



FLEGGBURGH NEIGHBOURHOOD PLAN 2020-2030

Pre-submission Draft (Regulation 14)
August 2020

FLEGGBURGH NEIGHBOURHOOD PLAN

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Introduction

1. The parish sits in the middle of an area known as Flegg, an 'island' of higher ground between the Rivers Bure and Thurne. Flegg was historically separated into the two administrative units of East and West Flegg by the Muck Fleet Valley. Now Fleggburgh is a parish, close to Great Yarmouth and just 6 miles from Caister-on-Sea, and is made up of four amalgamated parishes; Burgh St Margaret, Burgh St Mary, Billockby and Clippesby.
2. Fleggburgh (Burgh St Margaret) is the largest village in the parish, overlooking the Rollesby Broad Complex, whilst Clippesby and Billockby are small hamlets in the west and south. In policy terms, the emerging local plan for Great Yarmouth designates Clippesby and Billockby as 'tertiary villages' (the lowest tier in the settlement hierarchy), whilst Fleggburgh is a 'service village'. The parish has a strong community spirit but people would like to promote better connections, for example via footpaths, between the three settlements.
3. The settlement of Clippesby is very loosely gathered around Clippesby Hall, providing holiday-type uses within a woodland setting but otherwise distant from any major village facilities or amenities. The settlement of Billockby comprises a small v-shaped array of ribbon development adjacent the Broads Authority executive area, at the junction of the A1064 and B1152 and is distant from any major village facilities or amenities.
4. Fleggburgh village is towards Filby, located on the busy A1064, and has a reasonable range of services and facilities. These include a primary school, village hall, church, GP surgery and sports club/gym, pub and restaurant. The village is adjacent Filby Broad which encourages its attraction as a tourist destination with a number of holiday cottages, and a camping and caravan park. Indeed, to the



east of Fleggburgh lies the Broads Authority executive area which is recognised both internationally and nationally as being critically important for wildlife, designated as the Broads Special Area of Conservation (SAC) and Broadland Special Protection Area (SPA). The Broads has status equivalent to a National Park.

5. The A1064 causes a number of concerns, especially around speeding and safety, and the junction with the B1152 is notorious locally. Despite the busy road, the village, and the wider parish have tranquil rural quality owing to the Broads area, surrounding open countryside and its historic assets such as the Grade II* Listed church, St Margaret's.
6. The former Bygone Village has recently been redeveloped into a spacious residential development with generally large houses. A number of further residential developments have either been completed or received permission in recent years. The emerging Local plan does not seek to allocate housing in Fleggburgh, Billockby or Clippesby and sets a zero indicative housing requirement for the neighbourhood plan. Additionally, the Local Plan for the Broads does not allocate housing within the parish.

Neighbourhood Planning

Overview of Neighbourhood Planning

7. Neighbourhood planning was introduced by the Localism Act 2011. Neighbourhood Planning legislation came into effect in April 2012 and gives communities the power to agree a Neighbourhood Development Plan. It is an important and powerful tool that gives communities such as parish councils statutory powers to develop a shared vision and shape how their community develops and changes over the years.
8. Fleggburgh is located within the Borough of Great Yarmouth. The strategic context is defined through the Great Yarmouth Local Plan and the Local Plan for the Broads. The Borough Council has an adopted Local Plan Part 1: Core Strategy (2015). It is also well advanced in preparing its Local Plan Part 2 which will contain updates to the Core Strategy, strategic policies, site allocations and non-strategic policies.
9. The neighbourhood plan will be a document that sets out planning policies for the parish and these will be used, alongside the local plans, to decide whether planning applications are approved or not. It is a community document, written by local people who know and love the area.
10. The neighbourhood plan has to support the delivery of the 'strategic policies' contained in the Great Yarmouth Local Plan and that for the Broads Authority, and so it cannot promote less development than set out in local plans. That is, the local plans set the overall strategic policies such as the amount of new development, and the distribution of that development across the borough. As currently drafted the emerging Local Plan Part 2 allocates no housing in Fleggburgh, Billockby and Clippesby and sets a zero housing requirement for the neighbourhood plan. Additionally, the Local

Plan for the Broads does not allocate any housing growth within the parish.

11. The Neighbourhood Plan can include 'non-strategic policies', such as the mix of housing if any comes forward, design principles for new development, conserving and enhancing the natural and historic environment, protecting local green spaces from development, and setting out other development management policies. Importantly, the neighbourhood plan will contribute to the achievement of sustainable development as described in the National Planning Policy Framework (NPPF).
12. Once a neighbourhood plan has been brought into force it becomes part of the statutory development plan for the parish and will be used by the borough council and Broads Authority in deciding on all planning applications in the parish.

Process of Developing this Neighbourhood Plan

13. The parish area shown in **Figure 1** was designated as a Neighbourhood Plan Area in April 2019.
14. A broad range of evidence has been reviewed to determine issues and develop policies for the plan. This includes evidence from the Census 2011, housing data, a review of environmental designations and historical records. Further assessment to gather new evidence has also been undertaken, including an assessment of key views, all supported by consultation activities with the community.

Figure 1: Designated Neighbourhood Plan Area

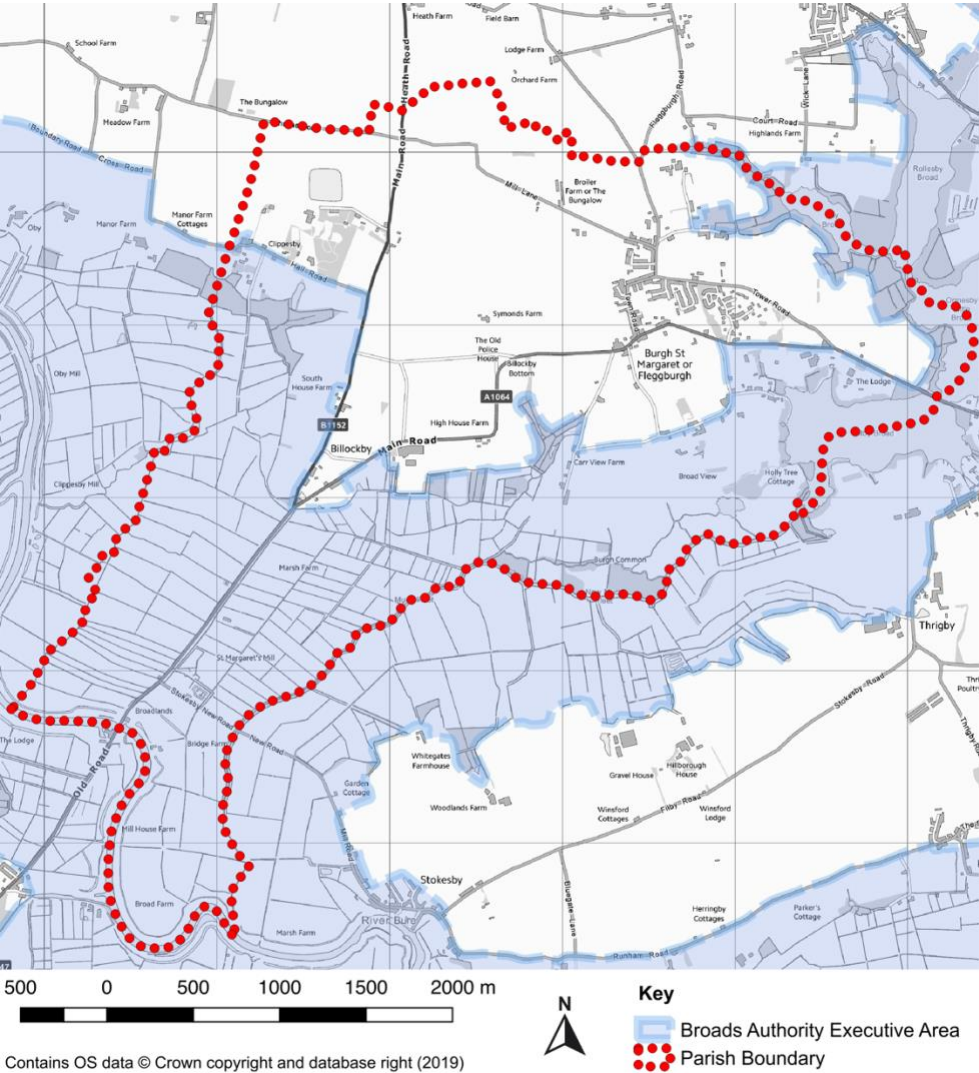
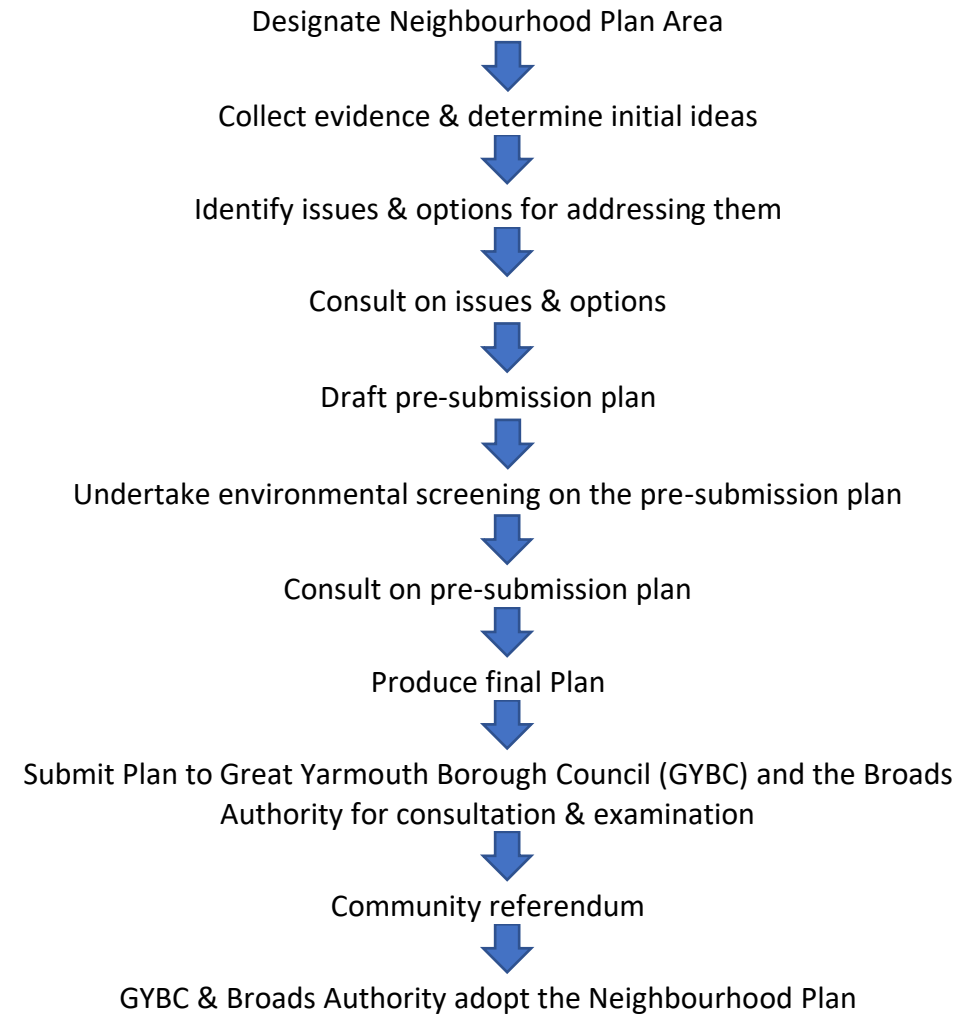


Figure 2: Neighbourhood Plan Process



Consultation with Residents

15. This document is often called the ‘pre-submission’ or ‘draft’ version of the Neighbourhood Plan, and is the subject of a major community consultation exercise. The Neighbourhood Planning (General) Regulations 2012 govern how this consultation is managed and run. In particular, Regulation 14 requires the following:
- a. Publicise, in a manner that is likely to bring it to the attention of people who live, work or carry on business in the neighbourhood area—
 - i. details of the proposals for a neighbourhood development plan;
 - ii. details of where and when the proposals for a neighbourhood development plan may be inspected;
 - iii. details of how to make representations; and
 - iv. the date by which those representations must be received, being not less than 6 weeks from the date on which the draft proposal is first publicised;
 - b. Consult any consultation body referred to in paragraph 1 of Schedule 1 whose interests the qualifying body considers may be affected by the proposals for a neighbourhood development plan; and
 - c. Send a copy of the proposals for a neighbourhood development plan to the local planning authority.
16. The working group has already consulted the local community to help it get to this draft stage. The Table below shows a summary of the consultation carried out.

Figure 3: Overview of Consultation Activities

Who was consulted	Fleggburgh residents
How people were consulted	<ul style="list-style-type: none"> • A questionnaire sent to all residents of the village and available online on the parish council website – which received a 46% response rate. • An open meeting for all residents to attend in August 2019 following analysis of the survey and review of objective evidence which around 30 people attended. • A drop-in event in September 2019 which was advertised locally and 38 people attended.
Main issues and concerns raised	<ul style="list-style-type: none"> • The amount and speed of traffic on road through the three villages, support for measures that could reduce the impact of traffic, such as a community gateway and ‘no right turn’ signs • There are mixed views from the community about whether further housing development is a good thing within Fleggburgh • Importance of protecting Fleggburgh’s rural character and feel • Consideration of the three villages, not just a single parish • Identification of a number of views and local green spaces that need to be further assessed for inclusion in a policy • Identification of a village centre in Fleggburgh • Importance of protecting wildlife habitats
How these were taken into account	Considered by the Fleggburgh Neighbourhood Plan Working Group at their meetings in August and October 2019.

Vision and Objectives

A vision and objectives have been developed for the neighbourhood plan based on feedback received through consultation with the community in 2019. Each of the objectives aim to support delivery of the vision.

Vision

The three settlements of Fleggburgh will have retained their own identity, but residents of Billockby and Clippesby will be better connected to the improving services and facilities in Fleggburgh. This will have helped build on the strong community spirit in the parish, which will have been further enhanced by the development of a village centre in Fleggburgh around the pub and village hall, where community activity and new facilities can be focused.

Residents and visitors can still enjoy the rural and tranquil character of the parish, achieved through protecting and enhancing the key assets that make up that character, including views of the wider open landscape, important green spaces, the many heritage assets, overall character of the buildings, and importantly the Broads. The impact on tranquillity and safety caused by the heavy traffic flows and speeds through the parish will have been reduced.

Objectives

- A. Each of the parish villages will have retained their separate and distinct character;
- B. Safeguard the peacefulness, views and rural feel of the parish including its farming landscape;
- C. Protect & celebrate the rich wildlife and landscape of the Broads;
- D. Maintain & enhance sustainable access into the surrounding countryside;
- E. Improve infrastructure and attract key services;
- F. Support community spirit by improving connections to facilities and promoting a village centre in Fleggburgh;
- G. Have a stronger influence over development in the parish, ensuring a focus on sustainable and accessible housing for all ages, including affordable housing;
- H. Ensure future development blends well with the existing built environment;
- I. The integrity, character and appearance of the historic environment of the parish will be preserved and where possible enhanced;
- J. Reduce the adverse impact of traffic through the villages.

Housing

Housing Type and Mix

17. Fleggburgh is a relatively small parish of just over 400 homes. There have been 34 new homes built in the parish (mainly in the village of Fleggburgh) over the last six years, and there are 25 more with planning permission, which represents a 15% increase in homes overall. Although Great Yarmouth Borough Council has indicated that it will not allocate further sites within Fleggburgh as part of their Local Plan Part 2, at the time of writing the Borough Council does not have a five-year housing land supply, which makes additional speculative development more likely. This situation could occur at any time over the plan period. It should be noted that the Local Plan for the Broads does not allocate dwellings either, and at the time of writing they do have a five-year land supply.
18. A large proportion of residents feel that there should be no further housing development in the parish. Concerns raised include the scale of development and its impact on green spaces and the landscape. There is also concern about the impact development is having on services, including the GP surgery, and that it is out of character with existing dwellings. The neighbourhood plan gives the residents an opportunity to influence any new development that does come forward, to ensure it meets community need.
19. The housing profile (Census 2011) is currently dominated by detached homes which make up around 50% of houses, there is also a high proportion of semi-detached dwellings in comparison to other neighbouring villages. Over a quarter of homes have four or more bedrooms, which is a high proportion, whilst around 30% are two bedrooms or fewer, which is a low, and the proportion of one-bedroom properties is very low. The number of larger properties continues to increase, with the most recent

permissions for residential dwellings (eg 06/19/0371) all for large homes. The profile means that homes are likely to be more expensive to buy, making them unaffordable to younger people.

20. According to the most recent Census data, in 2011 26% of homes were occupied by people aged 65+, with over a quarter of these older people living on their own in larger properties. Fleggburgh has an ageing population, with almost a quarter of current residents aged 65+ and this is increasing.
21. Consultation with the community develop the neighbourhood plan indicated a need to help younger people onto the housing ladder and there is support for more affordable homes. Borough Council data also shows that the demand for affordable housing, particularly smaller affordable homes, within Fleggburgh currently outstrips supply. It is generally felt that if there is additional housing it should meet a local need, enabling people to stay in the parish. Rural Exception Sites for affordable housing that are outside of the development boundary are allowed under national policy, but it is important to manage how these come forward as they should be integrated with the existing community.
22. A neighbourhood plan can influence the size and type of new homes that will be built in the future. When asked about preferences for new homes the community indicated a highly significant preference towards smaller homes and affordable homes and no real support for larger homes. Smaller homes are more likely to meet the needs of younger residents as well as older residents looking to downsize.

Policy 1: Housing Type & Mix

All housing proposals will need to provide a mix of housing types and sizes, and these should aim to reflect local need using the best available and proportionate evidence. This should include, unless evidence is provided either showing a lower need is justified or the scheme is made unviable, a minimum of 30% of dwellings comprising two bedrooms or fewer, to enable older residents to downsize or younger residents to get on the housing ladder.

Size of development	Minimum requirement for small homes (2 bed or fewer)
1-3 dwellings	1
4-6 dwellings	2
7-9 dwellings	3
10+	30% of dwellings, rounded to the nearest whole number (less than 0.5 rounded down, equal to or more than 0.5 rounded up)

The inclusion of dwellings comprising five bedrooms or more will not be supported unless it is clearly and demonstrably meeting a local housing need.

These requirements apply to the whole proposal, and so open-market and affordable housing combined.

Proposals for sheltered housing will be supported subject to other policies.

Proposals that will deliver affordable housing within the development boundary, but which do not meet the national threshold requiring provision of such¹, will be supported. Proposals for Rural Exception Sites

comprising affordable housing development that are outside of the development boundary will be supported where:

- The size of the development is proportionate to the size of the respective settlement, being no more than 5% of the number of dwellings within the development boundary for Fleggburgh;
- It will not result in a significant encroachment into the open countryside; and
- The proposal will enable future occupants to access a range of local services and facilities by walking.

For the whole of this policy, separate proposals on contiguous sites that are in the same ownership and/or control, or have a planning history indicating that they have been considered together, will be considered as single proposal.

- The Great Yarmouth Local Plan has policy around rural exception sites. **Policy 1** seeks to add further local detail and should be in general conformity. The Borough Council will ensure that any planning permission granted for affordable housing is subject to appropriate conditions and/or planning obligations to secure its affordability in perpetuity (for the life of the property), whilst recognising the national Right to Buy scheme. The threshold that triggers the need for affordable housing is set out in national and local planning policy.
- The evidence to be provided on local housing need for the mix of open market housing should be proportionate to the size of the development. This is to avoid the requirement being too onerous for smaller development proposals. Local housing need refers to the parish/neighbourhood plan area. The method as to how this is assessed will be the applicant's decision, but as a minimum it should

¹ The national threshold in the 2019 NPPF is that affordable housing is required on sites where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more.

include the latest demographic and housing data and recent housing completions.

25. **Policy 1** intends to ensure appropriate levels of affordable housing are delivered where landowners/developers own large sites within the village, but choose to divide these up in such a way that affordable housing thresholds are not met.
26. The minimum requirement for 30% of new homes to be smaller will maintain the current proportion within the community (see para 19), which given the evidenced increase in smaller households and single occupancy, is reasonable. It is recognised that with building conversions and self-build this may not be possible.

Design

27. Design is another key area where the neighbourhood plan can have influence. During consultations, people felt that there was not a strong unifying character in Fleggburgh, but rather it was very mixed in terms of design and style. On the other hand, Clippesby was felt to be characterised by traditional design and materials such as rural cottages, flint and brick. Most people indicated that new homes should be in keeping specifically with those nearby, so as to blend in. Design however, is more than just what the actual building looks like. It also relates to layout, scale and density.
28. The requirement in **Policy 2** for any new development along the A1064 to have an active street frontage is to enhance the sense of place and reinforce the existing 30mph speed limit along Main Road. An active frontage in this policy is where each home accesses directly onto the A1064, rather than via a shared driveway or estate road. This design provides more activity in terms of turning movements which, combined with the street facing housing, tends to reduce the speed of traffic.

Policy 2: Design

All new development within Fleggburgh must demonstrate high-quality design. New development should be well integrated into the landscape and maintain the quality of transition between the settled and agricultural landscape. Design which fails to have regard to local context and does not preserve, complement or enhance the character and quality of its immediate area will not be acceptable. Proposals should therefore be of an appropriate density, height, variety, scale and layout to the immediate area unless it can be clearly demonstrated that the proposed development would not harm local character. Any new development in the Broads area must be designed to the highest standard, which is fitting with the areas equivalence of National Park status.

These requirements should not be seen as discouraging innovation, which will be welcomed. All new housing will need to be designed as a minimum to the highest allowable prevailing energy efficiency standards unless clear evidence is provided that this makes the proposal unviable. Homes built to an even higher energy efficiency standard will be considered as delivering a significant benefit. Electric car charging points will be expected to be provided as part of all new development, one per parking space.

The overall external appearance of affordable dwellings should be indistinguishable in terms of the materials used and architectural detail from the open market housing on site.

Development within or adjacent the settlement of Clippesby must be very sympathetic in scale, type and design to the existing traditional character, reflecting the prevalence of rural cottages and use of traditional materials such as flint and Norfolk red brick.

New development situated along the A1064 in Fleggburgh should have an active street frontage with highway access directly onto the A1064 from each dwelling.

29. Planning practice guidance allows planning policies to require energy efficiency standards 20% above building regulations (which at the time of writing equates to Level 4 of the Code for Sustainable Homes). This should be used for **Policy 2** unless the guidance changes and more rigorous standards can be applied. In support of the emerging Local Plan 2 for Great Yarmouth Borough an area wide viability study has been undertaken which demonstrates that there is sufficient viability for such standards to be met and achieved on small sites under 0.5ha or for 10 units.

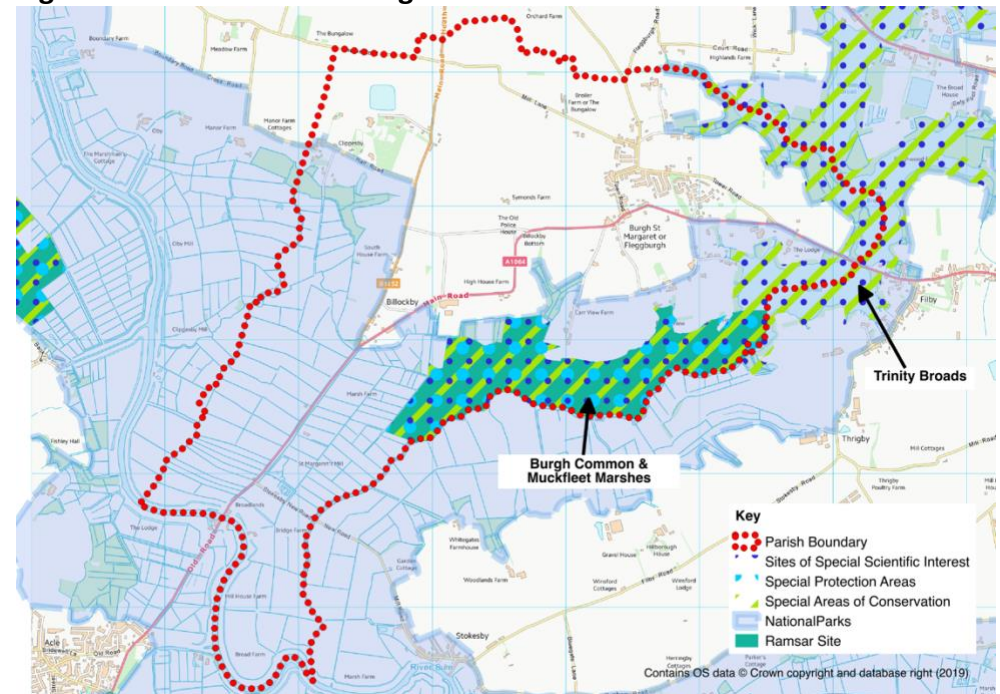
Natural Environment

Protecting the Natural Environment

30. This part of the Broads network is designated the Broads Special Area of Conservation (SAC), Trinity Broads Site of Special Scientific Interest (SSSI) and Burgh Common and Muckfleet Marshes SSSI. This is extremely rich in wildlife which could be sensitive to impacts from future development.
31. The Trinity Broads are a tranquil and beautiful part of the Broadland landscape, known as a hidden gem, isolated from the main Broads river system. The three broads of Ormesby Broad, Rollesby Broad and Filby Broad are much quieter than others. Filby Broad is the deepest of the three. The Trinity Broads are extremely rich in wildlife with some species rarely found outside of the Broads fen habitats. Habitats include wide expanses of shallow open water, extensive tracts of broadshore reedbed and undisturbed areas of wet woodland. They support a wealth of wildlife, from the tiniest rare snail, to stands of bulrushes which have virtually disappeared from the rest of the Broads area, to the bittern. The ecological importance of the area is reflected in the variety of international, national and local nature conservation designations.

32. Trinity Broads make up 14% of the open water within the Broads National Park. They are a significant fresh water supply with approximately 5 million litres of water abstracted each day, supplying 80,000 homes in the surrounding villages and Great Yarmouth. They cover 162 hectares of open water in total, with 21km of broadshore habitat including fen meadow, tall herb fen, littoral reed bed and alluvial forest. It is important to ensure that the water quality is not impacted by future development.
33. Burgh Common and Muck fleet Marshes is a 121 hectares site of biological importance. The Muck Fleet, a tributary of the River Bure runs through the wetland site, which is traditionally managed by grazing and mowing. Habitats include tall fen, fen meadows and drainage dykes. There are rare plants and invertebrates, such as the swallowtail butterfly.

Figure 4: Environmental Designations



34. Residents would like to conserve the special qualities of Fleggburgh's natural environment and ensure that development supports the creation of more and better habitat for wildlife that is joined-up with existing. Any new development should leave the natural environment in a measurably better state than beforehand, achieving a net gain in biodiversity.
35. In the absence of national legislation and guidance on measurement of biodiversity net gain, the calculation tool available from Natural England should be used. This considers the on and off-site baseline and post development habitat, including habitat creation or enhancement. This enables losses and gains in biodiversity to be measured in an objective and repeatable manner.
36. Positive examples of how to achieve a 10% net gain in biodiversity include:
- Supporting the Trinity Broads Partnership and Poors Trust with conservation management of the Trinity Broads and Burgh Common land;
 - Creating and enhancing connections and corridors between nature-rich sites, such as appropriate hedgerow extension and management;
 - Buffering and protecting nature-rich sites from pollution, such as small sewerage treatment plants and surface water runoff through SuDS and maintaining areas of appropriately managed rural land adjacent to these sites;

Policy 3: Enhancing the Natural Environment

All development proposals will be required to enhance the natural environment and contribute to local wildlife habitat.

Proposals will be supported where they can demonstrate:

- a) At least a 10% net gain in biodiversity on site; and
- b) Delivery of green infrastructure that will be of high environmental quality.

Applications that avoid environmental harm through the preservation of natural features, particularly trees and hedgerows, on site will be considered more favourably.

Where habitat loss is required as part of development this will need to be compensated with planting of native species that are of a greater ecological value, where possible. Such applications will need to be accompanied by technical assessments undertaken by appropriately qualified professionals.



Local Green Space

37. Green spaces within Fleggburgh contribute towards its sense of place. The community value these green spaces for a variety of reasons, because they provide facilities for sports and physical activity; they provide habitat for wildlife; form part of the natural flood mitigation in Fleggburgh; and provide opportunity for growing local food.
38. The community have identified 11 Local Green Spaces for designation in the neighbourhood plan. These were identified during consultation and a broad range of evidence reviewed to justify their inclusion.

Policy 4: Local Green Space

The Local Green Spaces (LGS), shown in **Figure 5**, are protected from development, except in very special circumstances where it enhances the purpose of the LGS.

Development proposals adjacent to LGSs will be required to:

- a) Not encroach on the LGS; and
- b) Complement its setting and not impact upon the integrity of the space.

Opportunities to create linkages between LGSs, for example through the creation of new rights of way, may be considered favourable.

Figure 5: Local Green Spaces

#	LGS	Location	Why important
1	Allotments	Town Road, Fleggburgh	Recreational value & wildlife habitat. Used by residents as an opportunity to grow food locally. Owned by the Poor's Trust. Identified as Greenspace on OS maps.
2	Trees/Hedgerow	Just off Tretts Loke, Fleggburgh	Wildlife habitat. Support a broad range of wildlife including bats and deer, and provide a green corridor alongside arable farmland.
3	Village pond	Rollesby Road, Fleggburgh	Wildlife habitat and recreational value. The pond supports a range of wildlife. Owned by Broad Farm, part of the village drainage network.
4	Playing field & bowls green	Adjacent the Village Hall, Fleggburgh	Recreational value. Well maintained and used by residents and sports clubs. Identified as Greenspace on OS maps.
5	Ruins of St Mary's Church (the tower)	Tower Road, Fleggburgh	Heritage value & wildlife habitat. Formerly the parish church of St Mary's which survives as ruins. Identified in the Norfolk Historic Environment Record #8647.
6	Broadland Sports Club	Main Road, Fleggburgh	Recreational value. In private ownership. Used for sporting activities. Identified as Greenspace on OS maps.

#	LGS	Location	Why important
7	St Peter's Church	Clippesby	Heritage value & wildlife habitat. Medieval parish church with a round tower, dating from the 13 th Century. On the Norfolk Historic Environment Record #8617.
8	All Saint's Church & cluster of trees to the south of this	Billockby	Heritage value & wildlife habitat. Medieval parish church which is mostly in ruins following a storm in 1767. On the Norfolk Historic Environment Record #8620.
9	St Margaret's Church and Cemetery	Fleggburgh	Heritage value & wildlife habitat. Medieval parish church. On the Norfolk Historic Environment Record #8618.
10	Penny Loaves	Main Road, Fleggburgh	Heritage value & wildlife habitat. Strong historical link with the primary school
11	The Plantation	Tower Road, Fleggburgh	Wildlife habitat and recreation value. A field with footpath around the edge, used to graze horses. Partly in parish ownership, partly private.

39. Fleggburgh Common was also considered by the community as an important green space for its wildlife and ecology value. This already has statutory designation as part of the Broads Special Area of Conservation, Broadland Special Protection Area and

Burgh Common and Muckfleet Marshes Site of Special Scientific Interest, which affords it sufficient protection.

40. The Local Plan for the Broads also contains a policy relating to Broadland Sports Club (FLE1), supporting continued use of the area for sports. **Policy 4** supports development where it enhances the purpose of the Local Green Space, which is in general conformity with Policy FLE1.

Figure 6: Local Green Space

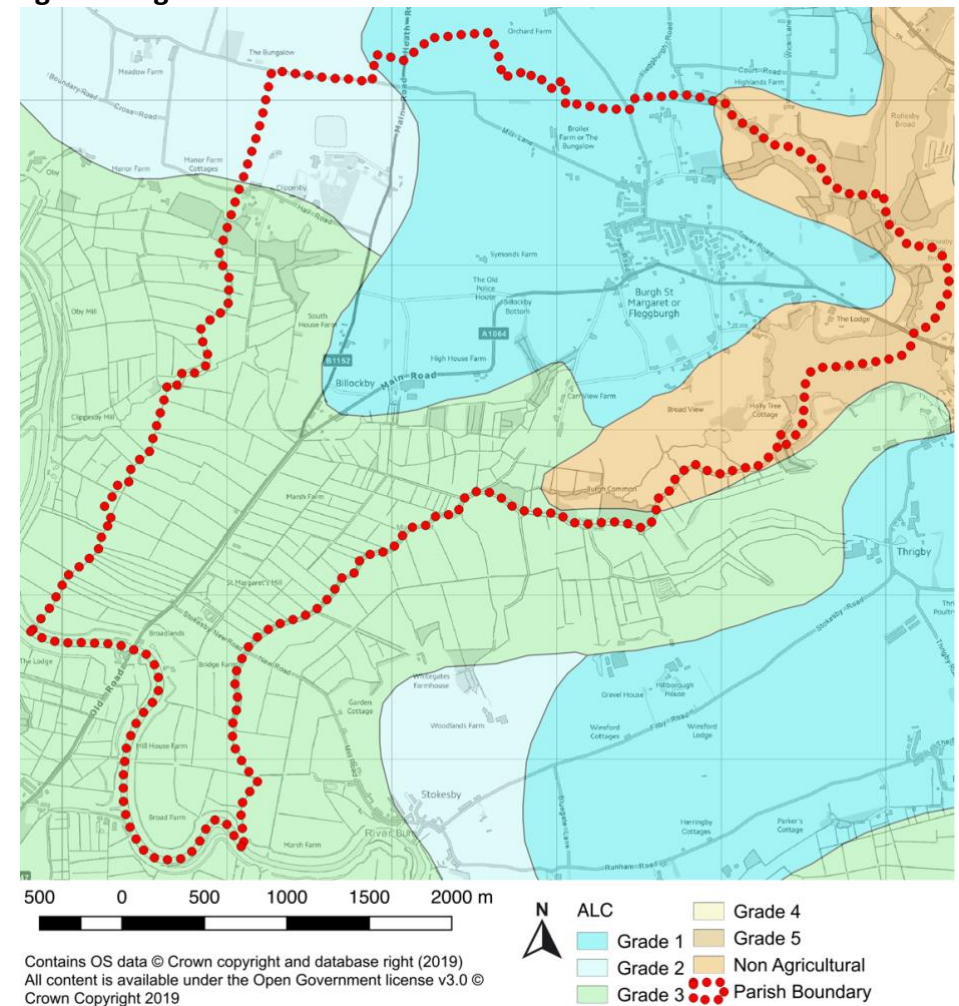


Landscape Setting

41. Much of the land surrounding the built-up areas of Fleggburgh, Clippesby and Billockby is arable farmland. The soils are deep and fertile, which have made this one of the most intensively farmed areas in Norfolk. Much of the land is identified as the best and most versatile agricultural land, with a significant area of this Grade 1 or excellent quality according to the Agricultural Land Classification Scale, see **Figure 7**.
42. The area is unique as arable farming now comes very close to the broads, often separated only by the woodland periphery. Residents recognise that traditional farming is changing and diversifying in this area too.
43. The plan seeks to protect valuable agricultural land classified as Excellent quality (Grade 1) through **Policy 5**, as this contributes to the sustainability of the area, given the importance of farming to the economy, and Fleggburgh's setting. This complements Policy SP4: Soils in the Local Plan for the Broads, which seeks to protect the best and most versatile agricultural land, defined as Grades 1, 2 and 3a. This specifically covers the Broads Authority area.
44. The Great Yarmouth Character Assessment classifies the parish as being part of the West Flegg Settled Farmland area. Key characteristics include:
 - A rolling landscape coupled with wooded edges of the Broads;
 - Views often punctuated by features such as windpumps, turbines or round towered churches;
 - Predominantly arable with localised areas of rough grazing and improved pasture;
 - The field pattern is predominantly 20th century agriculture, with hedgerows and isolated trees important features;
 - It is a large-scale landscape, although more enclosed where small scale field patterns exist around villages;

- A network of small rural lanes across the area in addition to more significant roads of the A1064 and A149;
- It is a relatively tranquil landscape due to its distance from large settlements and proximity to and views across the lowland wetlands of the Broads.

Figure 7: Agricultural Land Classification



45. The Character Assessment identifies a principle objective of conserving the areas function as part of the landscape setting of the Broads, particularly the views of the Broadland landscape. This is also reflected in the Broads Authority Character Assessment of the Muck Fleet Valley – The Trinity Broads.
46. Views are expansive across the parish, with the skylines often wooded and mostly undeveloped. Drainage mills still survive on the horizon and are a landscape feature, particularly in Clippesby and Billockby. Residents of the parish would like to see important views that characterise Fleggburgh retained. These are identified in **Figure 8**.

Policy 5: Landscape Setting

Development proposals must conserve and enhance the character and setting of the parish. They will be supported where:

Proposals will be supported where it can be demonstrated they are sited, designed and of a scale that does not significantly harm the key views identified in **Figure 8**.

Proposals sited on Grade 1 agricultural land that is currently in farming use will not be supported, unless the community benefits of such significantly and demonstrably outweigh the harm of losing the land in the long term, such as affordable housing.

Proposals adjacent the Broads must reflect the transitional nature of this part of the parish by reinforcing existing hedgerow and conserving wetland areas.



Figure 8: Fleggburgh Important Views



Dark Skies

47. Fleggburgh is valued by residents for its tranquillity. Its proximity to the Broads and a lack of street lighting means there are dark expansive skies at night. The Campaign to Protect Rural England's Light Pollution and Dark Skies Mapping² identifies much of the parish to be within one of the darkest areas. The only exception is the main village centre of Fleggburgh, but even this remains in the lower light categories.
48. Recent evidence from the Broads Authority identifies the Broads, including Filby, Ormesby Little Broad and Lily Broad, as intrinsically dark landscapes which must be preserved. The Broads themselves often appear tranquil as they are cut off from the main Broads network.
49. Dark skies are a valuable asset and that is important to wildlife and benefits the health and wellbeing of residents. Artificial light can be detrimental to wildlife. Around 60% of insects are nocturnal and it is estimated that a third of those attracted to artificial light are killed as a result.
50. Two thirds of respondents to a neighbourhood plan survey (which almost half of the parish responded to), indicated that they felt it was important that street lighting minimised light pollution.
51. The Local Plan for the Broads contains **Policy DM22: Light Pollution and Dark Skies** which seeks to conserve and enhance the tranquillity and dark sky experience of the Broads. This policy applies in the area of Fleggburgh parish covered by the Broads

Authority executive area, see **Figure 1**, the following **Policy 6** applies to the rest of the parish.

Policy 6: Dark Skies

Dark skies are a special and important feature of Fleggburgh. All development proposals are expected to minimise light spillage through good design and lighting management.

Any applications that involve external lighting will only be permitted where they are required for safety, security or community reasons. They will need to be accompanied by a lighting scheme that should show how the status of dark skies will be protected and designed to minimise light spillage.

Applicants are required to demonstrate that they meet or exceed the Institute of Lighting Professionals guidance and other relevant standards or guidance for lighting³.

²https://www.nightblight.cpre.org.uk/maps/?_ga=2.217528022.1718306731.1573479253-820694389.1573479253

³ For the purposes of the ILP lighting guidance (CIE 150:2003 Guide on the Limitation of the Effects of Obtrusive Light from Outdoor Lighting Installations www.theilp.org.uk/documents/obtrusive-light/) the Broads Authority is included within Environment Zone 1 as a reflection of its protected status and its intrinsically dark skies.

Flood and Water Management

52. Flooding can cause serious damage and have significant impacts for homeowners. By thinking about flood risk early, it may be possible to avoid it, manage it more efficiently or in a way that adds value to the natural environment.
53. Due to the proximity of the Broads, fluvial flooding is widespread across the parish, see **Figure 9**. In the main, the existing built up areas of are not constrained by fluvial flood risk, however, land to the north-east and north-west, on the periphery of Fleggburgh is within Flood Zones 2 and 3 (medium and high risk). This is confirmed through the Borough Council's Strategic Flood Risk Assessment. In addition, there is risk from surface water flooding throughout Fleggburgh, predominantly west of the settlement adjacent the former Bygone Village.
54. Surface water flooding was raised as a significant concern throughout development of this plan, both during the initial survey and at consultation events. Flooding affecting homes and gardens is frequent occurrence in particular areas of the parish, including Ruggs Lane, Broad Road and Town Road.
55. There is concern from residents that future development will increase flood risk within the parish. Strategic policy in the National Planning Policy Framework and local plans seek to minimise development in areas at risk from flooding, and reduce the risk of flooding associated with development, both on the development site and elsewhere. The neighbourhood plan aims to strengthen this in recognition of local flood issues. The plan also seeks to ensure Sustainable Drainage Systems (SuDS) are incorporated as both an effective way of reducing runoff rates and delivering wider biodiversity, water and public amenity benefits.

Policy 7: Surface Water Management

All development proposals coming forward in areas of high, medium and low risk from surface water flooding as identified by the Environment Agency in its mapping shall satisfy the following criteria:

- a) The application includes a Flood Risk Assessment (FRA) and Surface Water Drainage Strategy that gives adequate and appropriate consideration to all sources of flooding and proposed surface water drainage to ensure that there is no increased risk of flooding either on the development site or existing property as a result of the development;
- b) The FRA should include:
 - a. Appropriate measures to address identified risk of flooding;
 - b. Where appropriate undertake sequential and/or exception tests;
 - c. Locate only compatible development in areas at risk of flooding, considering the proposed vulnerability of land use; and
 - d. Inclusion of appropriate allowances for climate change; and
- c) The Surface Water Drainage Strategy, including mitigation measures, must be agreed as a condition of the development prior to any works commencing;

To promote sustainable development all proposals should incorporate Sustainable Drainage Systems (SuDS) appropriate to the scale and nature of the development. Such measures will be required except where this is not technically feasible or where it can be demonstrated that other factors preclude their use.

Development must maximise the use of permeable materials to increase infiltration capacity, incorporate on-site water storage and make use of swails and green roofs. This will be required unless the developer can provide justification to demonstrate that it is not practicable or feasible within the constraints or configuration of the site.

56. A surface water drainage strategy should include the following as a minimum (proportionate to the site of the proposed development and severity of the flood risk):

- a) A clear demonstration that criteria of **Policy 7** are satisfied;
- b) A description of the outcome of any pre-application discussion with the Borough Council, Broads Authority, Anglian Water, Environment Agency or Lead Local Flood Authority (LLFA);
- c) An evaluation of the site with regard to its surface water drainage needs and risk from flooding from all sources;
- d) An outline description of the proposed surface water drainage system, referencing the SuDS drainage hierarchy and having a neutral or positive impact on surface water drainage;
- e) An outline surface water drainage layout drawing showing flow routes, storage and treatment locations and discharge location;
- 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 if appropriate;
- h) Surface water drainage system long term management and maintenance proposals; and
- i) Evidence of compliance with LLFA guidance for developers.

57. Areas of high, medium and low risk of flooding from surface water are defined by the Environment Agency in the up to date long term flood risk information provided online⁴.

58. In general, when seeking to implement SuDS schemes, developers shall adhere to the guidance given in Anglian Water's publication *Towards Sustainable Water Stewardship – A Sustainable Drainage*

Systems Adoption Manual and the LLFA's *Guidance for Developers*.

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



Flooding, Tretts Lane, November 2019

⁴ <https://flood-warning-information.service.gov.uk/long-term-flood-risk/>

Built Environment

Village Centre

60. The settlements of Clippesby and Billockby are scattered in nature, but Fleggburgh is more defined and nucleated with a good range of services and facilities for a village of its size.
61. The centre, as defined in **Figure 10**, is a focal point for the community and residents of the parish as a whole. It contains key services including Fleggburgh CE primary school, the village hall, playing field and bowls green and the church.
62. Being able to access the village centre on foot or by bike is important to residents as is seen to support participation in community activities, enable social interaction and encourage exercise. The community would like every section of the parish to have safe and convenient access to the village centre by foot or by bike.

Policy 8: Village Centre

Within the development boundary stronger support will be given to development proposals coming forward within 400m walking distance of the village centre.

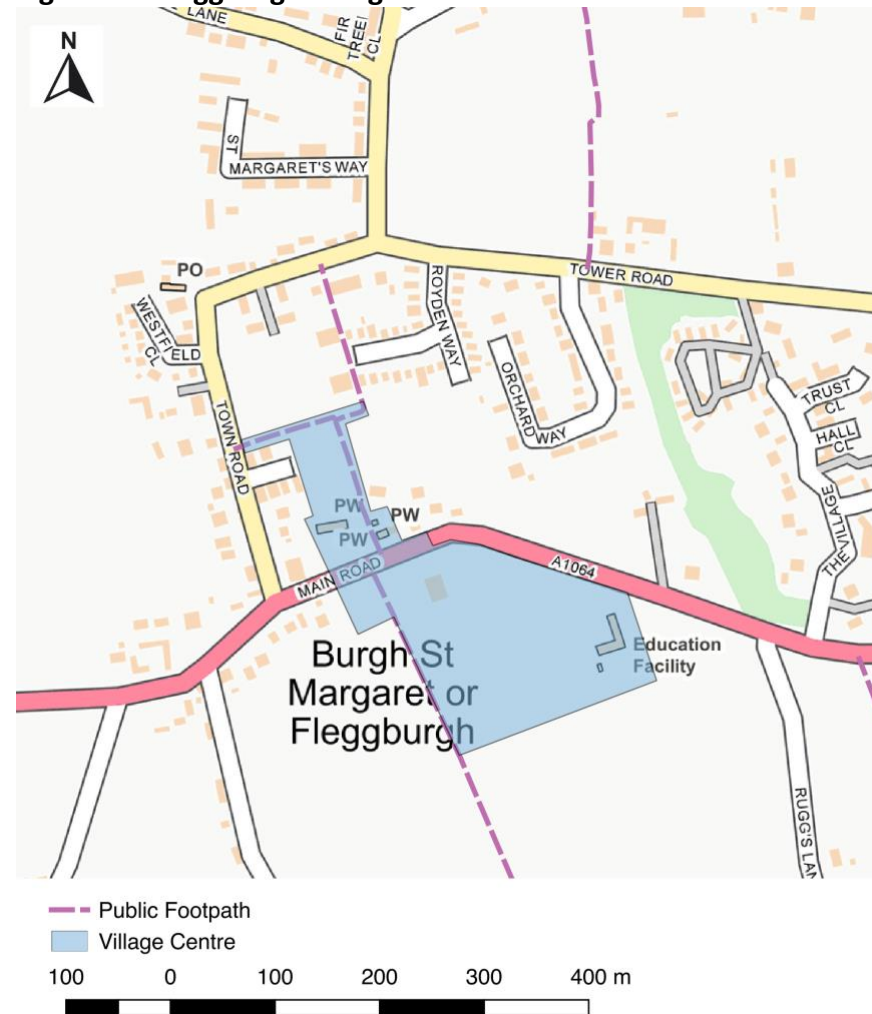
All development in Fleggburgh should demonstrate safe and suitable access to key local services within the village centre.

New facilities and services in or adjacent to the village centre will be considered a significant community benefit.

Community Action 1: Village Centre

The parish council will seek opportunities to enhance the environment of the village centre. This could include tree planting.

Figure 10: Fleggburgh Village Centre



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Historic Environment

63. Heritage plays an important part in shaping how we perceive and experience a place. Fleggburgh has a distinctive landscape which includes a number of important historical features and landmarks that help give it identity and a link to the past. These have a degree of significance which merit consideration in local planning decisions because of their heritage interest.
64. There are 13 listed buildings within the parish which are already designated heritage assets. This includes the Church of St Peter (Clippesby) and St Margaret (Fleggburgh) which are both Grade II* which means they are identified as particularly important buildings of *more than* special interest. St Peter's Church may date back to the Late Saxon period, although the present building dates mainly from the 13th century. St Margaret's Church dates to the 12th century, with a 14th century west tower.
65. As part of developing the neighbourhood plan the community considered other buildings, sites and monuments that would merit consideration as non-designated assets. They identified the following as having considerable significance locally:
1. Burgh Mill, Fleggburgh (also known as St Margarets)
 2. Clippesby Hall, Clippesby
 3. Clippesby House, Clippesby
 4. Grange Farm, Fleggburgh
 5. Holly Lodge, Ruggs Lane, Fleggburgh
 6. Rollesby Broad Complex
 7. The Barn at Willow Farm, Marsh Lane, Fleggburgh
 8. The Cottage, Fleggburgh Common
66. These are identified on **Figure 11**. As well as having local significance, each of these is listed on the Norfolk Historic Environment Record which provides an overview of the asset. It should be noted that these will not be the only non-designated

heritage assets within the parish, just those considered of local importance when developing this neighbourhood plan.

67. The entire Rollesby Broad complex is recognised as a series of medieval peat cuttings which flooded in the late medieval and post medieval periods to form the Broad. The complex is shown on Saxton's Map of 1574 and Filby Broad has a special designation by Historic England as 'an area of exceptional waterlogged archaeology'.
68. The ruins of St Mary's Church, known as 'the tower', is also of particular note locally. St Mary's was formerly its own parish that was united with St Margaret's in 1554. The standing remains consist of a round tower with octagonal belfry stage, portions of the north wall of the nave and a very short section of the west wall. The community are keen to restore the former church and are proactively seeking grant aid to do so.



Church of St Peter, Clippesby

69. It is not just heritage assets themselves that are important, but their setting, which in many cases makes a positive contribution to the significance of the asset, enabling people to appreciate it. For example, the Ruins of St Mary's Church is located in the middle of arable farmland, accessed only via a public footpath with the Broadland landscape in the background. This is also identified as an important view.

Policy 9: Heritage Assets

The character, integrity and appearance of existing historic assets will be protected and where possible enhanced.

The non-designated heritage assets listed in **Para 65** have considerable local significance. Any development proposals that could affect these assets or their setting will need to demonstrate that they have avoided or minimised harm to the significance of the asset through the design of the development. To achieve a Heritage Statement will be required.

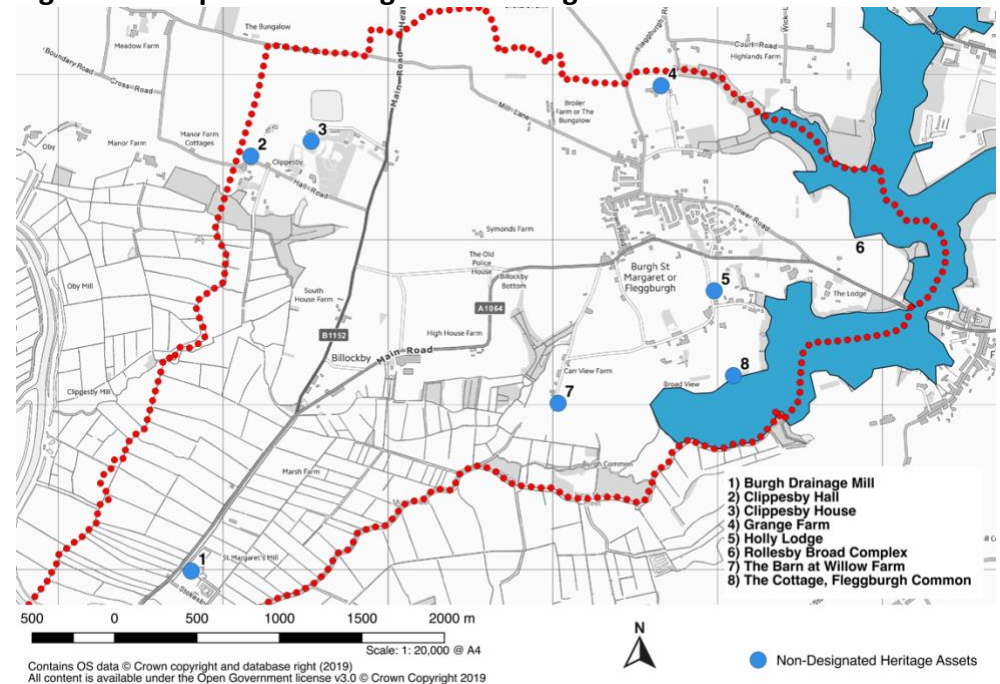
For buildings listed as non-designated heritage assets:

- a) Conversions for economic or residential purposes in locations that would otherwise be unacceptable will be considered where this would ensure the retention of the building; and
- b) Applications for replacement dwellings will be expected to be accompanied by a Heritage Statement that justifies its loss. Any replacement should make an equal or more significant positive contribution to the wider character of the area to make up for the loss of a heritage asset.

Community Action 2: Restoration of St Mary's Church

The parish will work with other external bodies, for example Great Yarmouth Preservation Trust, Norfolk County Council or Historic England to take opportunities to promote the conservation and restoration of the former Church of St Marys.

Figure 11: Map of Non-Designated Heritage Assets



Community Infrastructure

Access

70. Fleggburgh has a footway along the north side of Main Road and a section by the school on the south side. Elsewhere it is patchy and so people often walk in the carriageway. In places this is part of the character and new footways might not always be appropriate.
71. The parish a number of Public Rights of Way that connect the villages, particularly Fleggburgh, with surrounding countryside. Many of these are alongside field boundaries or skirt the edges of waterways. A number of circular walks along Public Rights of Way commence in Fleggburgh.
72. Consultation with the community identified a number of improvements that would support improved access, especially access to the services and facilities in Fleggburgh, including:
- Additional footpaths/footways to the school and village centre, including a footway adjacent to the road on Pound Lane and a footpath linking the school to Rugg's Lane;
 - Footpaths between Upper and Lower Clippesby, and between Clippesby and Fleggburgh.
73. Sustainable access, especially walking, is strongly supported in the National Planning Policy Framework and local plans. Walking improves both physical and mental wellbeing and health. It also reduces the need to use the car, which has environmental benefits. Within the village, walking appears to be a popular mode of transport for local trips, but only 7% walk to work. Being able to cross Main Road safely to access the footway on the north side, or to get to the primary school or playing field, is a concern for residents.

74. At the time of the 2011 Census a relatively low proportion of households had no car. It does mean however that those households or individuals will be very dependent on local services and public transport.
75. The parish has very limited public transport, with bus stops mainly along Main Road in Fleggburgh and Billockby. There are few bus services to Acle and Great Yarmouth. This is not sufficient to attract many people away from their cars with very few travelling to work by public transport.
76. Developments will be expected to take all reasonable opportunities to provide for safe and convenient access for pedestrians and public transport users. This could include providing new or enhanced facilities as well as improving the physical condition of existing facilities.

Policy 10: Sustainable Transport

New developments will be expected to encourage and enhance sustainable travel choices. Development proposals must demonstrate safe walking links to key local services and community facilities, especially to the primary school, playing field and bus stops, and the designated Fleggburgh village centre (see **Policy 8**). Any reasonable opportunities to make crossing Main Road safer must be taken, especially around the school and playing field.

Where necessary, new developments will be expected to improve and/or extend footpaths and footways where this does not significantly harm the local character. Enhancements to existing Public Rights of Way will need to focus on those that improve access to the designated village centre and primary school.

All reasonable opportunities to promote and enhance the use of public transport, such as improved waiting facilities, will need to be taken.

Community Action 3: Footpaths

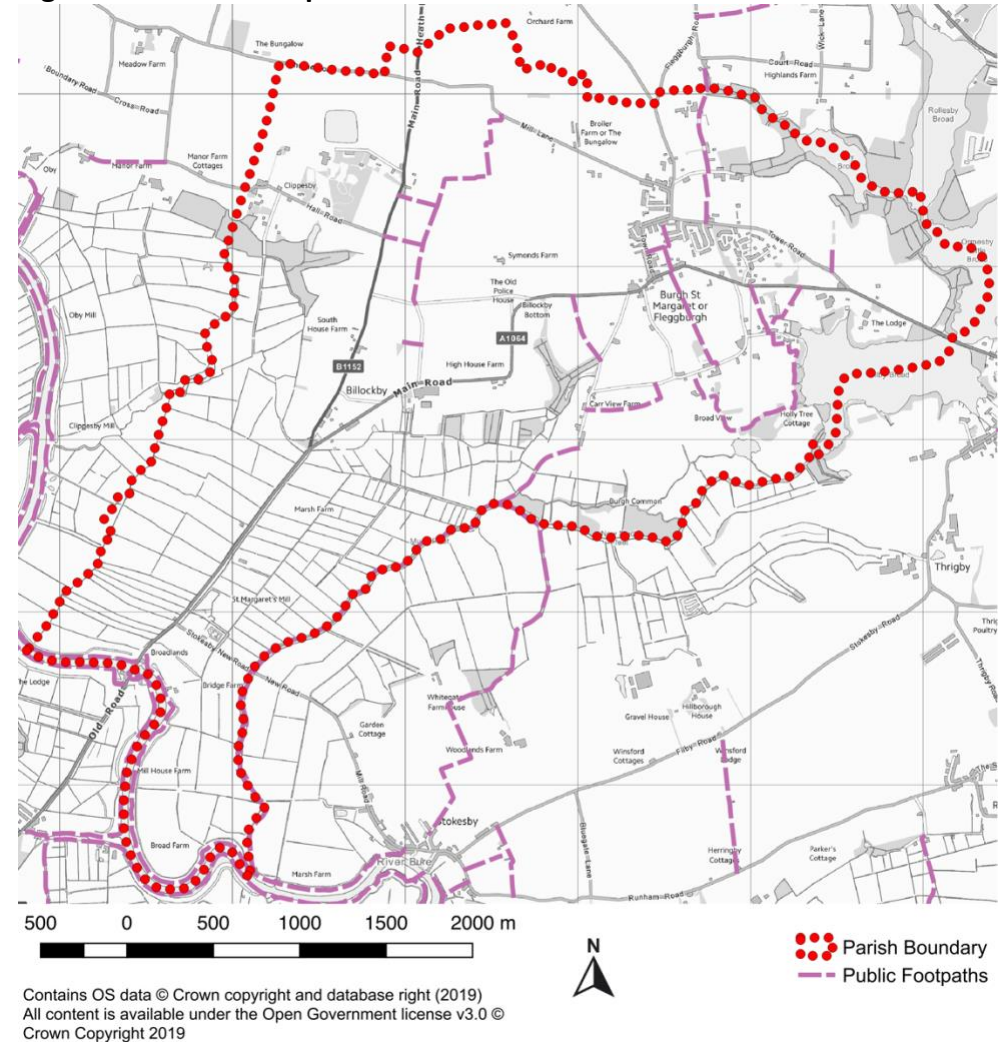
The parish will work with local landowners and Norfolk County Council to improve footpath connections to the services and facilities in Fleggburgh, especially the village centre and medical practice, and the village shop in Filby.

Community Action 4: Local Bus Services

The parish will work local bus operators to enhance the provision of local bus services through the villages, especially Fleggburgh. Should additional services be secured the parish will encourage patronage locally to secure its future delivery.

77. Although using the car in rural areas such as Fleggburgh is often the only practical way to get around, these policies promote the use of more sustainable modes of transport, particularly for local journeys. The benefits vary from reduced air pollution, reduced CO₂ emissions contributing to climate change, better health and wellbeing, less congestion and less money spent on fuel. Developers can contribute by encouraging a modal shift, for example by providing infrastructure.
78. Contributions and improvements must be proportionately related to the development. These may include the provision of entirely new footway or footpath links, or the improvement, such as widening, of existing ones, or the provision of crossing points on Main Road. Footway width should ideally be sufficient for two parents pushing a child's buggy to walk side by side. Footpath improvements will need to have regard to any prevailing Public Rights of Way Improvement Plan of Norfolk County Council, as well as the Broads Integrated Access Strategy.

Figure 12: Public Footpaths



Traffic and Safety

79. The neighbourhood plan area lies around 8.5 miles north west of Great Yarmouth. Around 12% of residents travel less than 5km to work, which is on the low side compared to the 43% of people who travel less than 5km across the Borough, but higher than for neighbouring Filby. This is no doubt related to the fact that the car is the most popular mode of travel to work.
80. The A1064 runs through the centre of the parish and through the village of Fleggburgh and Billockby. This is a busy commuter route. Traffic can often be diverted along the A1064 through the village if the A47 Acle Straight is closed, which can make it very busy. It is not just traffic volume however which causes concern. It has a relatively high number of injury accidents, such as at the junction of the A1064 and B1152. Traffic speed is a concern at this junction, although the roads through Fleggburgh are subject to a 30mph limit, speeding is also an issue here, especially for those trying to cross Main Road in the village centre.
81. Consultation has identified traffic as one of the most important areas of concern, with suggestions from the community including:
- Village gateway schemes to alert drivers to the change in speed limit;
 - Extending the 30mph speed limit;
 - The introduction of 'no right turn' signs on to Main Road from Church Lane; and
 - A crossing point in Fleggburgh in the village centre.

Policy 11: Traffic and Speed

Development should not be detrimental to highway safety and will be required to mitigate their own impacts.

New development will need to take reasonable opportunities to reinforce the 30mph speed limit through Fleggburgh on the A1064, and enable safe crossing opportunities on Main Road. Development proposals that deliver such measures to encouraged reduced vehicle speeds and safe pedestrian crossings along Main Road will be treated as achieving significant community benefit.

Services and Facilities

82. Fleggburgh is considered a Secondary Village in the Great Yarmouth Local Plan. It has a fairly good level of local services, including outdoor recreation space, village hall, church, pub, primary school and a medical practice. There are also concerns about the capacity of the medical practice and access to it. Any development will want to support the sustainability of these services and the vitality of the village.
83. A relatively high proportion of people work from home, so could be more likely to make use of local services and rely on good technological infrastructure. There are also a number of small businesses in the parish.
84. Improvements to telecommunications infrastructure, particularly Broadband speed, would be supported by the community and beneficial to the economy. However, it is recognised that its associated equipment has the potential to impact significantly on the landscape. As identified in **para 44**, the landscape is low-lying often affording expansive views, and installations such as telecommunication masts could create a visual intrusion.
85. **Policy 12** seeks to ensure any such development is sensitively located and impacts mitigated appropriately. It aligns with similar policy, DM19, in the Local Plan for the Broads. It is noted that some improvements to telecommunications can be achieved through permitted development rights.

Community Action 6: Broadband

The parish will work with providers to secure broadband enhancements to improve the opportunities in particular for those people and residents who work in Fleggburgh, including home working.

Policy 12: Communications

The provision of essential infrastructure for telecommunications will be supported where it is of an appropriate scale and design and would not cause undue visual intrusion.

New development where relevant will need to demonstrate how it will contribute to the achievement of fast broadband connections in the area.

To ensure the potential impacts of communications proposals are adequately mitigated, any proposals for the erection of above ground telecommunications masts, equipment and associated development will be expected to show that:

- a) Opportunities for undergrounding are fully explored;
- b) There are no unacceptable adverse impacts on the character of the area, the wider landscape and amenity of residents;
- c) Full consideration is given to the opportunities for sharing a site, mast of facility with telecommunications infrastructure already in the area, and demonstrate that the least environmentally intrusive option has been selected;
- d) The proposal is in conformity with the latest guidelines on radiation protection;
- e) Where relevant, full consideration is given to the impact of masts on skyline views and sense of openness – as per **Policy 5**; and
- f) It would not adversely affect any protected species or habitats.

86. There is no local village shop within the parish, although a considerable desire for one exists locally, as indicated by residents as part of community consultation activities. A good number of residents also rely on the Post Office and Stores in Filby, with many suggesting that good walking links to this are important.

Policy 13: Village Shop

Subject to other policies, a proposal for a small-scale local convenience store will be supported where it is:

- a) Proportionate to meet the day-to-day needs of the local village community; and
- b) Located within or adjacent to the village centre (**Identified in Figure 10**)

Appendix 1: Key Viewpoints

Viewpoint 1: Tower Road, Fleggburgh



Viewpoint 2: St Mary's Church, Fleggburgh



Viewpoint 3: From St Mary's Church, Fleggburgh



Viewpoint 4: St Mary's Church, Fleggburgh



Viewpoint 5: Rugg Lane, Fleggburgh



Viewpoint 6: Public Footpath, Filby Broad, Fleggburgh



Viewpoint 7: Pound Lane, Fleggburgh



Viewpoint 8: Rollesby Road, Fleggburgh



Viewpoint 9: Across the marshes, Clippesby



Viewpoint 10: B1152, Clippesby



Viewpoint 11: Public footpath, near All Saints Church, Billockby



Viewpoint 12: St Peters Church, Clippesbyx

