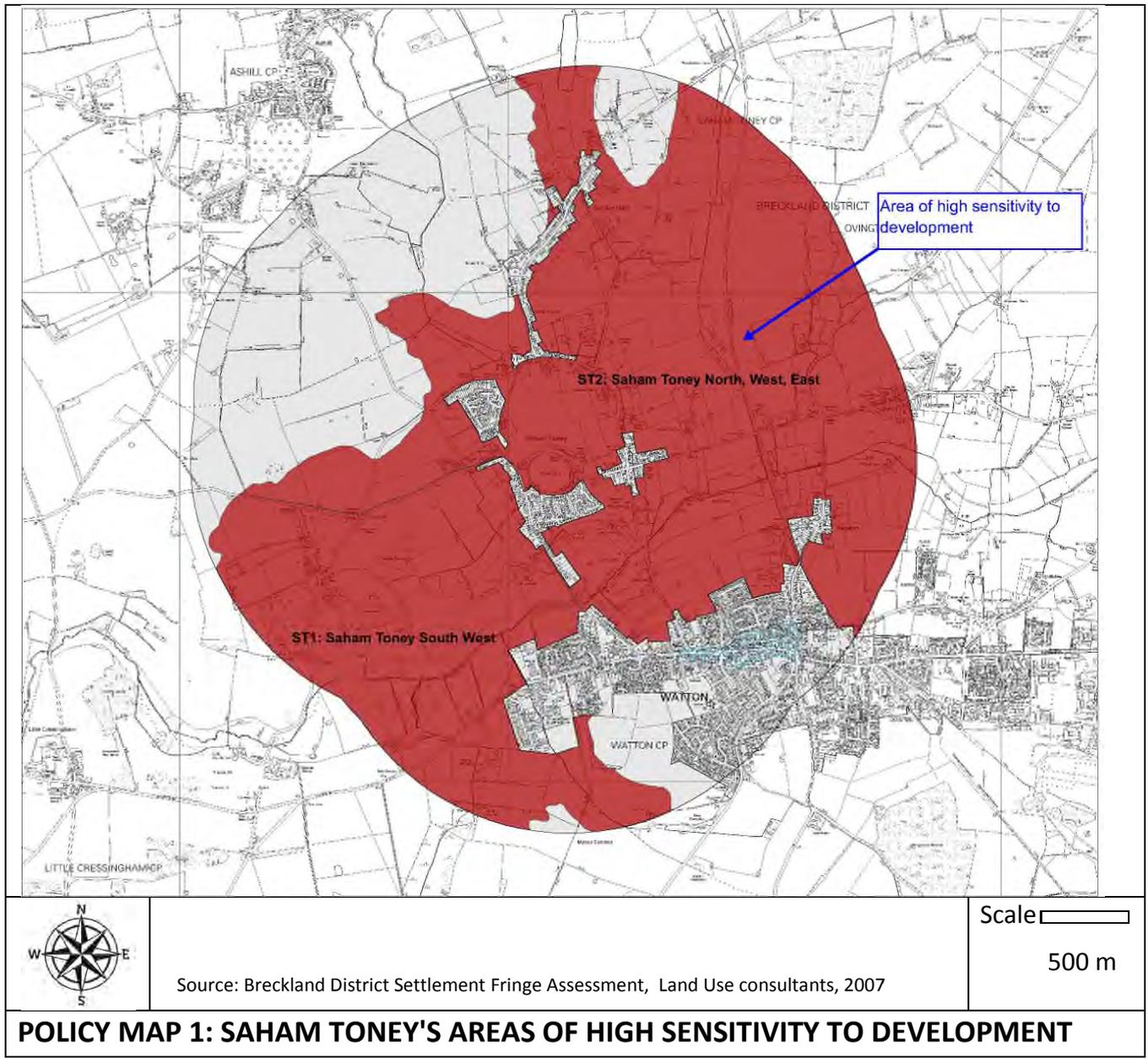
T3.16 In its 2016 paper "Night Blight: Mapping England's Light Pollution and Dark Skies" the Campaign for the Protection of Rural England recommends that Local Authorities "should develop policies to control light pollution in local plans which will ensure that existing dark skies are protected, and that new developments do not increase local light pollution". Saham Toney Parish Council supports this recommendation and considers it justifies inclusion of dark skies criteria in Policy 3.

T3.17 Saham Toney Parish Council has not in the past, nor will in the future support the introduction of street lighting. The only street lighting at present in the Neighbourhood Area is limited to a small development on Amys Close, which was objected to by the Parish Council but was accepted and is maintained by Norfolk County Council. This development is not a main route through the parish. By restricting street lighting Policy 3 seeks to protect Saham Toney's dark skies, which if once lost, will never be regained.

**EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

STNP Evidence Base Volume 5 - Reasoned Justification For Policy 3



## **POLICY 4A: NON-RESIDENTIAL DEVELOPMENT: COMMUNITY FACILITIES**

P4A.1 Proposals, including change of use (outside permitted development rights), which result in the loss of the local community buildings listed below will only be permitted providing:

- a. It can be demonstrated that there is no local need for the facility or that its continuing function is no longer viable following appropriate marketing; and
- b. An equivalent facility in terms of quality is provided to serve the same community in an accessible location or;
- c. An appropriate alternative community facility to meet local needs is not required or likely to be viable, as demonstrated by evidence submitted by the applicant.

- i. The Wells-Cole Community Centre;
- ii. St George's Church;
- iii. Saham Hills Methodist Chapel;
- iv. The sports and social club;
- v. Broom Hall Country Hotel;
- vi. The Old Bell public house
- vii. Penny's tearoom;
- viii. Lowe's caravan park.

P4A.2 Where new development increases the demand for community facilities, Breckland Council may require a developer contribution to improve the qualitative and quantitative offer of the existing facilities.

P4A.3 Development of new community facilities will be supported.

### **Supporting text - Implementation:**

Policy 4A is to be applied to safeguard the existing community facilities which it defines and to support any new ones that may come forward, subject to compliance with non-residential development design criteria and all other relevant policies.

### **EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

STNP Evidence Base Volume 6 - Reasoned Justification For Policies 4A, 4B & 4C

## **POLICY 4B: NON-RESIDENTIAL DEVELOPMENT: BUSINESS OR TOURSIM RELATED**

P4B.1 Development of existing or new business or tourism related facilities will be supported where :

- a. It recognises and protects the intrinsic character and beauty of the countryside in line with national policy;
- b. It is of an appropriate scale and sited, designed and landscaped to be sympathetic to its landscape setting and the character and appearance of any neighbouring residential properties;
- c. It would not have a materially adverse impact on the amenities of nearby residential properties or the rural environment in terms of its scale and visual appearance, or any noise, effluent or fumes it would emit;
- d. It would not give rise to an unacceptable increase of road traffic; and
- e. An appropriate level of infrastructure is in place to serve the development.

### **Supporting text - Implementation:**

T4B.1 This policy permits the development of new business or tourism related premises of a scale and design in keeping with the character of the local area.

T4B.2 The impact of any potential increase in road traffic arising from the new or expanded business or tourist facility on the local highway network will be an important consideration, and full account must be taken of Saham Toney's key development constraints.

### **Supporting text - Key Facts:**

T4B.3 Saham Toney is an almost entirely rural area with very little business or tourism related development.

T4B.4 Based on information from the Institute of Directors, there are 41 registered businesses that operate in Saham Toney. Of those 34 are run from home, and 1 is a mobile gardening business. Only 6 have dedicated business premises, as follows:

- a. A pet supplies warehouse;
- b. Broom Hall hotel
- c. A caravan park;
- d. A tea room;
- e. Administrative offices for a development company;
- f. A holiday park comprising shepherd's huts to let.

Additionally The Old Bell Inn public house is a business premise, although not registered as a business in Saham Toney.

Only (a) comprises a building on any scale, and this gives a context to the current level of business and tourist related development in the Neighbourhood Area.

### **EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

STNP Evidence Base Volume 6 - Reasoned Justification For Policies 4A, 4B & 4C

## **POLICY 4C: DESIGN OF NON-RESIDENTIAL DEVELOPMENTS**

P4C.1 Development proposals involving non-residential buildings, including their expansion or alteration, shall comply with all of the following criteria:

- a. The design and layout either does not impact adversely any building defined as a heritage asset or its setting, nor intrude on the public view of such a building, or if such impact/intrusion would occur a justification assessment and mitigation proposal shows the impact to be acceptable;
- b. The design uses traditional materials common in the Neighbourhood Area, especially those sourced locally and of low ecological / environmental impact;
- c. The design and layout respects the natural contours of the site and protects and sensitively incorporates natural features such as trees, hedges and ponds within the site without its landscaping being of such a scale or design that it in itself becomes an intrusion in the landscape;
- d. The design and layout provides adequate on-site parking space consistent with the anticipated use of the facility or business and in accordance with parking standards defined in the emerging Local Plan;
- e. Where applicable access to and from public roads does not impede local traffic or reduce parking provision for existing neighbouring residents;
- f. Any adverse impacts arising from residual traffic generated by the development shall be mitigated where this is viable and the measures are of a scale that is commensurate with the development;
- g. The development does not cause nuisance of any kind in excess of statutory environmental standards to its neighbours or the wider community, on a regular and/or repeated basis nor prejudice safety; and
- h. The design and layout maximises opportunities to maintain the visual openness of its surroundings, protects existing public views to the countryside, and for proposals located in the Areas of High Sensitivity to Development, as shown on Policy Map 1; does not adversely impact the rural setting of the Neighbourhood Area, as demonstrated through a Visual and Landscape Impact Assessment.

4C.2 Street or other external lighting of non-residential developments that affects the "dark skies" of the Neighbourhood Area will only be permitted providing it strictly complies with all of the following criteria:

- f. Valid reasons justifying the installation of such lighting are provided;
- g. It can be proven prior to approval that the technology to be used would improve night-time visibility of the facility while remaining unseen from outside the site, including above it;
- h. It is subject to a limit on its operation within lighting-up times (one half hour after sunset to one half hour before sunrise);
- i. It complies with The Institution of Lighting Engineers Guidance Notes For The Reduction of Obtrusive Light; and
- j. It is shown to take full account of the government's planning practice guidance on light pollution.

**Supporting text - Implementation:**

T4C.1 Assessment of design proposals shall take into account the surroundings of the site, both the landscape and the built form. Non-residential developments should harmonise with what else is in their near vicinity.

T4C.2 With respect to materials, they should be selected to reflect the rural nature of the Neighbourhood Area and to enhance the development's visual appearance.

T4C.3 National and local policies place high importance on the setting of heritage assets. Accordingly Policy 4C requires the submission of impact assessment and/or impact mitigation measures where a development affects such setting. The level of details should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. The setting of a heritage asset shall be taken as the definition given in the glossary of the National Planning Policy Framework.

T4C.4 Light pollution to be assessed shall include:

- Glare – excessive brightness that causes visual discomfort;
- Sky-glow – brightening of the night sky over inhabited areas;
- Light trespass – light falling where it is not intended or needed;
- Clutter – bright, confusing and excessive groupings of light sources.

**Supporting text - Key Facts:**

T4C.5 Saham Toney is an almost entirely rural area with very few business premises. To preserve the character of the Neighbourhood Area design criteria are applicable to new and expanded business or tourism related premises and are entirely appropriate in the context of the Neighbourhood Area's character.

T4C.6 The extract given below from the interactive online map of night lighting given at <https://blue-marble.de/nightlights/2012> shows a very distinct difference between the night sky in Saham Toney and that in neighbouring Watton, and this difference shall be preserved by carefully applying the lighting criteria of Policy 4C, particularly since business premises in general may require lighting for operational and safety reasons.



**EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

STNP Evidence Base Volume 6 - Reasoned Justification For Policies 4A, 4B & 4C

## **POLICY 5: STRATEGIC GAP TO WATTON**

P5.1 Development will be directed in a way that respects and retains the open and undeveloped nature of the physical and visual gap between Saham Toney and Watton to prevent the coalescence of the two and retain Saham Toney's separate and distinct character.

P5.2 Other than essential utility infrastructure for which no other feasible site is available, no development will be permitted within the strategic gap defined on Policy Maps 2A, 2B, 2C and 2D unless it is demonstrated in a Design and Access Statement that it satisfies all of the following:

- a. It would not result in reducing the physical and / or visual separation of Saham Toney and Watton;
- b. It would not result in increasing coalescence between Saham Toney and Watton;
- c. It would not adversely impact the rural setting of Saham Toney; and
- d. It would enhance the landscape.

P5.3 Elsewhere in the Neighbourhood Area, the intrinsic nature of the countryside will be recognised, and the undeveloped and open nature of gaps between distinct settlements within the Neighbourhood Area, including Saham Toney and Saham Hills, will be maintained.

### **Supporting text - Implementation:**

T5.1 The importance and sensitivity of the rural gap between Saham Toney and Watton is recognised by Breckland Council. Policy 5 physically defines an area, termed the strategic gap, within which this shall be especially respected and protected.

T5.2 In the case of the rural gap between Saham Toney and Saham Hills no physical area is defined, but although this allows for more flexibility that gap shall also be appropriately safeguarded.

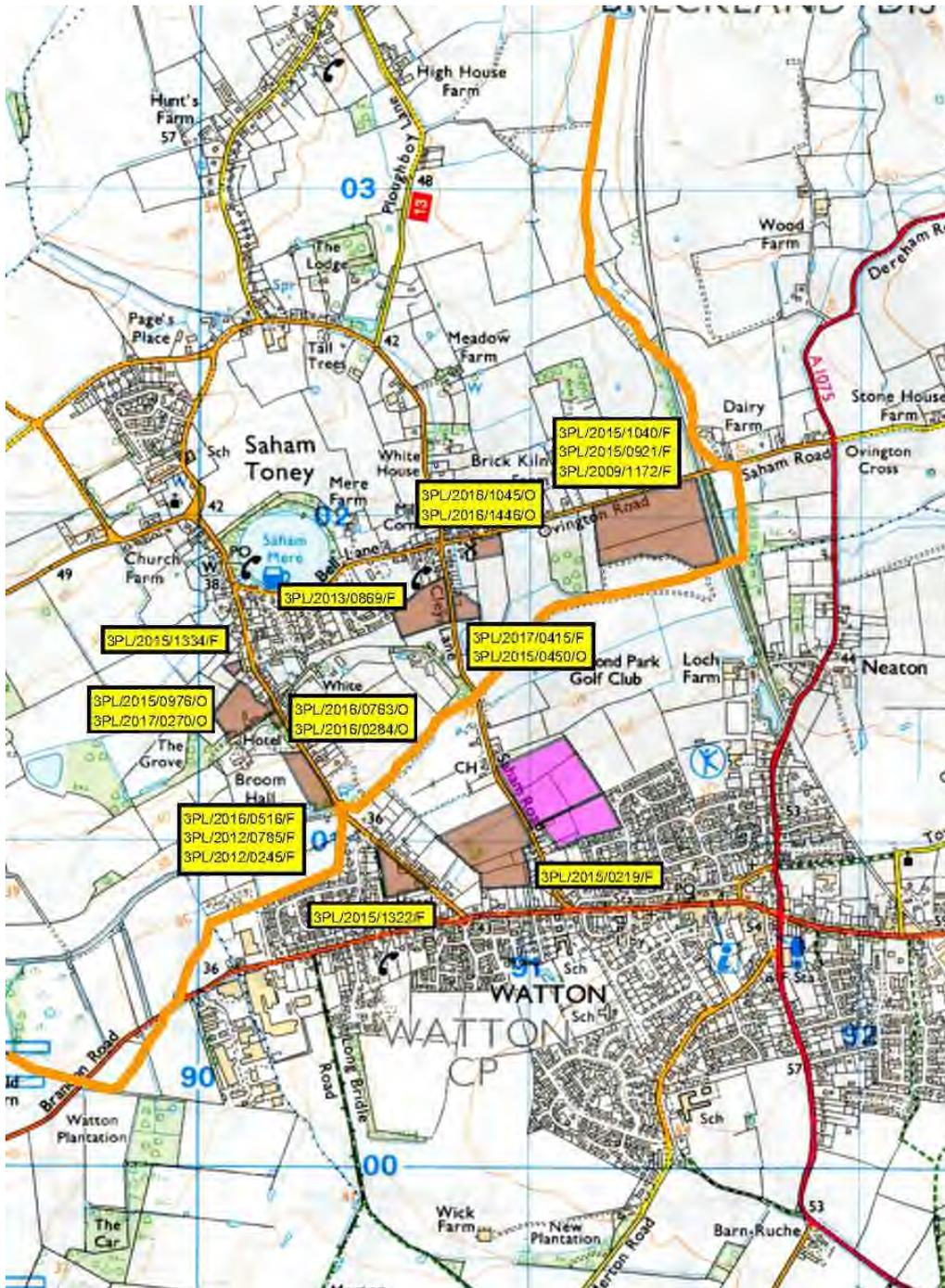
### **Supporting text - Key Facts:**

T5.3 The Breckland District Settlement Fringe Study undertaken for Breckland Council by Land Use Consultants in July 2007 provides a detailed analysis of the landscape settings to various settlements across the district including Saham Toney. It concludes that the area has high sensitivity to further expansion, where this judgement relates to the role of tributary valley and parkland/pasture and woodland setting in defining the separation of Saham Toney and Watton and creating a strong rural character to this edge of the village. The report includes a set of landscape guidelines and as part of this recommends the conservation of the "sensitive rural gap between Watton and Saham Toney created by the wooded watercourse and the parkland landscape of Broom Hall".

T5.4 Along much of its southern extent Saham Toney shares a parish boundary with the neighbouring market town of Watton. Land immediately to the north of this boundary has always been open and not subject to development. But in recent years there has been increasing pressure from development proposals, as shown on Map E7.2 of Evidence Base Volume 7, which considers the area south of Bell Lane and Ovington Road towards Watton.

T5.5 Saham Toney has a different and distinct character to neighbouring Watton. The gap between the two settlements is largely defined by Watton Brook (a tributary of the River Wissey) and the open land in its valley. The land adjacent to the parish boundary with Watton is exclusively open and rural on the Saham Toney side, whereas much of the land on the Watton side is urban or will be subject to future urbanisation as a result of already sanctioned additional housing development.

T5.6 There has been a clear pattern for planning applications to be made along the two routes between Saham Toney and Watton: Richmond Road to the west and Cley Lane to the east. The pressure of those proposals is emphasised by the fact that for some sites applications have been submitted twice or even three times and/or been subject to planning appeals. See the map below. With increasing demand for housing, as evidenced by the latest edition of the Central Norfolk Strategic Housing Market Assessment, there is no reason to suppose that such pressure will reduce in future; in fact it would be more logical to expect it to increase. Policy 5 is justified because it introduces a mechanism to achieve the "avoidance of coalescence" that is readily implementable without restricting the level of sustainable development in accordance with that specified in the emerging Local Plan, when considering the Neighbourhood Area as a whole.



T5.7 The rural nature of the parish, its village "feel" set in open agricultural countryside and the maintenance of an open gap to Watton is of great importance to parishioners, as evidenced by responses to preliminary consultations. Fifty nine (59) specifically requested a gap with Watton be maintained, in addition to which one hundred and fourteen (114) expressed their wish "to preserve open spaces" and one hundred and eleven (111) sought "to keep Saham Toney as it is".

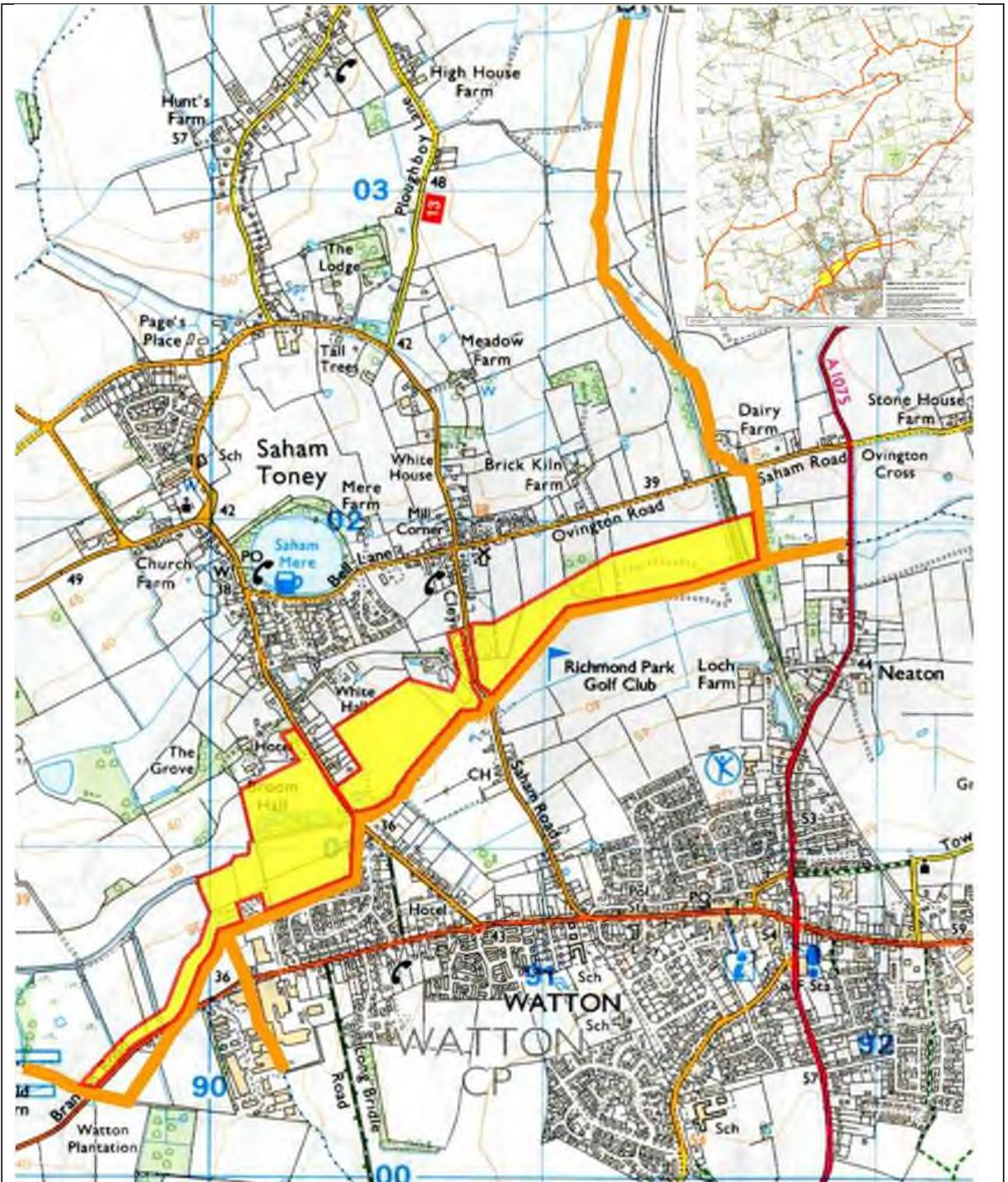
T5.8 The open nature of the surrounding countryside in which Saham Toney is situated represents a clear visual break from Watton along much of the parish boundary, as does the ribbon development in its developed areas closest to Watton (i.e. along Richmond Road and Cley Lane). Saham Toney is a rural settlement whereas Watton is a market town: the contrast is striking. Saham Toney's sense of self requires the preservation of the undeveloped gap to Watton.

T5.9 Whilst this Neighbourhood Plan recognises the priority attached to development, it also seeks to conserve and enhance the distinct environmental setting of Saham Toney and retain the rural nature of its surroundings. The Neighbourhood Plan supports and allows more than ample opportunities for development in accordance with and beyond that defined as sustainable in the emerging Local Plan. Hence the designation of a strategic gap should be deemed non-restrictive in the context of it representing only a very small part of the overall Neighbourhood Area. Policy 5 is consistent with this Plan's principle of directing a small amount of development to the most appropriate and sustainable locations.

**EVIDENCE BASE:**

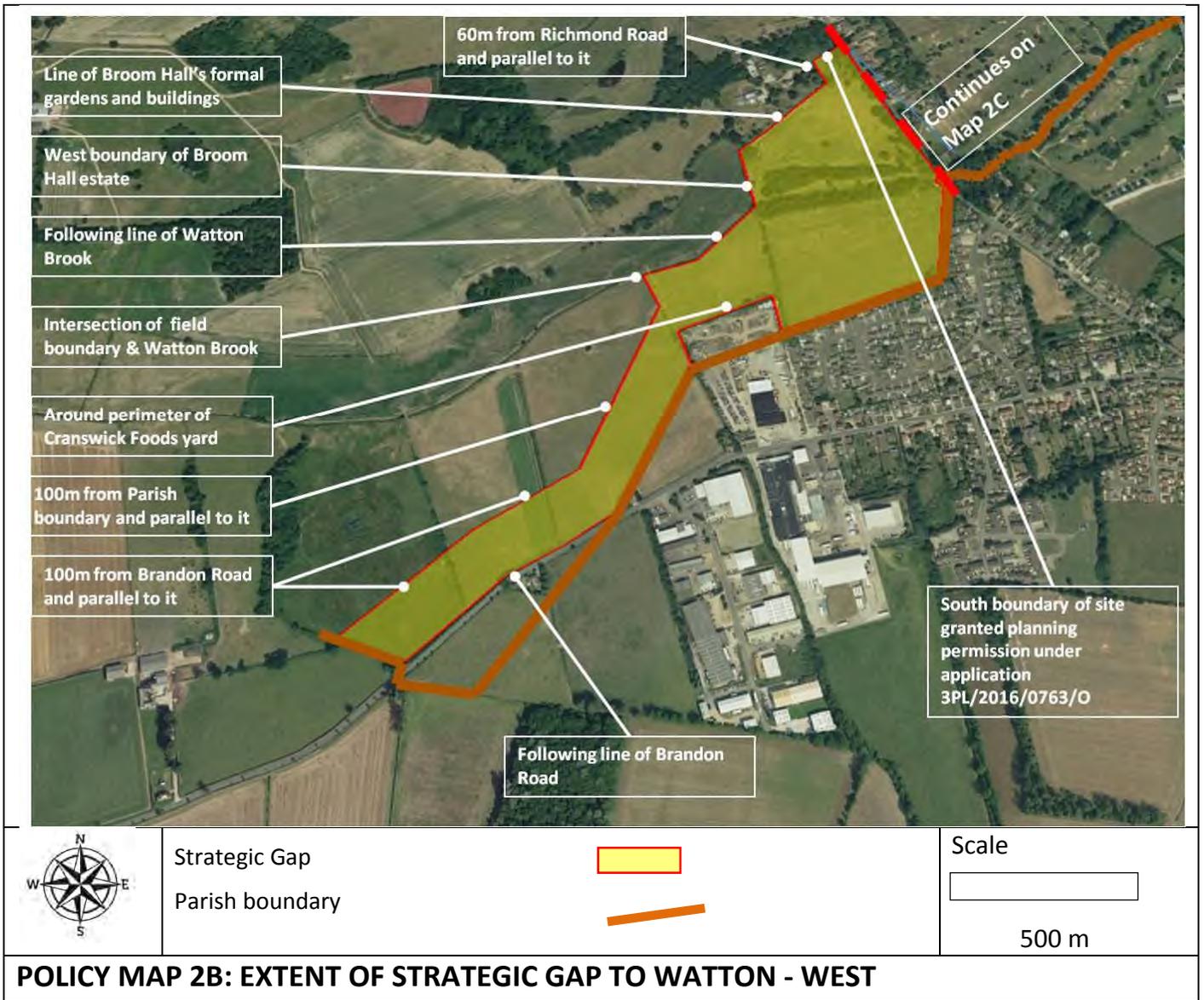
STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

STNP Evidence Base Volume 7 - Reasoned Justification For Policy 5



	<p>Strategic Gap </p> <p>Parish boundary </p>	<p>Scale </p> <p>500 m</p>
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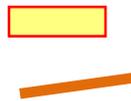
**POLICY MAP 2A: STRATEGIC GAP TO WATTON**  
 Maps 2B, 2C and 2D accurately define the extent of the strategic gap



**POLICY MAP 2B: EXTENT OF STRATEGIC GAP TO WATTON - WEST**



Strategic Gap  
Parish boundary

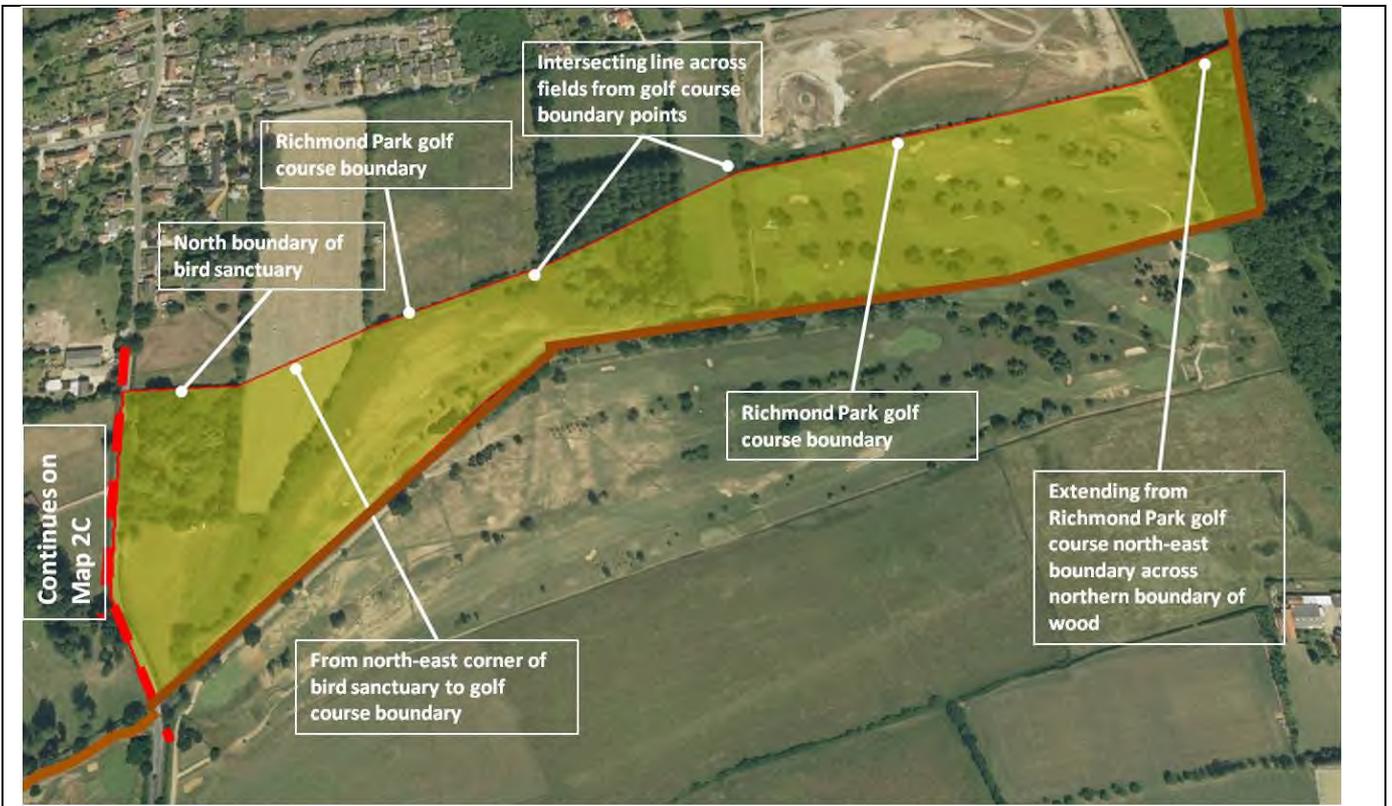


Scale



500 m

**POLICY MAP 2C: EXTENT OF STRATEGIC GAP TO WATTON - CENTRAL**



	<p>Strategic Gap </p> <p>Parish boundary </p>	<p>Scale</p>  <p>500 m</p>
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**POLICY MAP 2D: EXTENT OF STRATEGIC GAP TO WATTON - EAST**

## **POLICY 6: HERITAGE ASSETS**

P6.1 The parish's designated heritage assets and their setting including listed buildings, scheduled monuments and assets above and below ground, will be conserved or enhanced. Proposals for their development will take into account their significance and contribution to local distinctiveness, character and sense of place.

P6.2 Proposals for development that affect non-designated heritage asset buildings will be considered taking account of the scale of any harm or loss and the significance of the heritage assets as set out in the National Planning Policy Framework and as described in a Design and Access Statement. In particular such development shall:

- a. Not adversely affect the setting of the building;
- b. Be sympathetic and in keeping with the existing character and appearance of the building; and
- c. Conserve and wherever possible enhance the character, appearance and setting of the asset.

P6.3 Where a proposed development site includes the location of a Scheduled Monument or Site or Find defined as a heritage asset in the Saham Toney Heritage Asset Register, or if a new asset is found during any preliminary site investigations, it should ideally be left in situ and undisturbed by the development. If this is not feasible, satisfactory preliminary excavation and recording shall be carried out and an appropriate archaeological assessment shall be provided giving the following information as a minimum:

- i. A description of the heritage asset(s) in sufficient detail to identify its (their) nature, historical significance and the likely impact of the development to the asset(s);
- ii. A proposal on the nature, extent and likely time needed for any further research, should such research be deemed necessary; and
- iii. A mitigation proposal to minimise or eliminate inappropriate impact on the asset(s), should such impact be identified.

P6.4 Where a need for more extensive investigation is identified a planning condition shall be agreed to prevent any disturbance of the development site until such investigation has been completed to the satisfaction of Breckland Council.

### **Supporting text - Implementation:**

T6.1 The Saham Toney Heritage Asset Register which forms part of Policy 6 and lists all heritage assets in the Neighbourhood Area, is the definitive reference document and applies in precedence to Policy Maps 3 and 4, which may become outdated over the life of this Plan. The Register is to be used by applicants, those making representations on planning applications and planning decision makers. An up to date version of the Register may be found at [www.stnp2036.org](http://www.stnp2036.org).

T6.2 The significance of designated heritage assets, including nationally protected listed buildings and their settings, scheduled monuments and archaeological sites and the settings of all of those, shall be conserved or enhanced and given the highest level of protection.

T6.3 Proposals that would affect the significance of a designated heritage asset will be required to provide sufficient information to enable any impact to be assessed. Development that may affect any designated heritage asset will be subject to comprehensive assessment and will be expected to conserve and, wherever possible, enhance its character, appearance and setting.

T6.4 Where a proposed development may affect the character or setting of a Listed Building, particular regard will need to be given to the protection, conservation and potential enhancement of any features of historic or architectural interest; this includes internal features, floor plans and spaces or any object or structure within the curtilage of a listed building that predates 1st July 1948.

T6.5 Proposals that could affect known or previously unrecognised heritage assets will be expected, through agreement with the Council, to undergo an appropriate assessment in line with the significance of the asset. The assessment must provide sufficient information for any impact to be assessed. As a minimum the relevant Historic Environment Record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

T6.6 The designated and non-designated heritage assets in the Neighbourhood Area (at time of writing) are shown on Policy Maps 3 and 4, which present that information in a way that allows easy initial identification of the location of a heritage asset when assessing a site with regard to heritage issues.

T6.7 When submitting planning applications or making decisions on applications relating to heritage assets or assessments of potential impact on such assets, it is recommended that the Historic England publication "Conservation Principles, Policies and Guidance" is adhered to as this will ensure issues are dealt with in a robust and consistent way.

T6.8 In considering any potential impact on the setting of a heritage asset account shall be taken of the guidance given in Historic England's good practice advice in its publication "The Setting of Heritage Assets".

T6.9 In accordance with the policy stated in Historic England's publication "Enabling Development and the Conservation of Significant Places", a Design and Access Statement to justify development shall show:

- i. It will not materially harm the heritage values of the place or its setting;
- ii. It avoids detrimental fragmentation of management of the place;
- iii. It will secure the long-term future of the place and, where applicable, its continued use for a sympathetic purpose;
- iv. It is necessary to resolve problems arising from the inherent needs of the place, rather than the circumstances of the present owner, or the purchase price paid;
- v. Sufficient subsidy is not available from any other source;
- vi. It is demonstrated that the amount of enabling development is the minimum necessary to secure the future of the place, and that its form minimises harm to other public interests; and
- vii. The public benefit of securing the future of the significant place through such enabling development decisively outweighs the disadvantages of breaching other public policies.

T6.10 The setting of a heritage asset shall be taken as the definition given in the glossary of the National Planning Policy Framework, i.e. "The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral."

**Supporting text - Key Facts:**

T6.11 Saham Toney is an ancient village with evidence of habitation dating back to pre-Roman times. The Norfolk Heritage Explorer Record (which is an online resource providing data from Norfolk County Council's Historic Environment Record) currently lists 152 assets of significance in Saham which are spread widely across the parish, as collated in Policy Maps 3 and 4 and The Saham Toney Heritage Asset Register. The book "The Roman Invasion of Britain" (Graham Webster 1993) notes that there is evidence that Saham Toney was close to a significant Romano-British settlement. According to Archaeology UK's ARCHI database, there are twenty sites of registered archaeological interest within the parish of Saham Toney. These range from the site of a Roman Camp at Woodcock Hall, an Iron-Age settlement site, an Anglo Saxon cemetery and sites, and the site of a monastery at Saham Hills. Given this history, Policy 6 reasonably stipulates the need for archaeological

surveys of known/potential sites.

T6.12 The character of the District is defined by the combination of elements such as the mixture and style of buildings, the extent and form of open spaces, the quality and relationship of buildings, prevalent building materials and the amount of trees or other green features. These features contribute to the overall character of the area and need to be recognised and respected in proposals for new development.

T6.13 Saham Toney Heritage Group is a member of Wayland Partnership which organises heritage projects throughout the Wayland area, and the group actively contributes to the identification and protection of heritage assets. That group's archivist is also a member of the Saham Toney Neighbourhood Plan Committee and thus his knowledge provides a robust basis for the designation of assets in Policy 6.

T6.14 The Designated Heritage Assets in the Neighbourhood Area are as follows;

Listed Buildings:

1. St George's Church;
2. Brick Kiln Farmhouse, Ovington Road;
3. Gardener's Cottage;
4. Meadow Farmhouse, Chequers Lane;
5. Page's Place;
6. Park Farmhouse, Hills Road;
7. Post-Mediaeval barn, Richmond Road, west of White Hall;
8. Saham Hall Farmhouse;
9. The Lodge, Chequers Lane;
10. The Old Rectory, Richmond Road;
11. White Hall, off Richmond Road.

Scheduled Monuments:

1. Roman settlement at Woodcock Hall;
2. High Banks (shared with Ovington parish).

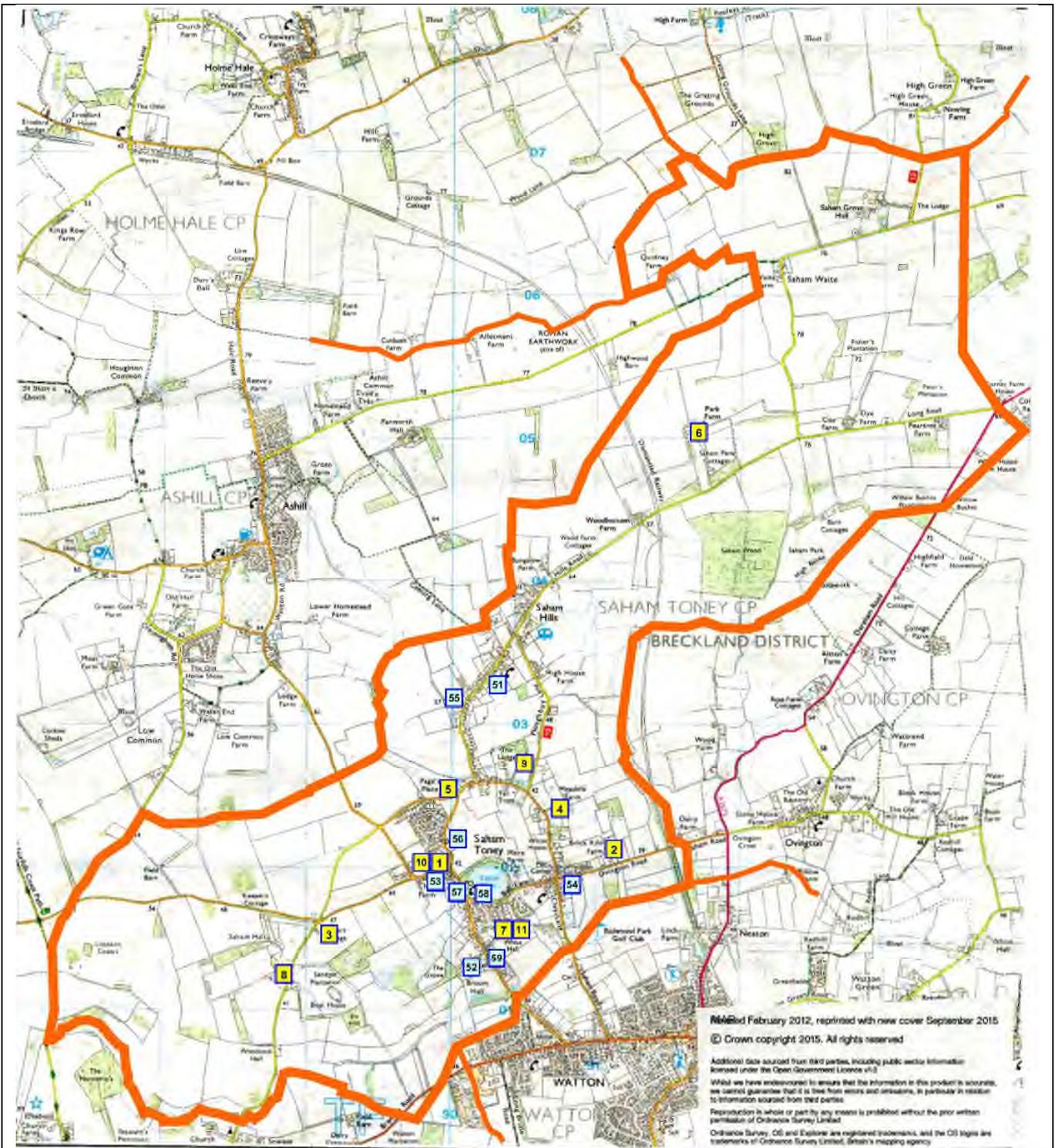
T6.15 The Non-Designated Heritage Assets in the Neighbourhood Area are:

1. Saham Hills Methodist Church, Hills Road;
2. Broom Hall, Richmond Road;
3. Wisteria (formerly Alms) Cottage, opposite the Old Rectory;
4. Windmill. Bristow's Tower Mill, Ovington Road;
5. Hunt's Farm;
6. Parkers Church of England Primary School;
7. The Terrace, Richmond Road;
8. The Old Bell Inn;
9. Saham College, Richmond Road.

**EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

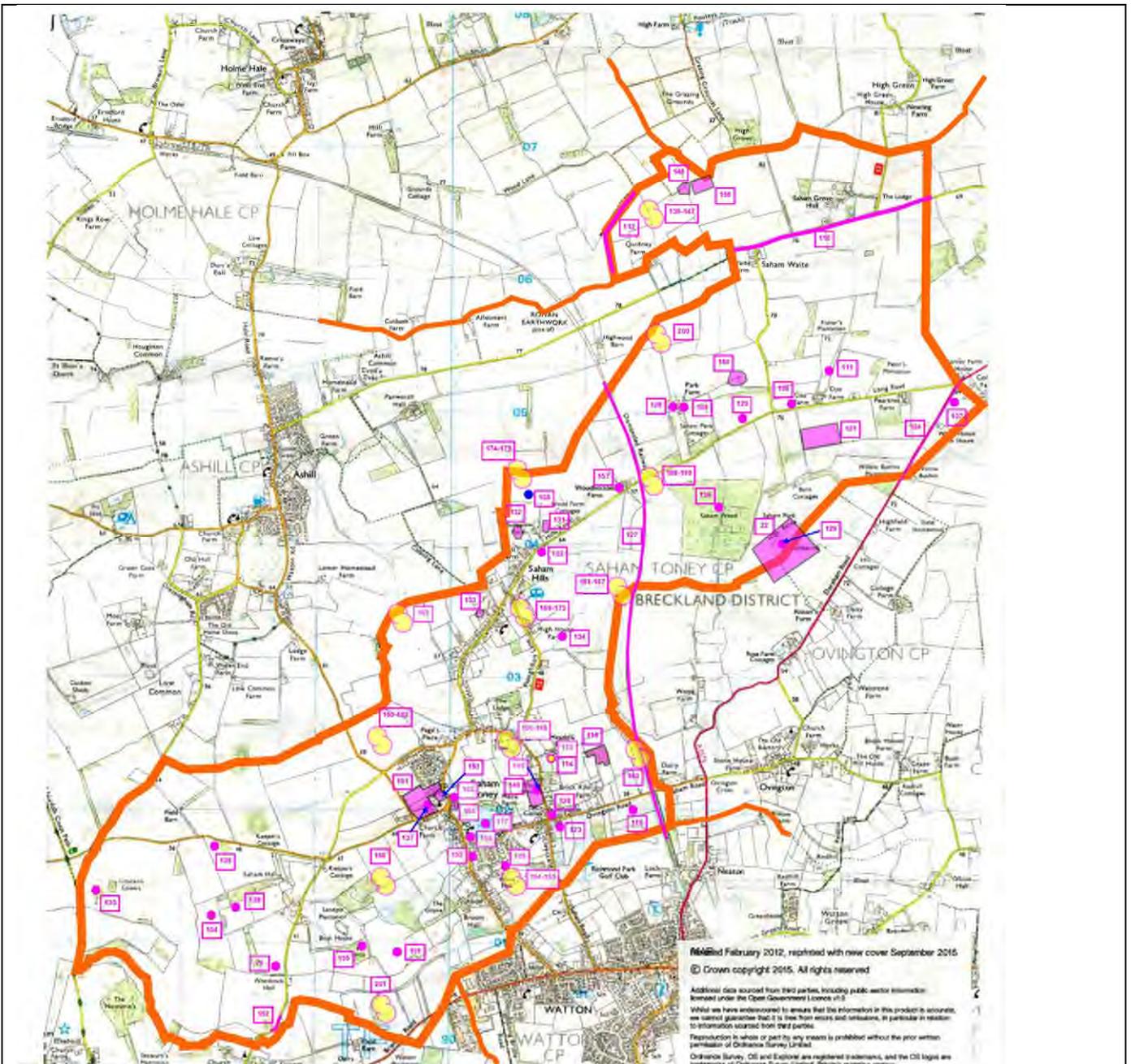
STNP Evidence Base Volume 8 - Reasoned Justification For Policy 6



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	Designated heritage asset		Scale 1:25000
	Non-designated heritage asset		
	Parish boundary		See the Saham Toney Heritage Asset register for more details
			Background map source: Ordnance Survey

**POLICY MAP 3: SAHAM TONEY HERITAGE ASSETS: BUILDINGS**



	<p>Site or find(s), including scheduled monuments extending over a known location </p> <p>Asset ID number </p> <p>Site or find, known location </p> <p>Site or find, approximate location </p> <p>Site or find(s), location known only within the indicated map grid square (1 sq. km) </p> <p>Line of old road or rail line </p> <p>Parish boundary </p>	<p>Scale 1:25000</p> <p>See the Saham Toney Heritage Asset register for more details</p> <p>Background map source: Ordnance Survey</p>
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**POLICY MAP 4: SAHAM TONEY HERITAGE ASSETS: SITES and FINDS**

## **POLICY 7A: LOCAL GREEN SPACES**

P7A.1 The open spaces listed below and shown on Policy Maps 5A-G are designated as Local Green Spaces. New development on these sites will not be permitted other than in very special circumstances.

ST-GS1: The parish sports field, including the planned community orchard;

ST-GS2: The Wells Cole Community Centre park land, including the "Growing Together" wildlife area;

ST-GS3: Saham Mere and the immediately surrounding land;

ST-GS4: St George's churchyard and cemetery;

ST-GS5: The village allotments;

ST-GS6: The bird sanctuary;

P7A.2 Development within a designated Local Green Space will not be permitted unless it is required for essential utility infrastructure for which no other feasible site is available.

### **Supporting text - Implementation:**

T7A.1 In accordance with the National Planning Policy Framework proposed development in Local Green Spaces shall be assessed in the same manner as Green Belts.

T7A.2 "Very special circumstances" may include the sympathetic and appropriate expansion of the community facilities defined in Policy 4A where that can be shown to provide tangible community benefit in addition to any commercial considerations.

### **Supporting text - Key Facts:**

T7A.2 All designated spaces meet the criteria set out in paragraph 77 of the NPPF as described below.

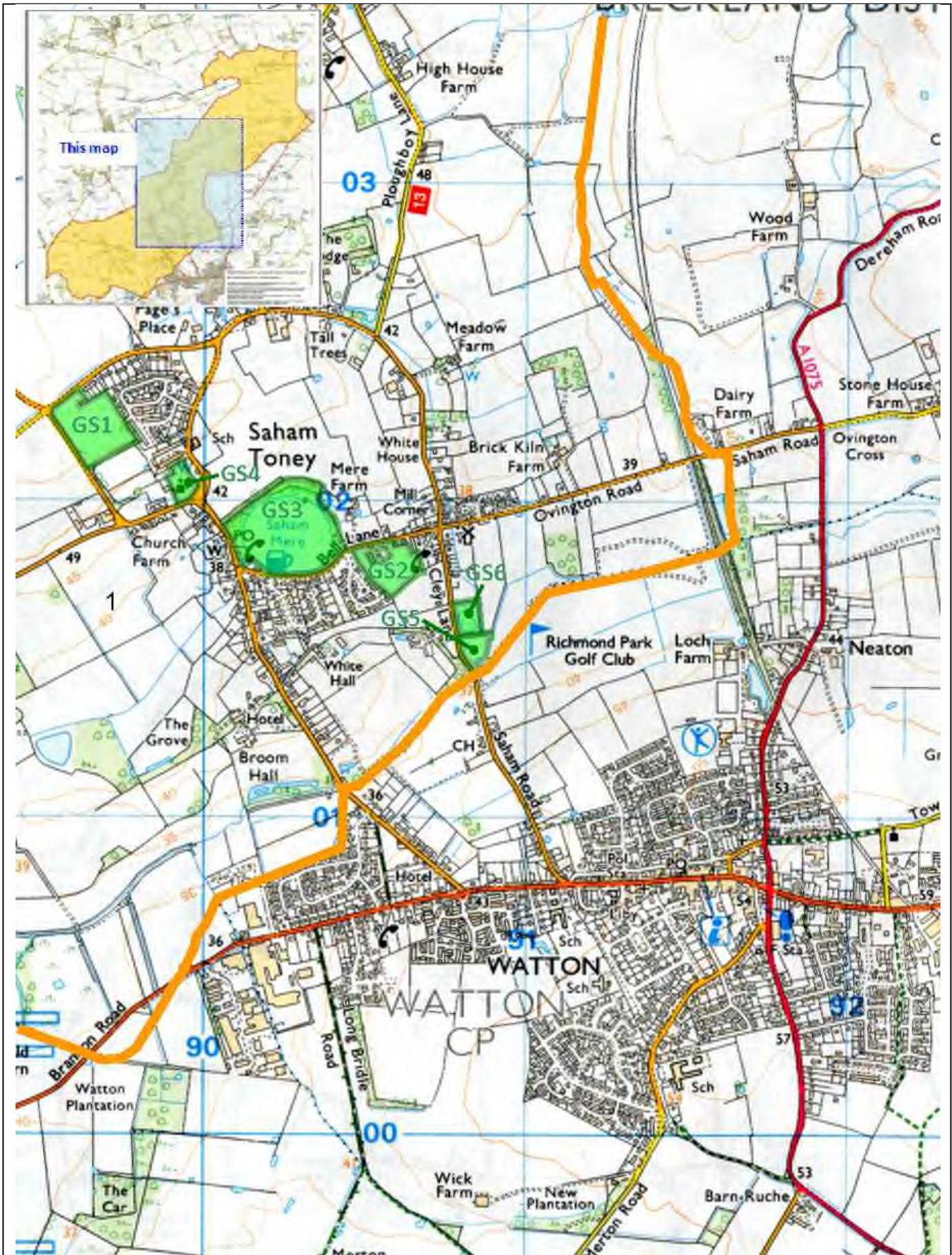
T7A.3 In accordance with paragraphs 76-78 of the National Planning Policy Framework the following criteria have been used for assessing open spaces as potential Local Green Spaces:

- i. The green space is in reasonably close proximity to the community it serves;
- ii. The green space is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife;
- iii. The green space concerned is local in character and is not an extensive tract of land.

### **EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

STNP Evidence Base Volume 9 - Reasoned Justification For Policy 7A



Local Green Space



Parish boundary



Background map source: Ordnance Survey

Scale

1:25000

**POLICY MAP 5A: LOCAL GREEN SPACES - OVERALL**



Local Green Space



Background map source: Here We Go

**POLICY MAP 5B: LOCAL GREEN SPACE DETAIL: GS1 - PARISH SPORTS FIELD**



Local Green Space



Background map source: Here We Go

**POLICY MAP 5C: LOCAL GREEN SPACE DETAIL: GS2 - COMMUNITY CENTRE PARK LAND**



Local Green Space



Background map source: Here We Go

**POLICY MAP 5D: LOCAL GREEN SPACE DETAIL: GS3 - SAHAM MERE**



Local Green Space



Background map source: Here We Go

**POLICY MAP 5E: LOCAL GREEN SPACE DETAIL: GS4 - ST. GEORGE'S CHURCHYARD & CEMETERY**



Local Green Space



Background map source: Here We Go

**POLICY MAP 5F: LOCAL GREEN SPACE DETAIL: GS5 - THE VILLAGE ALLOTMENTS**



Local Green Space



Background map source: Here We Go

**POLICY MAP 5G: LOCAL GREEN SPACE DETAIL: GS6 - THE BIRD SANCTUARY**

## **POLICY 7B: COMMUNAL VIEWS**

P7B.1 The much valued communal views in the Neighbourhood Area shall be maintained.

Development proposals which adversely affect, obstruct, intrude upon, or otherwise detract from the Communal Views shall not be supported. The views are listed below and shown on Policy Maps 6A to 6L and described in more detail in the Evidence Base accompanying this Plan.

- a. CV1: From Pound Hill across agricultural land to Saham Mere;
- b. CV2: Broom Hall estate from Richmond Road;
- c. CV3: Open land south of the Cressingham Road near its junction with Richmond Road;
- d. CV4: South-west from Ploughboy Lane across open land;
- e. CV5: South-west from higher ground down to Page's Place;
- f. CV6a: Saham Wood from the north;
- g. CV6b: Saham Wood from the west;
- h. CV7: Saham Hall estate from the east;
- i. CV8: From Cley Lane looking north-west from just north of the Parish boundary;
- j. CV9: From Pages Lane looking north-west towards Ashill;
- k. CV10: Willow Bushes Plantation from the north.

### **Supporting text - Implementation:**

T7B.1 Policy Map 5 shows each communal view together with its respective viewpoint. There are no hard and fast boundaries to each view but the Map is broadly indicative of the area each covers.

T7B.2 Adverse effects would include, but not be limited to anything that prevents continued public enjoyment of key features of a Communal View including landscape features, sensitive village edges, rural approaches to the village and distant buildings.

### **Supporting text - Key Facts:**

T7B.3 Landscape makes an important contribution to the uniqueness of a place and comprises not only landform and flora but also aesthetic and perceptual qualities such as views and tranquillity. Tranquillity is addressed in Policy 3 and also by the designation of Local Green Spaces in Policy 7A. Policy 7B gives measures to safeguard the most important communal views in the Neighbourhood Area.

T7B.4 Some parts of Saham Toney are notable for their communal views, which are ancient and historic and much valued by the community. 111 respondents to preliminary consultations asked to "keep Saham Toney as it is". Protection of such views is in accordance with NPPF guidelines. These are areas for which a Local Green Space designation is not appropriate by the criteria applied for such designation and therefore in which development meeting all other policy requirements of this Plan may be allowed, but on the proviso the communal view is maintained.

T7B.5 Landscape comprises the natural environment, the cultural environment and aesthetic qualities, including views and tranquillity. Saham Toney's landscape makes an important contribution to the character of the Neighbourhood Area. Perception of the most valued parts of that landscape is prompted by views of it. Views of the landscape are part of the community's visual amenity and contribute to the overall pleasantness of the area. Since landscape is experienced by the entire community and visitors to the Neighbourhood Area, it is one of the key dimensions of environmental interest because it contributes to a sense of place and quality of life. Therefore the best views of it should be protected.

T7B.6 Natural England's publication "Guidelines for Landscape Character Assessments", which is government sponsored, states " Peoples' social, economic and environmental needs are in part addressed by their

relationship with the landscape around them, that contributes to their quality of life."

T7B.7 Designation as a protected communal view is based on a review of the following criteria, which have been adapted from the Landscape Institute's "Guidelines for Landscape and Visual Impact Assessments":

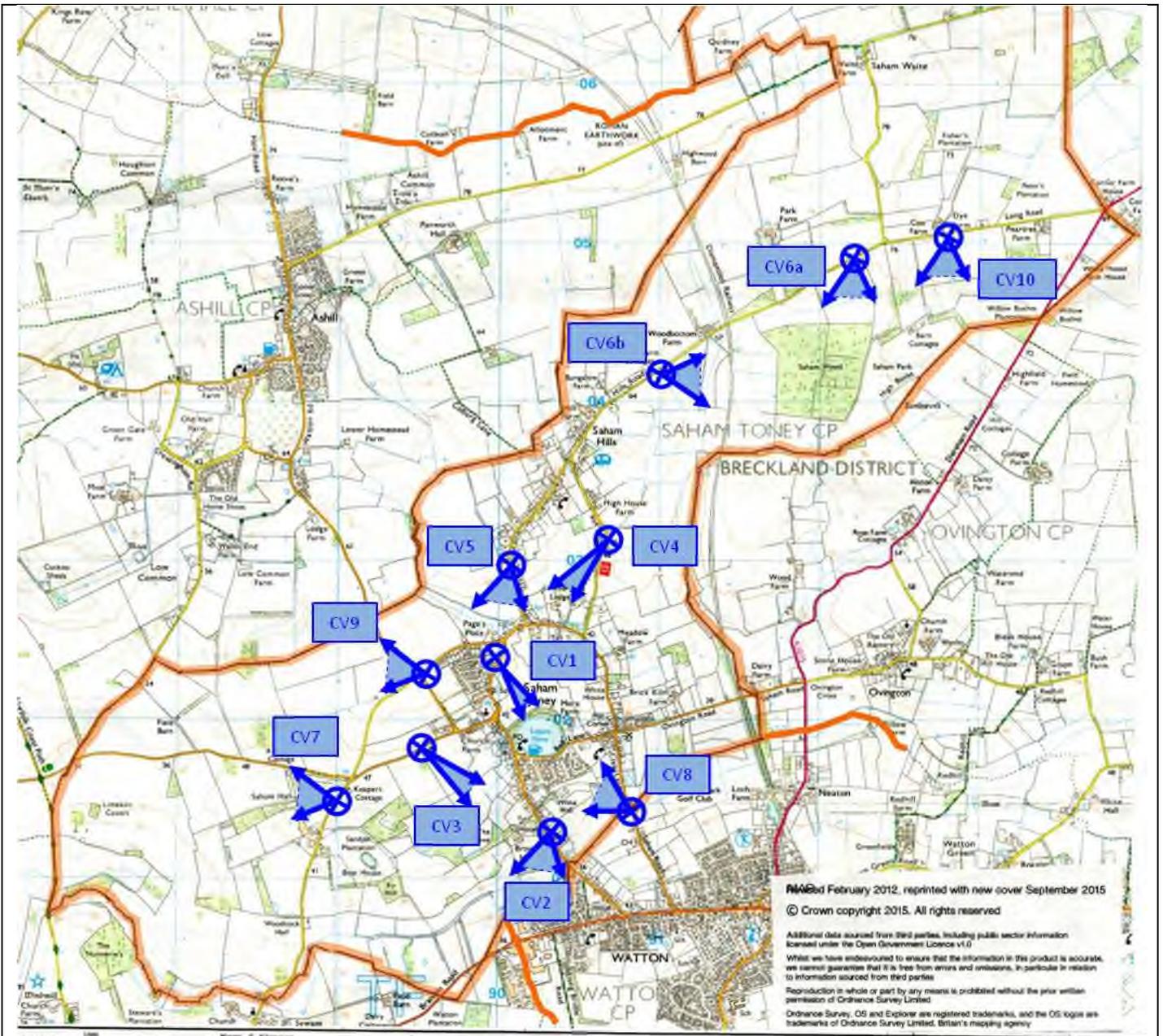
- i. Landscape quality;
- ii. Scenic quality;
- iii. Rarity;
- iv. Representativeness;
- v. Conservation interests;
- vi. Perceptual aspects;
- vii. Consensus; and
- viii. Cultural associations

Views satisfying at least 5 of these criteria have been designated as protected Communal Views.

**EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

STNP Evidence Base Volume 10 - Reasoned Justification For Policy 7B



	<p>Parish Boundary</p> <p>Protected view</p> <p>Background map source: Ordnance Survey</p>	<p>Scale</p> <p>1:25000</p>
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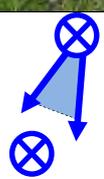
**POLICY MAP 6A: PROTECTED COMMUNAL VIEWS - OVERALL**  
 See enlarged maps for full details of each view

**VIEW CV1: FROM POUND HILL ACROSS AGRICULTURAL LAND TO SAHAM MERE**



Protected view

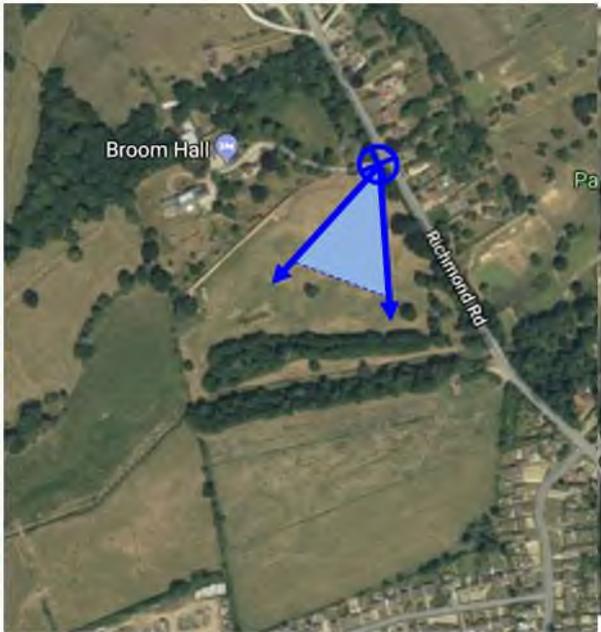
Viewpoint



Background map source:  
Ordnance Survey & Google  
Maps

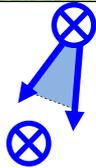
**POLICY MAP 6B: PROTECTED COMMUNAL VIEW CV1 DETAIL**

**VIEW CV2: BROOM HALL ESTATE FROM RICHMOND ROAD**



Protected view

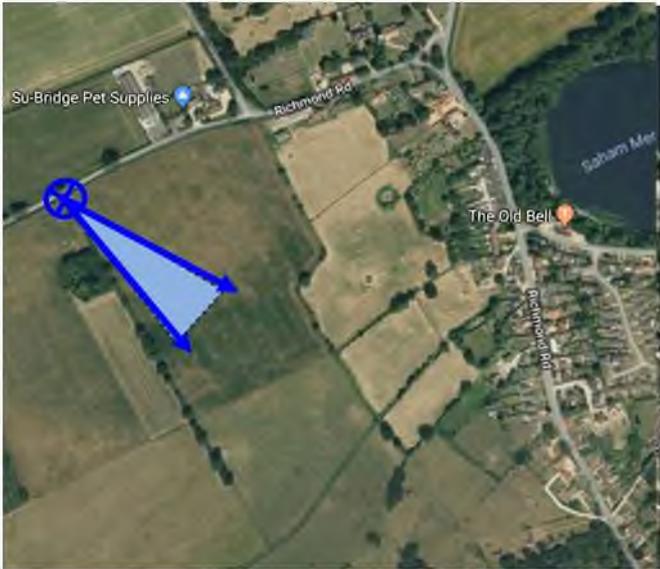
Viewpoint



Background map source:  
Ordnance Survey & Google  
Maps

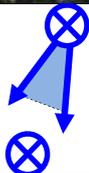
**POLICY MAP 6C: PROTECTED COMMUNAL VIEW CV2 DETAIL**

**VIEW CV3: OPEN LAND SOUTH OF THE CRESSINGHAM ROAD NEAR ITS JUNCTION WITH RICHMOND ROAD**



Protected view

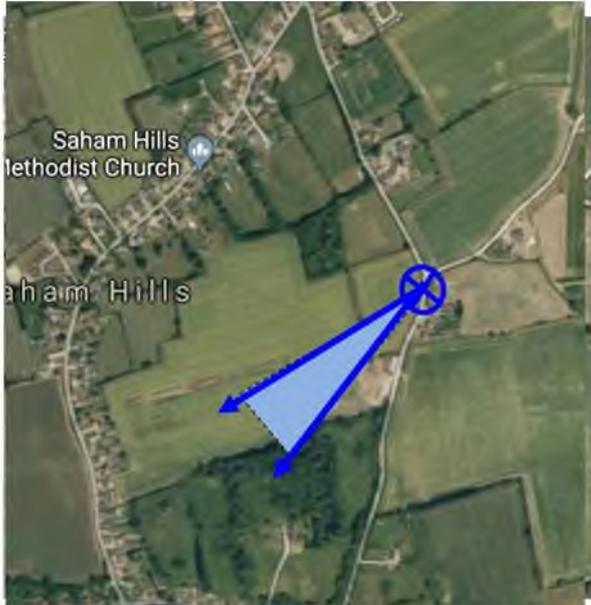
Viewpoint



Background map source:  
Ordnance Survey & Google  
Maps

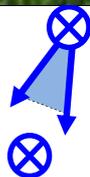
**POLICY MAP 6D: PROTECTED COMMUNAL VIEW CV3 DETAIL**

**VIEW CV4: SOUTH-WEST FROM PLOUGHBOY LANE ACROSS OPEN LAND**



Protected view

Viewpoint

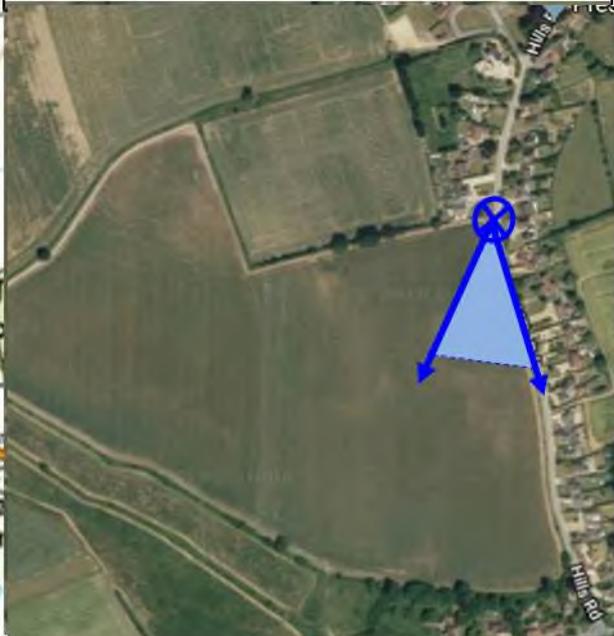


Background map source:  
Ordnance Survey & Google Maps

Background map source:  
Ordnance Survey & Google Maps

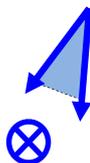
**POLICY MAP 6E: PROTECTED COMMUNAL VIEW CV4 DETAIL**

**VIEW CV5: SOUTH FROM HIGHER GROUND TO PAGE'S PLACE**



Protected view

Viewpoint

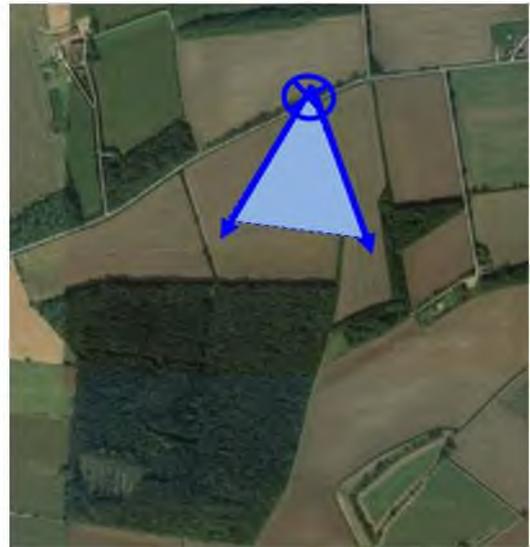
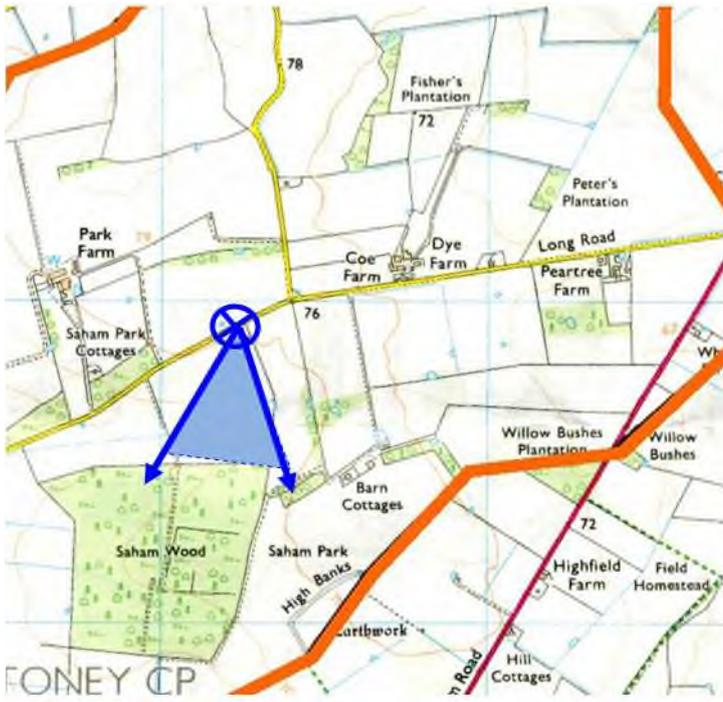


Background map source:  
Ordnance Survey & Google Maps

Background map source:  
Ordnance Survey & Google Maps

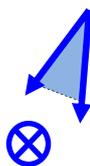
**POLICY MAP 6F: PROTECTED COMMUNAL VIEW CV5 DETAIL**

**VIEW CV6a: SAHAM WOOD FROM THE NORTH**



Protected view

Viewpoint

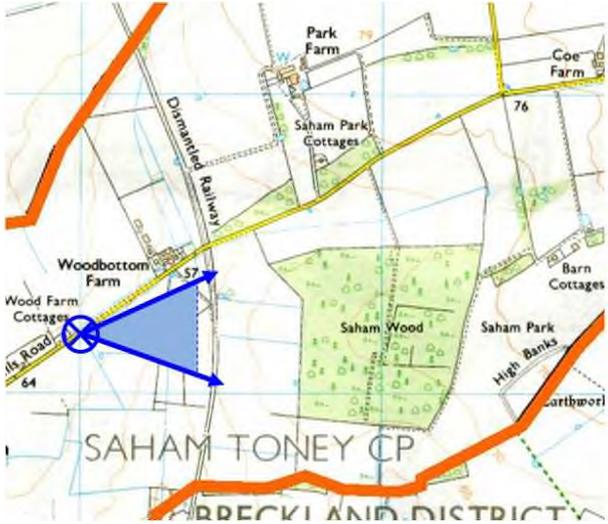


Background map source:  
Ordnance Survey & Google Maps

Background map source:  
Ordnance Survey & Google Maps

**POLICY MAP 6G: PROTECTED COMMUNAL VIEW CV6a DETAIL**

VIEW CV6b: SAHAM WOOD FROM THE WEST



Protected view

Viewpoint



Background map source:  
Ordnance Survey & Google  
Maps

**POLICY MAP 6H: PROTECTED COMMUNAL VIEW CV6b DETAIL**



**VIEW CV7: SAHAM HALL ESTATE FROM THE EAST**



Protected view

Viewpoint



Background map source:  
Ordnance Survey & Google  
Maps

**POLICY MAP 6I: PROTECTED COMMUNAL VIEW CV7 DETAIL**

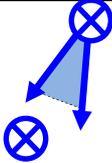


**VIEW CV8: FROM CLEY LANE LOOKING NORTH-WEST FROM JUST NORTH OF THE PARISH BOUNDARY**



Protected view

Viewpoint



Background map source:  
Ordnance Survey & Google Maps

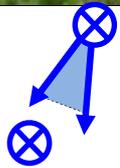
**POLICY MAP 6J: PROTECTED COMMUNAL VIEW CV8 DETAIL**

**VIEW CV9: FROM PAGES LANE  
LOOKING NORTH-WEST TOWARDS  
ASHILL**



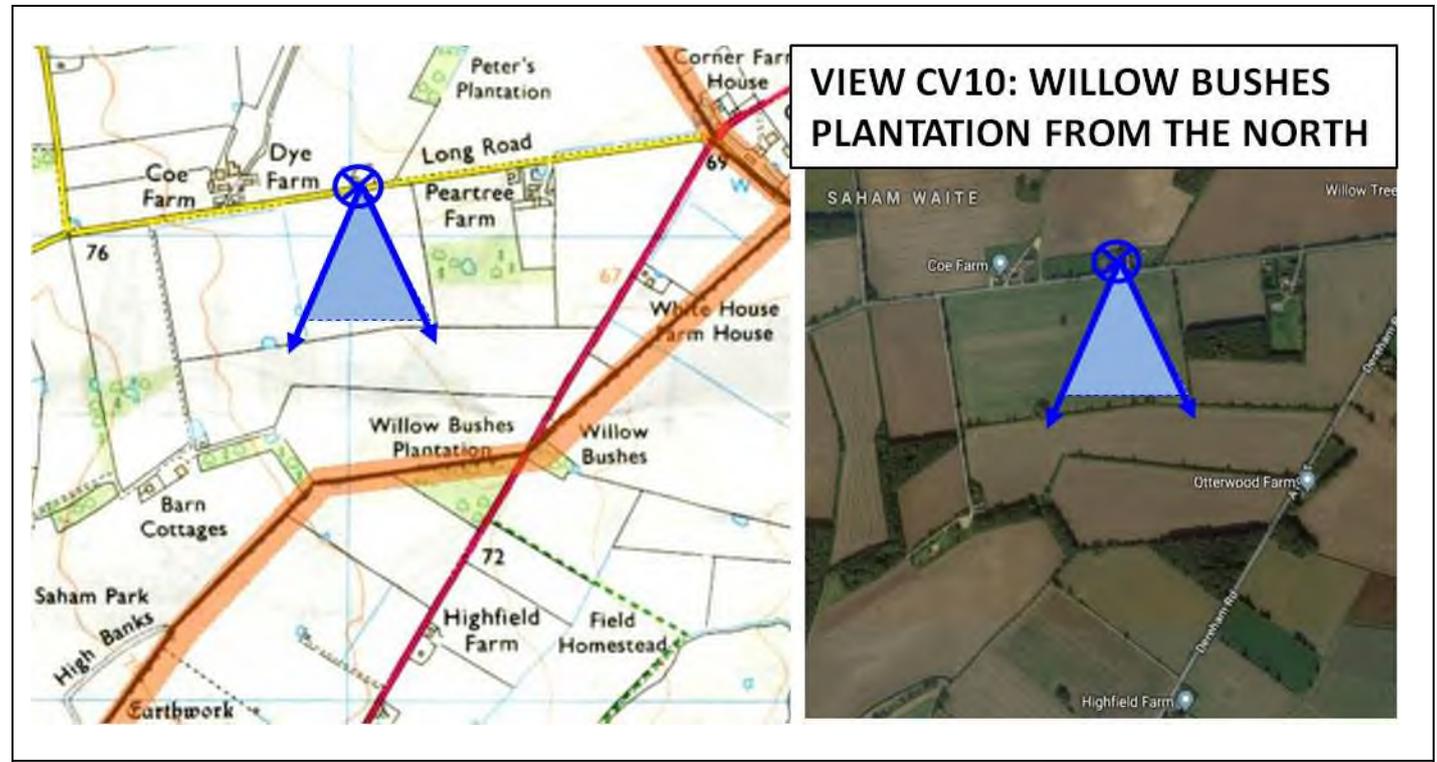
Protected view

Viewpoint



Background map source:  
Ordnance Survey & Google  
Maps

**POLICY MAP 6K: PROTECTED COMMUNAL VIEW CV9 DETAIL**



**VIEW CV10: WILLOW BUSHES PLANTATION FROM THE NORTH**



	<p>Protected view</p> <p>Viewpoint</p>	<p>Background map source: Ordnance Survey &amp; Google Maps</p>
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**POLICY MAP 6L: PROTECTED COMMUNAL VIEW CV10 DETAIL**

## **POLICY 7C: TREES, HEDGES, BIODIVERSITY AND HABITATS**

P7C.1 Development proposals will be expected to retain existing features of biodiversity value and, where practical to do so, provide a net gain in biodiversity through for example:

- a. The creation of new natural habitats; and
- b. The planting of additional trees and hedgerows;

### **Trees and Hedges**

P7C.2 Trees, copses and woodlands forming structural landscape blocks shown on Policy Map 7, and/or of good arboricultural or amenity value shall not be removed as a result of development unless justified by an assessment based on an on-site tree and biodiversity survey that verifies the poor health and condition of such items warrants their removal.

P7C.3 Proposals that may result in damage to, or full or partial removal of ancient woodlands and veteran trees, as shown on Policy Map 9, shall not be permitted unless they have been assessed in accordance with Natural England's "Standing Advice for Ancient Woodland and Veteran Trees" and shown to be justified.

P7C.4 Wherever possible any tree or hedgerow lost as a result of development should be compensated on at least a two to one ratio elsewhere within the site, if possible, or if not, elsewhere in the nearby vicinity. Replanting should comprise native species. Supplementary planting which strengthens the existing network of hedgerows will also be supported.

P7C.5 Planning conditions should be sought to secure planting of trees for all new developments as follows:

- a. 3 trees for each dwelling for residential development; or
- b. For non-residential development, whichever is the greater of 1 tree for each parking space; or 1 tree per 50m<sup>2</sup> of gross floor space.

P7C.6 Appropriate measures shall be taken to protect the roots of all existing trees and hedges on a site during the process of development.

### **Biodiversity and Habitats**

P7C.7 Proposals which result in an undesirable loss of biodiversity will not normally be permitted. Development that is likely to have either a direct or indirect adverse impact upon areas of local biodiversity importance should demonstrate that appropriate mitigation and/or compensation could be provided and where possible achieve a net enhancement to the biodiversity within the area.

P7C.8 Proposals that affect any of the wildlife sites or corridors shown on policy Map 8 shall demonstrate, that:

- a. They would contribute to, rather than detract from their biodiversity value; and
- b. They would not sever the operation of a wildlife corridor; or if that is not possible
- c. They include measures to avoid harm to a wildlife corridor; or if that is not possible
- d. Suitable mitigation measures are proposed to reduce or minimise impact on the wildlife corridor affected; or if that is not possible
- e. Suitable measures are proposed to compensate for harmful effects harmful effects.

P7C.9 Proposals that would lead to the enhancement of an ecological network or improve habitat

connectivity will be encouraged.

The wildlife sites identified on Map 8 are to be protected. Any development proposal which impacts upon them must contribute to, rather than detract from, their biodiversity value.

P7C.10 Development of land designated as a Norfolk County Wildlife site, as shown on Policy Map 9, will not be supported.

**Supporting text - Implementation:**

T7C.1 Local Authority permission will be required prior to the removal of any hedge protected under the Hedgerow Regulations. Assessment shall be based on the criteria for determining "important" hedgerows given in Section 4 and Schedule 1 of the Regulations. Regardless of this, such removal will not be supported unless it is compensated elsewhere.

T7C.2 The two to one minimum replanting ratio specified for trees and hedges lost as a result of development is to account for the fact that replacements for mature specimens will take decades to establish to the same degree. This is justified by the enlightened recommendation on the Woodland Trust's website that trees lost as a result of development should be compensated by two or even three new trees.

T7C.3 Conditions for the planting of new trees are sought as this is a sustainable benefit that will contribute to the development of biodiversity, soften the impact of development as recommended by Planning Aid on its forum for neighbourhood planning, and is in accordance with Policy DC 12 of the adopted Development Control Policies. The levels of planting are as recommended by the Woodland Trust.

T7C.4 The diversity of habitat necessitates the individual assessment of any proposal both in terms of its likely impact on a wildlife corridor and the proposed methods of landscaping and management. For example, where a part of a corridor is known to be of value for a particular species, contributions to the effectiveness of the corridor should be tailored to meet the specific requirements of that species although not to the detriment of minority species.

T7C.5 For development proposals in the area of defined wildlife corridors, developers should seek expert ecological advice. If development proposals are likely to have significant environmental impacts (e.g. where there is a lot of cut and fill, or changes to drainage patterns) it may be necessary to commission investigations to establish the extent of the impact.

T7C.6 Full account shall also be taken of the stone curlew 1.5 km buffer zone for the Breckland Special Protection Area which extends into the western part of the Neighbourhood Area, as shown on Map 5.1 of the emerging Local Plan.

**Supporting text - Key Facts:**

T7C.7 The Breckland Settlement Fringe Assessment identifies features that are prominent in the landscape of the Neighbourhood Area. It states "the enclosed character and presence of woodland blocks and parkland contributes to the distinct rural character which is sensitive". Trees and hedgerows are key components of that enclosed character and so are offered protection under Policy 7C.

T7C.8 Policy ENV 05 of the emerging Local Plan requires development to include "a consideration of individual or groups of natural features such as trees, hedges and woodland...", and justifies that in paragraph 5.51, noting that "trees and hedgerows form an essential part of Breckland's landscape character".

T7C.9 Policy ENV 06 of the emerging Local Plan deals specifically with the protection of trees and hedgerows. Policy 7C of this Plan gives more specific details of local trees and hedges to be thus protected.

T7C.10 Hedges act as important wildlife corridors for small mammals and birds and are hence valuable to the health of the Area's ecosystem, thereby warranting protection.

T7C.11 Paragraph 118 of the National Planning Policy Framework states "planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient

woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss".

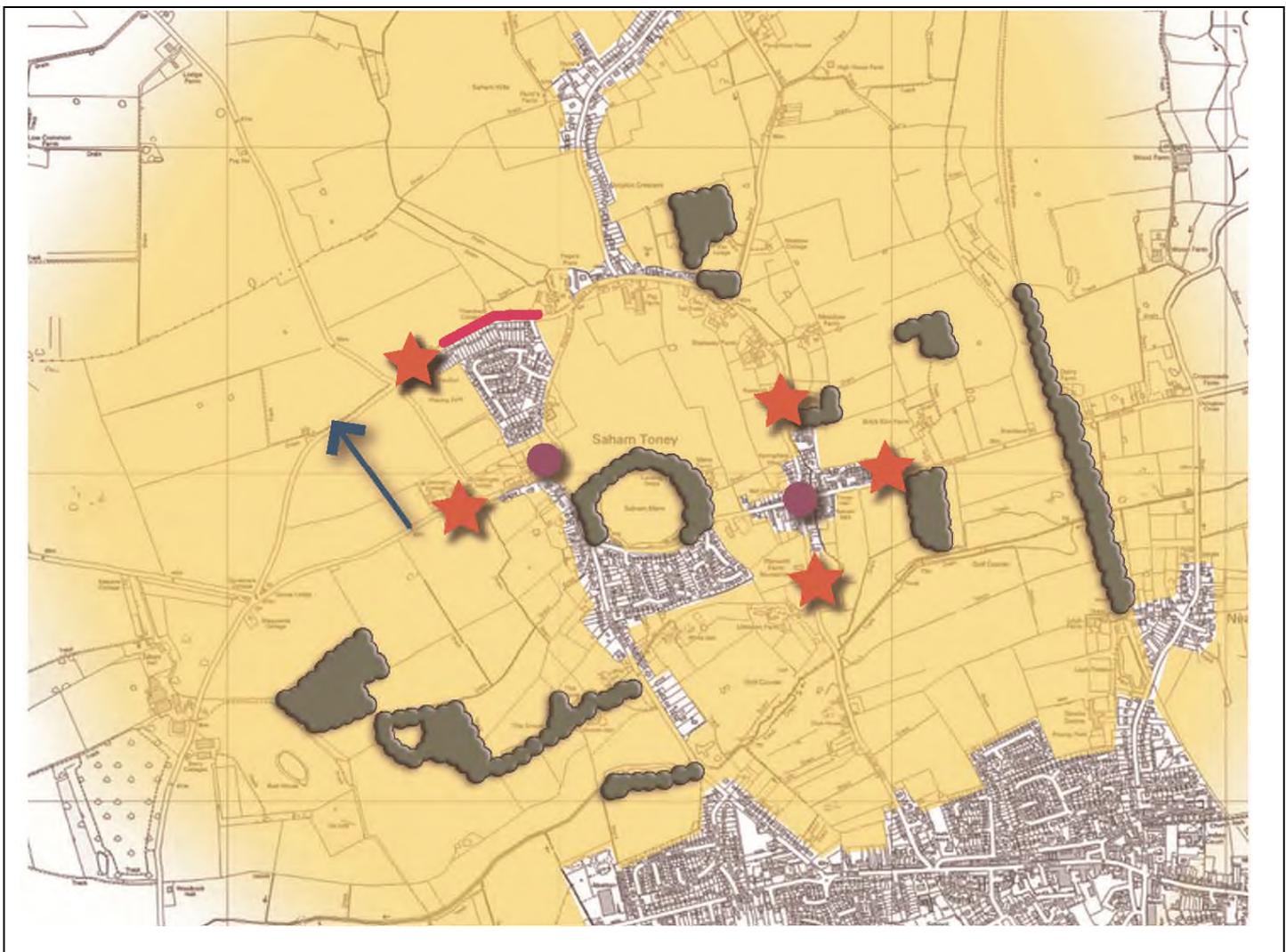
T7C.12 Policy Map 7 is taken from the Breckland Settlement Fringe Assessment for Saham Toney.

T7C.13 A wildlife corridor is a link, generally of native vegetation, which joins two or more larger areas of similar wildlife habitat. Corridors are critical for the maintenance of ecological processes including allowing for the movement of animals and the continuation of viable populations. Wildlife corridors help maintain a coherent ecological network which is an aim expressed in paragraphs 114, 117 and 165 of the National Planning Policy Framework.

**EVIDENCE BASE:**

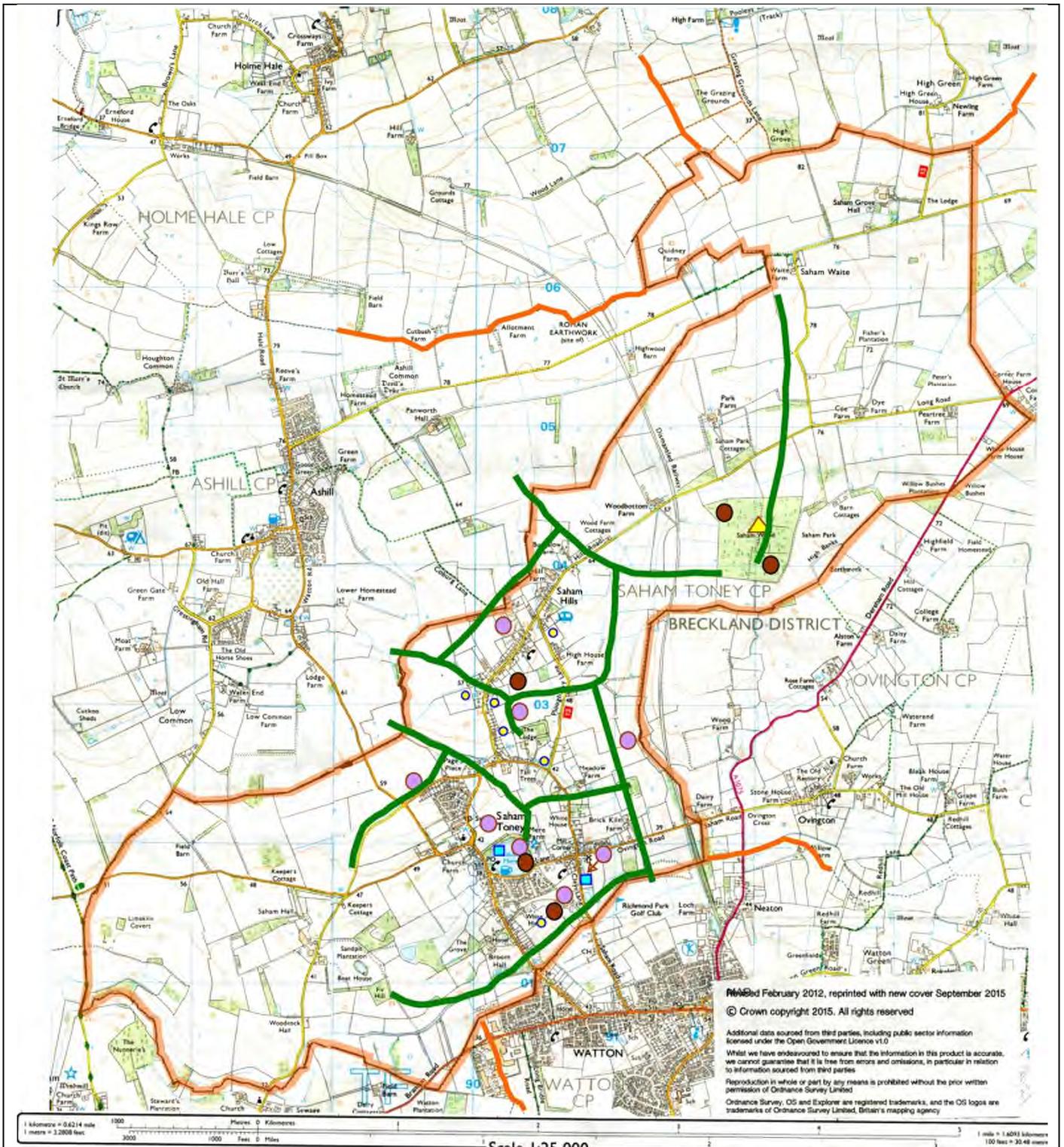
STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

STNP Evidence Base Volume 11 - Reasoned Justification For Policy 7C



	<p>Structural landscape block (as denoted by Breckland Council)</p>	<p>Source: Breckland Settlement Fringe Assessment</p>	<p>Scale 1:25000</p>
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**POLICY MAP 7: STRUCTURAL LANDSCAPE BLOCKS**

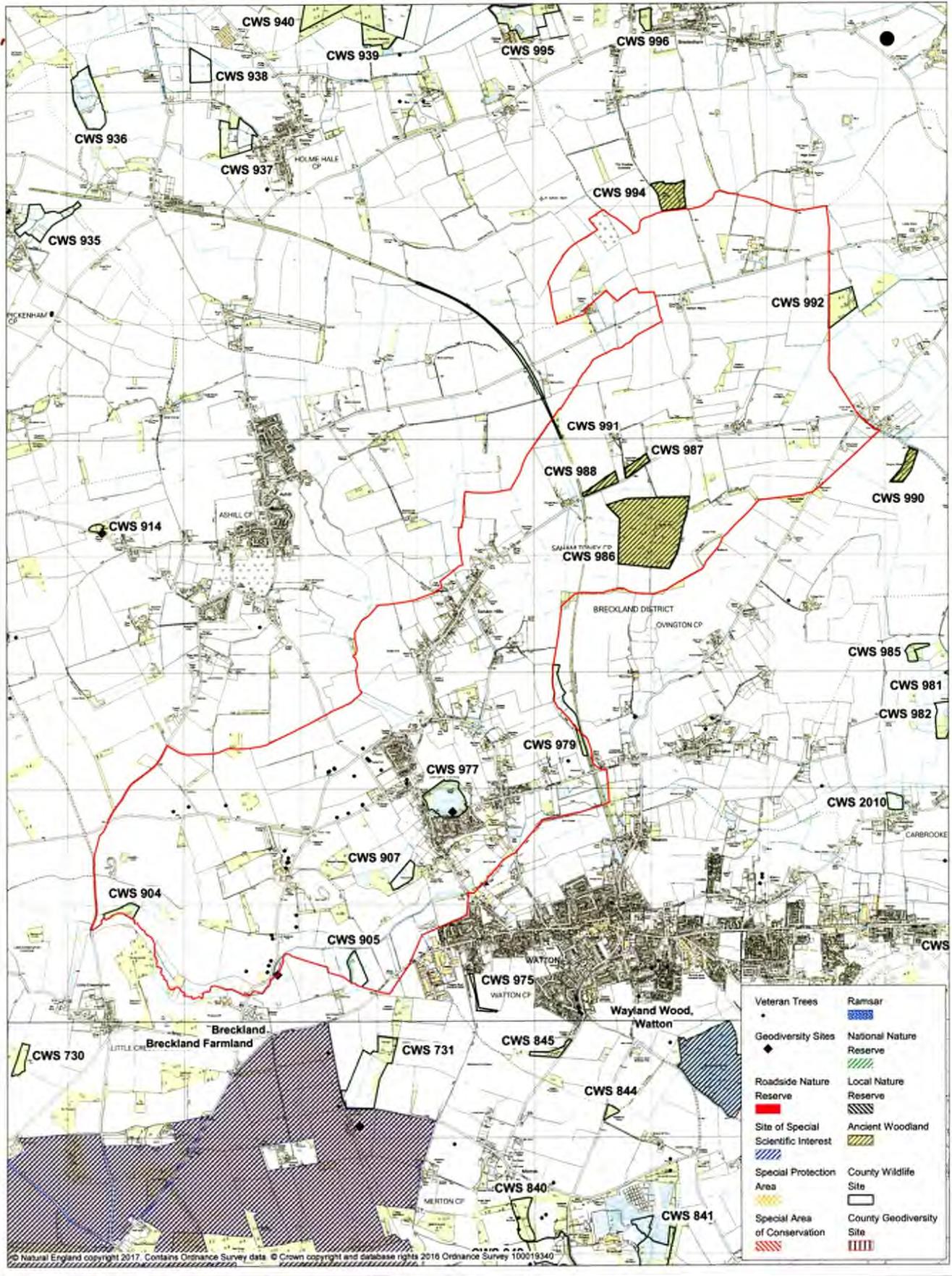


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	<p>Wildlife corridor </p> <p>Parish Boundary </p>	<p>Tawny owls </p> <p>Breeding buzzards </p> <p>Barn Owls </p> <p>Great Crested Newts </p> <p>Water fowl </p>	<p>Background map source: Ordnance Survey</p>	<p>Scale 1:25000</p>
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Species are shown where they are known to exist in notable quantities. There is a wealth of other wildlife in the Area, not shown on this map in the interests of map clarity. Evidence Base Volume 11 lists just a sample of such other species.

**POLICY MAP 8: WILDLIFE HABITATS & CORRIDORS**



Parish Boundary

Map provided by the Norfolk Biodiversity Information Service, showing data as at 13 February 2018

Scale: 1:30000

**POLICY MAP 9: COUNTY WILDLIFE SITES, ANCIENT WOODLAND & VETERAN TREES**

## **POLICY 8: SURFACE WATER MANAGEMENT & SEWERAGE PROVISION**

P8.1 All development proposals coming forward within the areas, and within 50 metres of such areas, of high and medium risk from surface water flooding as identified by the Environment Agency in its up to date online maps, shall satisfy the following criteria:

- a. The application includes a Surface Water Drainage Strategy that demonstrates there is no increased risk of surface water flooding either on the development site itself or to existing property or infrastructure, and that there will be no risk of ground water flooding occurring (either on the site itself or within a radius of 1km of the site boundary) as a result of the development;
- b. The Surface Water Drainage Strategy, including any necessary flood risk mitigation measures, is agreed as a condition of the development, before any work commences on the site, and implemented before the new development is connected to the existing drainage system. Development will not be allowed to proceed until this condition has been discharged;
- c. Where a sustainable drainage system (SuDS) solution is proposed, preliminary, outline or final SuDS Design Statements shall be provided at appropriate stages of a planning application and a SuDS Management Plan setting out ongoing maintenance requirements for the scheme's satisfactory operation shall be provided;
- d. Appropriate on-site water storage shall be incorporated in the drainage scheme to intercept, attenuate or store long term surface water run-off; and
- e. Where the highest measured ground water level is within 1 metre of ground level, means of ensuring the satisfactory operation of SUDS schemes must be clearly demonstrated prior to approval.

P8.2 All new development will be expected to connect to the public foul sewerage network in accordance with the requirements of Anglian Water unless evidence is produced that it is not feasible to do so. Evidence shall be provided by applicants to demonstrate that capacity is available within the foul sewerage network or can be made available in time to serve the development. If mains sewerage is demonstrably not feasible then an effective and sustainable private sewerage system plan shall be agreed with the Local Planning Authority in advance of development commencing. Such a plan must be implemented prior to the occupation of the first dwelling.

### **Supporting text - Implementation:**

T8.1 A Surface Water Drainage Strategy shall include the following as a minimum:

- a. A clear demonstration that the criteria of P8.1 are satisfied;
- b. A description of the outcome of pre-application discussions with Breckland Council, Anglian Water and the Environment Agency;
- c. An outline surface water drainage layout drawing showing, flow routes, storage and treatment locations and discharge location;
- d. An evaluation of the site with regard to its surface water drainage needs;
- e. An outline description of the proposed surface water drainage system design;
- f. Pre and post-development surface water run-off rates and surface water flow volume from the site;
- g. Evidence of compliance with Anglian Water standards; and
- h. Outline surface water drainage system long term maintenance proposals.

The level of detail presented shall be proportionate to the size of the proposed scheme and the severity of the

flood risk at the proposed site.

T8.2 Careful assessment of the potential impact of surface water drainage from new developments will be necessary since the Neighbourhood Area has a generally high groundwater level, and a severely constrained drainage network, to a large extent dependent on upon drainage ditches with limited capacity.

T8.3 Areas of high or medium risk of flooding from surface water shall be as defined by the Environment Agency in the up to date long term flood risk information provided online by the government at <https://flood-warning-information.service.gov.uk/long-term-flood-risk/>. Data taken from this source in January 2018 is given in the Map T8 below, and in the Evidence Base, as an aid for information, but developers and planning decision makers shall ensure the most up to date information is taken from the online source at the time of making or deciding planning applications.



**Map T8: Surface Water Flood Risk in the Neighbourhood Area**

**NOTE:** The map is valid January 2018. To be used only for pre-application site assessment with regard to flood risk. Applications and decisions on them are to be based on the most up to date information from the online source noted above.

T8.4 In general when seeking to implement SuDS schemes developers shall adhere to the guidelines given in Anglian Water's publication "Towards Sustainable Water Stewardship - a Sustainable Drainage Systems Adoption Manual". It should also be taken into account that SUDS may not always be an effective solution for dealing with groundwater depending on soil composition. It may be that a channel or swale has to be created to divert groundwater away instead.

T8.5 Small details are also important when avoiding flood risk. When access to a new site crosses a roadside ditch it should be ensured that a drainage pipe of suitable diameter is installed under the crossing and that measures are adopted to prevent blockage of such pipes.

T8.6 Proposed development in areas subject to fluvial flood risk shall be subject to national and district policies and subject to Environment Agency guidelines and requirements.

T8.7 Proposed development in groundwater protection zones shall be subject to national and district policies and subject to Environment Agency guidelines and requirements.

**Supporting text - Key Facts:**

T8.8 The Environment Agency advises the extent of its flood risk zones does not take account of the potential

effects of climate change. As a result Policy 8 requires a flood risk assessment not only for high and medium risk zones but also for sites within 50m of such zones. Although this is a somewhat arbitrary distance, it is felt to add necessary additional protection in the light of actual flooding events in the parish.

T8.9 The Environment Agency requires a flood risk assessment for developments that "could be affected by sources of flooding other than rivers and the sea (for example surface water drains)".

T8.10 To further aid developers and planning decision makers and to illustrate why parishioners are so concerned about flooding in many parts of the Neighbourhood Area, large scale extracts from Map T8 are given in the Evidence Base additionally highlighting where parishioners have regularly reported flooding of their properties, and/or the adjacent roads and surrounding land. The annotations are indicative rather than rigorously surveyed at the time of the flood events.

T8.11 The fact that Saham Toney residents are extremely concerned about flood risk was evidenced by 159 responses to preliminary village consultations on the subject. Respondents to the 2016 postal questionnaire reported problems with flooding, specifically on the night of 23 June 2016 with 28 households reporting that as well as local roads and surrounding land, their own properties were flooded.

T8.12 Surface water flooding happens when rainwater does not soak into the ground or drain away through the normal drainage systems, which locally have a limited capacity, but lies on or flows over the ground instead. It is particularly problematic during heavy rainfall, the frequency of which has been on the rise in recent years. It is likely that there will be an increasing risk of surface water flooding in the face of climate change. There is therefore significant concern that future development should not add to the flood risk within the parish. As a result Policy 8 specifies measures to protect areas known to experience surface and / or ground water flooding, and to prevent an increase in the extent of such areas due to increased rainwater run-off from new developments. It also requires submission of a Surface Water Management Plan, and the adoption of drainage strategies and mitigation measures to be implemented before development commences.

T8.13 As the Lead Local Flood Authority, Norfolk County Council will bring forward a Surface Water Management Plan for the Breckland area. Although at the time of writing this work is yet to be undertaken, once available that document shall be used to help examine potential flood risk.

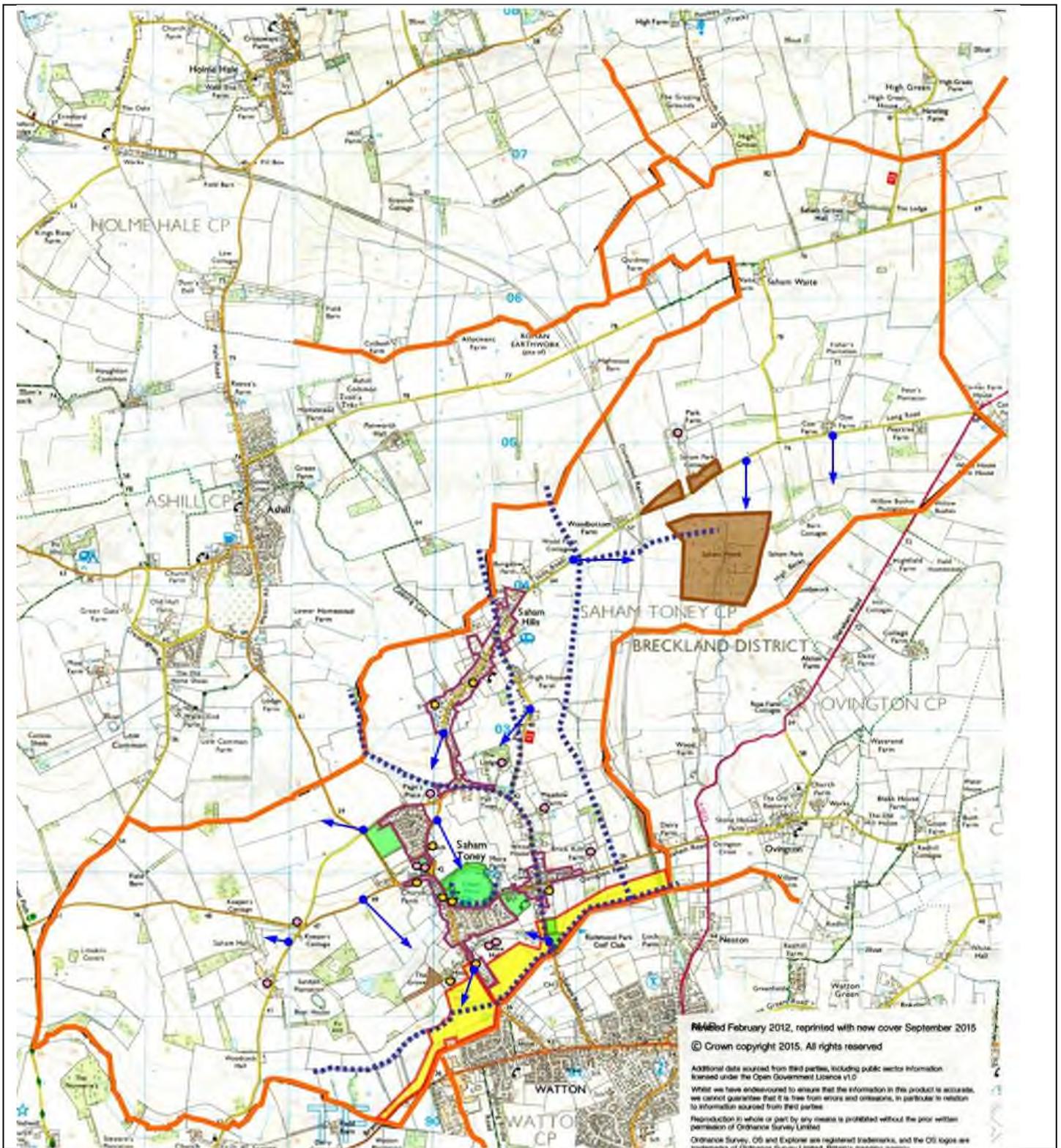
T8.14 Norfolk County Council has produced a Local Flood Risk Management Strategy, (2015) which is a high level report including information on sources of flood risk across the Breckland district. The report refers to the Preliminary Flood Risk Assessment which highlights flood risk from surface water to be a key issue in the district. It notes that within Saham Toney in 2011 there were 100 residential properties (nearly 14% of the total) at risk from surface water flooding events.

**EVIDENCE BASE:**

STNP Evidence Base Volume 1 - Saham Toney's Key Development Constraints

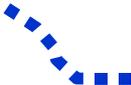
STNP Evidence Base Volume 12 - Reasoned Justification For Policy 8

# 6.5 SAHAM TONEY POLICY MAP



	<p>SEE OVERLEAF FOR MAP LEGEND AND EXCLUSIONS</p>	<p>Background map source: Ordnance Survey</p>	<p>Scale 1:25000</p>
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**MAP 10: SAHAM TONEY POLICY MAP**

Parish boundary		Settlement boundary	
Strategic gap to Watton		Designated heritage asset building	
Non-designated heritage asset building		Local Green Space	
Communal view		County Wildlife Site	
Ancient woodland		Indication of principal surface water flood risk areas	
<b>LEGEND FOR MAP 10: SAHAM TONEY POLICY MAP</b>			

### 6.5.1 Exclusions from Map 10: Saham Toney Policy Map

In order to strike a balance between clarity, comprehensibility and completeness, certain policy items have been excluded from Map 10. Notwithstanding that, such items remain as policy items to be given full consideration by those submitting, reviewing or deciding planning applications or appeals in the Neighbourhood Area. the excluded items are as follows:

1. Areas of high sensitivity to development, as defined on Policy Map 1;
2. Heritage assets: sites and finds, as defined on Policy Map 4;
3. Structural landscape blocks, as defined on Policy Map 7;
4. Wildlife habitats and corridors, as defined on Policy Map 8;
5. Veteran trees, as defined on policy Map 9;
6. Full details of flood risk zones due to surface water flooding, as defined by the Environment Agency's online map at <https://flood-warning-information.service.gov.uk/long-term-flood-risk/> (a very broad indication of the principle areas affected is included on Map 10, but it is for information purposes only and shall not be used in implementing Policy 8);
7. Full details of flood risk zones due to river flooding, as defined by the Environment Agency's online map at <https://flood-warning-information.service.gov.uk/long-term-flood-risk/>;
8. The 1.5 km buffer zone for the Breckland Special Protection Area, as defined by Map 5.1 of the emerging Local Plan and Breckland Council's Policy Map for Saham Toney.

Additionally, in order to avoid it dominating Map 10, the symbol used for communal views in Map 10 deliberately differs to that used in Policy Maps 6A to 6L.

## 7. PARISH ACTION POINTS

7.1 Parish action points are intended to address issues that do not relate directly to the development of land and therefore cannot be included in the policies, but which represent the aspirations of the Parish Council and residents to improve conditions in the Neighbourhood Area.

7.2 Preliminary consultations (see Section 4) identified the following main non-land development issues and concerns amongst parishioners, and with one exception these give rise to the Parish Action Points:

- a. Address road safety and condition, and traffic control;
  - b. Cars parked on narrow public roads and lack of off-road parking;
  - c. Public transport;
  - d. Improvements in the provision of healthcare locally;
  - e. Footpaths and pedestrian access;
  - f. School capacity;
  - g. Village shop and leisure facilities.
- Additionally:
- h. Prioritisation of housing for those with local connections. This is a housing related issue, but due to the limited amount of development that can be sustained it cannot be addressed as comprehensively as might be wished in Policy 2B, and so is dealt with further here.

7.3 One issue raised by parishioners has not been included as a parish action point, although 50 people expressed a wish for it: provision of a village shop. The reasoning is twofold. Firstly when this was investigated by a parish councillor in 2015 the following factors showed a shop to be not viable:

- a. The initial set up costs;
- b. Finding a suitable building;
- c. Insurance costs; employee salaries, business rates, utilities and other associated costs;
- d. Competition from Watton shops and online shopping;
- e. The need to combine a shop with a full-time post office to achieve a satisfactory profit margin;
- f. Incompatibility between achieving an acceptable profit margin and being able to offer "sensible" prices.
- g. A shop that previously served the village was closed for the very reason of non-viability.

Hence the Parish Council itself does not feel action on its part is warranted, but this is not intended to preclude any individual from opening a new shop.

### 7.4 The Parish Action Points and Their Background

#### **PARISH ACTION POINT 1: ROADS AND TRAFFIC**

PAP1.1 Background: The majority of the households in the village are situated adjacent to, or between two main routes; Richmond Road on the west side and Bell Lane, Saham Road, Pages Lane, Chequers Lane, Hills Road and Cley Lane to the east. See Map D for these western and eastern routes. These two routes link Saham Toney to the neighbouring town of Watton and further afield. Most of the remaining properties are situated adjacent to Hills Road / Long Road which is a single lane road with passing places. Richmond Road, although a narrow rural road on which it is not possible for HGV's and other large vehicles to pass, is the main route between Watton and Swaffham, with some footpaths and a pedestrian bridge. Speed Watch traffic surveys have recorded more than 2000 vehicles per day on it, in one direction only, with an average speed of 37 mph (the speed limit is 30 mph). This explains why residents are concerned about both the volume and speed of traffic on this residential road with its sharp, blind bends. The eastern routes are also a concern since they are becoming busier and attracting quite heavy vehicles using them as a shortcut to / from their junctions with Richmond Road. The eastern routes have almost no footpaths, making them dangerous for the

pedestrians who use them. A single lane bridge on Cley Lane as it passes across the parish boundary towards Watton has no traffic control and has been damaged on numerous occasions by vehicles. Traffic along eastern routes is also damaging road edges, increasing the hazard for both cyclists and pedestrians. Residents are also concerned about poor visibility at the junctions of (a) Bell Lane, Cley Lane and Ovington Road; (b) Pound Hill and Richmond Road; and (c) Chequers Lane and Mill Corner.

PAP1.2 Saham Toney Parish Council and other elected representatives will work with the Highways Authority, Breckland District Council and others as appropriate, to seek to achieve the following aims:

PAP1.3 ACTION 1A: A reduction in the speed limit from 30mph to 20mph, and /or traffic calming measures along Richmond Road, and Pages Lane, Chequers Lane and Cley Lane as they pass through the village. Extend the speed limit zone on Cley Lane south to the parish boundary.

PAP1.4 ACTION 1B: Greater use of speed awareness measures to reduce the occurrence of drivers breaking the speed limit.

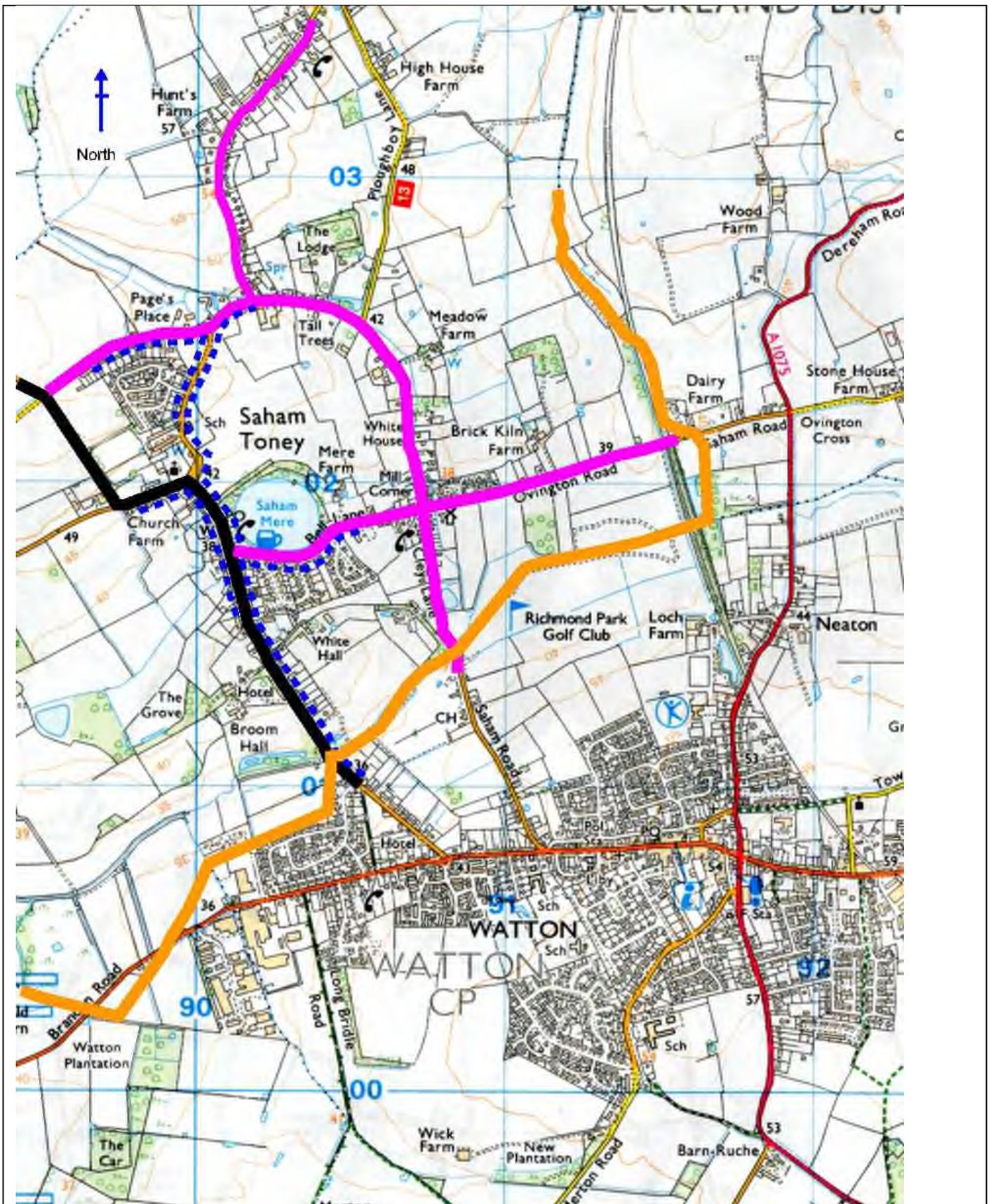
PAP1.5 ACTION 1C: Improved road edging and a pedestrian footpath along the Pages Lane, Chequers Lane, Cley Lane (eastern) route.

PAP1.6 ACTION 1D: A pedestrian bridge over Watton Brook on the Pages Lane, Chequers Lane, Cley Lane (eastern) route.

PAP1.7 ACTION 1E: Improved visibility at the junctions of (a) Chequers Lane, Bell Lane, Cley Lane and Ovington Road; and (b) Pound Hill and Richmond Road.

PAP1.8 ACTION 1F: Address parking problems on Richmond Road by the disused post office, adjacent to Saham Mere, and on Pound Hill outside the primary school.

PAP1.9 Note: Hills Road / Long Road, Ovington Road and Ploughboy Lane are single lane roads with passing places and should remain as such in order to maintain the character of the village.



	Main western route	Parish boundary	Scale  500 m
	Main eastern routes	Pavements	

**MAP D: MAIN VEHICLE ROUTES AND PAVEMENTS**

## **PARISH ACTION POINT 2: FOOTPATHS AND PEDESTRIAN ACCESS**

PAP2.1 Background: There are presently very few pavements (i.e. raised paved or asphalted paths for pedestrians at the side of a road) along the main routes in the parish. Those that do exist are shown on Map D. Particularly along the eastern routes parishioners expressed a wish for improved pedestrian access. This is not simply a convenience issue, but also a safety one. As well as pavements there was a general desire for footpaths (i.e. unpaved rural tracks). At present there are no official footpaths in open country in the neighbourhood area, and those that border highways are unfit for pedestrian use, being as many respondents pointed out, too narrow and exposed to traffic.

PAP2.2 **ACTION 2:** Following further consultation with parishioners to establish a solution likely to be both practical and achievable, Saham Toney Parish Council and other elected representatives will work with the Highways Authority, Breckland District Council and others as appropriate, to seek to improve pedestrian routes through the village, particularly along eastern routes, and if feasible also across open country, particularly towards Watton.

## **PARISH ACTION POINT 3: PUBLIC TRANSPORT PROVISION**

PAP3.1 Background: Saham Toney has very limited public transport provision and parishioners have expressed wishes for improvements.

PAP3.2 A school bus (Konectbus Route 15) operates once a day in each direction to take pupils to and from the Wayland secondary academy in neighbouring Watton, but is not available for other members of the public (although many developers claim it as a service when justifying planning applications).

PAP3.3 A bus (Konectbus Route 11) running between Dereham and Swaffham is the only public transport serving Saham Toney, stopping eleven times a day in each direction on weekdays, less at weekends, at approximately hourly intervals.

PAP3.4 The village has only three bus stops in each direction of travel, one on Richmond Road near the Bell Lane junction, one on Pound Hill near the Oval and a third on Pages Lane. Given the lack of pavements along the eastern routes and the distance involved, it is not always convenient or comfortable for residents on the eastern side of the village to get to these bus stops.

PAP3.5 There is no direct bus route from Saham Toney to Norfolk & Norwich University Hospital; parishioners without their own transport have to take a bus, or walk, to Watton to catch a bus to the hospital.

PAP3.6 Other than voluntary provision, there is no public transport to or from the village that caters especially for disabled passengers.

PAP3.7 **ACTION 3:** Following further consultation with parishioners to establish a solution likely to be both practical and achievable, Saham Toney Parish Council and other elected representatives will work with the local bus service operator and Breckland District Council and others as appropriate, to seek to improve the provision of public transport to and from through the village, particularly along eastern routes.

#### **PARISH ACTION POINT 4: ACCESS TO HEALTHCARE**

PAP4.1 Background: There are no health care facilities in the parish. There is a medical practice in neighbouring Watton, but villagers raised concerns about both its capacity and quality of service, and wish to see improvements to both. Many parishioners feel they have no choice but to travel further afield to places such as Shipdham, Necton and Swaffham to attend better quality doctors' surgeries, and indeed 1500 patients were forced to do so in 2014 when they were deregistered from the Watton practice without any choice due to a lack of doctors. Naturally many parishioners would prefer somewhere closer to home. There is also a dental practice in Watton which attracted favourable comments.

Note: To date no response has been forthcoming to requests for a meeting with the Watton Practice medical and management staff. However, a recent alignment of the practice with a similar service in Thetford may be evidence of the issues being tackled.

PAP4.2 ACTION 4: Following further consultation with parishioners to establish more precise needs and potential solutions, Saham Toney Parish Council and other elected representatives will work with the medical practice in Watton and Breckland District Council and others as appropriate, to seek to improve the provision and reliability of health care to parishioners.

#### **PARISH ACTION POINT 5: EDUCATION PROVISION FOR PARISH CHILDREN**

PAP5.1 Background: Schooling provision in the parish comprises Parkers Church of England (VC) Primary School, which caters for around 100 pupils between the ages of 4 and 11.

PAP5.2 Consultation responses relating to schooling referred mostly to two issues:

- (a) A lack of capacity at Parkers Primary School and the difficulties sometimes experienced in gaining admittance of parish children there; and
- (b) Parking problems and resulting dangers on the narrow road outside the school at drop-off and pick-up times.

PAP5.3 A new headmaster was appointed at the primary school in the summer of 2017, and he and the governors have been approached for their input which is awaited before specific actions are finalised. Pending that input, provisional actions are given below.

PAP5.6 Saham Toney Parish Council and other elected representatives will work with the headmaster, governors and parents of Parkers primary school, the local education authority (Norfolk County Council, who are responsible for allocating school places) and others as appropriate to seek to:

PAP5.7 ACTION 5A: Ensure primary age children from the parish can attend their local school.

PAP5.8 ACTION 5B: Address or alleviate the chronic parking problems and congestion around the school at the start and close of the school day.

PAP5.9 The village pre-school closed in the summer of 2017, due to viability problems and there is no other similar provision in the parish. Saham Toney Parish Council and other elected representatives will work with the Community Centre and others as appropriate to seek to:

PAP5.10 ACTION 5C: Find ways to reinstate pre-school provision within the parish.

## **PARISH ACTION POINT 6: LEISURE FACILITIES**

PAP6.1 Background: 44 respondents to preliminary consultations expressed wishes for enhanced or additional leisure facilities.

PAP6.2 Since the preliminary consultations:

- a. Outdoor fitness equipment has been purchased for installation and use at the Wells Cole Community Centre land;
- b. A "growing for wildlife" area has been established on the Wells Cole Community Centre land; and
- c. The Parish Council has given its support to the establishment of a community orchard on land at the edge of the sports field.

PAP6.3 **ACTION 6:** Saham Toney Parish Council and other elected representatives will continue to work with parishioners and others as appropriate to define more specifically which leisure facilities it would be possible to add or improve.

## **PARISH ACTION POINT 7: HOUSING PRIORITY FOR THOSE WITH LOCAL CONNECTIONS**

PAP7.1 Background: In preliminary consultations parishioners were asked "Do you think a proportion of new housing should be provided specifically to serve local needs?". Two hundred and thirty five people answered "yes". Hence the Parish Council seeks a way to address this significant response, while staying within the constraints of planning regulations.

PAP7.2 **ACTION 7:** Saham Toney Parish Council and other elected representatives will work with parishioners, Breckland District Council, developers of land, housing associations and others as appropriate to establish what opportunities may exist to in some way prioritise an element of housing provision in the parish for those who live and/or work in the parish.

## **8: MONITORING AND UPDATE OF THIS NEIGHBOURHOOD PLAN**

8.1 In accordance with the Neighbourhood Planning Act, 2017, Schedule A2, "a qualifying body is entitled to submit a proposal to the Local Planning Authority for the modification of the Neighbourhood Development Plan". In that context, and given that Planning Practice Guidance states "most Local Plans are likely to require updating in whole or in part at least every 5 years", it is planned that this Neighbourhood Plan will be reviewed by Saham Toney Parish Council at least once every five years, and notwithstanding that, if, and whenever the Breckland Local Development Plan is updated.

8.2 Such reviews will consider any changes to legislation; the National Planning Policy Framework and Planning Practice Guidance; the Local Development Plan; any changes in circumstances in the Neighbourhood Area that may affect the development of land; and the monitoring indicators defined in 8.3.

8.3 Monitoring indicators for this Plan's Policies and Parish Action Points are as follows:

ITEM	MONITORING INDICATORS	TARGETS
Policy 1: Neighbourhood Area Classification and Housing Allocation	Number of new dwellings completed or committed in the Neighbourhood Area from 31 December 2017.	Within the defined sustainably proportionate share.
	Community benefit if the defined sustainably proportionate share of new housing is exceeded.	% of applications with satisfactory pre-development briefs;  % of affordable new homes for those with a connection to Saham Toney
Policy 2A: Scale & Location of Residential Developments	Size of individual sites completed or committed in the Neighbourhood Area.	No more than 5 houses per green field site; or no more than 10 houses per brown field site.
	Development of brown field sites.	Development of sustainable brown field sites generally has precedence over green field sites;  Development results in a decrease in flood risk.
	Development immediately adjacent to the settlement boundary.	% of affordable new homes for those with a connection to Saham Toney;  The ratio of one and two bed-roomed new properties to the total;  No loss of Grade 1 agricultural land;  % of applications with satisfactory pre-development briefs;
Policy 2B: Housing Mix	Compliance with Saham Toney's Housing Needs Assessment.	% of social and affordable new homes for those with a connection to Saham Toney;  The ratio of one and two bed-roomed new properties to the total;
Policy 3: Design of Residential Developments	Pattern and design of new housing.	Remains sympathetic to the height, spacing and design of housing in the adjacent area that existed when this Plan was made.
	Density of new housing developments.	Not more than approximately 20 dwellings per hectare.
	Building For Life quality indicators.	Positive assessment achieved against the 12 Building for Life quality assessment criteria, with "reds" avoided and "ambers" well justified.
	Street lighting.	Dark skies of the Neighbourhood Area maintained at their 2017 level.
	Heritage assets.	No intrusion on the setting or public view of heritage asset buildings.

Policy 4A: Non-Residential Development - Community Facilities	Number of community facilities.	No loss of community facilities as defined when this Plan is made.  Number and type of new community facilities developed.
Policy 4B: Non-Residential Development - Business or Tourism Related	Business and tourism related development.	Seen to contribute to the local economy;  Gives employment to parishioners;  Businesses contribute to village life.
Policy 4C: Design of Non-Residential Developments	Heritage Assets.	No intrusion on the setting or public view of heritage asset buildings.
	Site lighting.	Dark skies of the Neighbourhood Area maintained at their 2017 level.
Policy 5	Development within the strategic gap to Watton.	No coalescence with Watton;  Development managed within the strategic gap area.
Policy 6	The number of listed buildings.	No loss of listed buildings.
	The number of non-listed heritage assets.	No loss of non-designated heritage assets.
	Sites and finds.	Development sensitive to sites and finds of interest.
Policy 7A: Local Green Spaces	Local Green Spaces	No reduction in the number or extent of Local Green Spaces
Policy 7B: Communal Views	Protected communal views	No partial or complete loss of protected views.
Policy 7C: Trees, Hedges, Biodiversity and Habitats	Trees, copses, woodlands and hedges.	No loss of structural landscape blocks;  Number of new trees and hedges planted;  No loss of ancient woodland or veteran trees;  No loss of hedges protected by the Hedgerow Regulations.
	Wildlife corridors and habitats.	Wildlife corridors and habitats respected and preserved;  Mitigation measures taken for any loss.
	County wildlife sites.	No development of County wildlife sites.
Policy 8	Flooding of existing properties and their curtilage, and infrastructure.	No increase in flood occurrence or risk due to new development.
	Sewerage.	No occurrence of sewerage flowing out of sewers.
Parish Action Point 1	Traffic speeds on the main routes.	Reduction in speed limits;

		Compliance with speed limits.
	Visibility at main road junctions.	Tangible improvements in visibility over 2017 levels.
	Parking.	Elimination or reduction of parking problems outside the primary school and by the old post office on Richmond Road.
Parish Action Point 2	Pedestrian routes.	Improvements made to pedestrian routes compared to 2017 status.
Parish Action Point 3	Public transport.	Improvements to the frequency and choice of public transport.
Parish Action Point 4	Local health care	Improved parishioner access to local health care (i.e. in either Saham Toney or Watton);  Tangible improvement in the reliability and quality of health care, as measured by parishioner feedback.
Parish Action Point 5	Education provision	All Parish children of primary school age able to attend Parker's primary school.
Parish Action Point 6	Leisure facilities.	Number and type of new public leisure facilities since the making of this Plan.
Parish Action Point 7	Housing for local people.	Percentage of new housing marketed at a price that is affordable to local people.

8.4 Should Saham Toney Parish Council consider an update to this Plan is warranted it will submit a proposal to Breckland Council in the manner prescribed by Neighbourhood Planning Act, 2017, and will include with its submission a draft version of its proposed amendments.

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**Saham Toney Parish Council 12 March 2018**