



LOCAL DEVELOPMENT FRAMEWORK

CORE STRATEGY 2007 – 2021 DEVELOPMENT PLAN DOCUMENT

Adopted
28 September 2007

Core Strategy 2007- 2021

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This document is available in large print. For further information, contact the Broads Authority: telephone 01603 610734 or email ldf@broads-authority.gov.uk.

1. Introduction

- 1.1 The Norfolk and Suffolk Broads has status equivalent to a National Park, and the Broads Authority is the Local Planning Authority for the area within the Broads executive boundary. Under the 2004 Planning and Compulsory Purchase Act, the Authority is reviewing the Broads Local Plan (1997) and preparing a Local Development Framework (LDF). The Core Strategy is the first development plan document to be produced as part of the LDF.

New planning system

- 1.2 The Government has introduced changes to the planning system for England through the Planning and Compulsory Purchase Act 2004. These changes include the replacement of Structure Plans and Local Plans with a number of new planning documents that, together with the Regional Spatial Strategy, now form the Development Plan.
- 1.3 The Broads Authority is required under the above legislation to review the Broads Local Plan, which was adopted in 1997, and replace it with a Local Development Framework (LDF). The LDF is a portfolio, or folder, of Local Development Documents that together will set out the policies and proposals for the development and use of land in the Broads.
- 1.4 Some of the Local Development Documents (LDDs) will be subject to statutory requirements and formal testing through independent examination by a Government Inspector. Such LDDs are called Development Plan Documents (DPDs). The policies in these documents will be the first consideration when assessing planning applications. There is also scope for the preparation of less formal, non-statutory documents that offer guidance and interpretation of the DPDs; these will be called Supplementary Planning Documents (SPDs). These and other new planning terms are further explained in the Glossary (Appendix 1).
- 1.5 Details of the programme for the preparation of the LDDs are set out in a Local Development Scheme (LDS), which can be viewed at www.broads-authority.gov.uk (follow the links from Planning/Planning Policy).
- 1.6 Details of the Local Development Framework system are set out in Planning Policy Statement 12 (PPS12): Local Development Frameworks, or may be viewed on the Department of Communities and Local Government website at: www.communities.gov.uk.

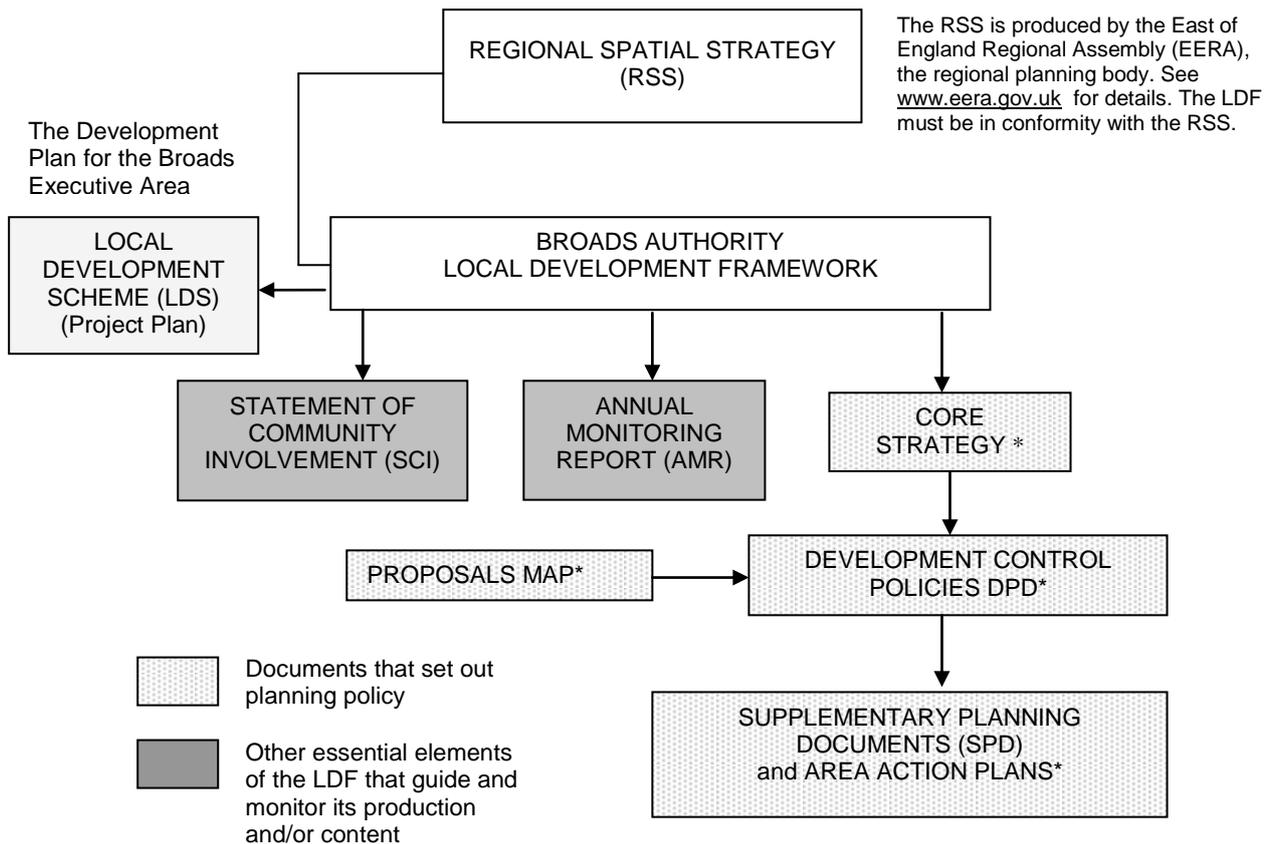


Figure 1 – The relationship between the Broads LDF and Regional Spatial Strategy

Sustainability Appraisal

- 1.7 The Core Strategy is subject to Sustainability Appraisal (under the SEA Directive) and Appropriate Assessment (under the EU Habitats Directive). These reports are produced alongside the Core Strategy. An Environmental Report is also published with the adopted Core Strategy. This sets out how environmental considerations and public consultation helped shape the developing Core Strategy, and how its environmental impact will be monitored in future.

The LDF and preparation of the Core Strategy

- 1.8 The Local Development Documents (LDDs) that make up the Local Development Framework will together set out the vision and spatial policies for the Broads. The first LDD to be prepared is the Core Strategy Development Plan Document. The purpose of the Core Strategy is to set out the vision for the Broads up to 2021, including environmental, social and economic objectives and the primary policies for achieving that vision. All other LDDs will need to be in conformity with the Core Strategy. Central to all the policies is the theme of ‘sustainable development’, which is about meeting the needs of the present without compromising the ability of future generations to meet their own needs, thereby ensuring a better quality of life for everyone, now and for generations to come. This means that it is important to plan for new development as well as protecting the environment for the future.
- 1.9 The LDF system is different from the previous system in a number of ways. One of the key differences is the increased emphasis on consultation and consensus-building with stakeholders and local communities throughout the plan preparation process.

This is achieved through ‘front-loading’ the process, which means involving people both in identifying the key issues that the policies must address and in developing the options for achieving them. A Consultation Statement accompanying the submitted Core Strategy sets out in full the consultation processes the Authority carried out; a brief summary is given below.

- 1.10 At the preliminary consultation stage, the Authority prepared a questionnaire setting out the key issues that emerged during the preparation of the Broads Plan, the strategic management document for the Broads. Stakeholders and local communities were asked whether they thought these were the issues that would need to be addressed in the Core Strategy. They were also asked whether there had been any changes the Authority should take into account, and whether any new issues had arisen.
- 1.11 The questionnaire was distributed to over 400 stakeholders and interested parties, including the eight local authorities within the Authority’s area, government bodies, parish and town councils, Local Strategic Partnerships, and groups representing a range of interests including navigation, boating, conservation, tourism and access. The Authority also sought the views of its Planning Committee and Broads Forum. Around 60 responses were received and these were developed into an Issues and Options Report, which set out the key issues and options for addressing them.
- 1.12 The Issues and Options Report was subject to six weeks’ consultation in September-October 2005, and around 50 responses were received.
- 1.13 The Preferred Options draft of the Core Strategy was produced following consultation on the Issues and Options, and the policy direction on the issues was formulated. The Preferred Options report was then subject to formal consultation from December 2005 to February 2006. During this time, the Authority received 40 representations from a range of organisations, stakeholders and individuals. In analysing these responses, it became clear that unresolved issues were still emerging. In May 2006, Broads Authority officers, with the support of the Chairman of Planning Committee and independent facilitators, held two workshops to help resolve any remaining areas of dispute. Following the workshops, a further revision of the Core Strategy Preferred Options policies was circulated for comment to those who had attended the workshops, so that the implications of the post-workshop changes could be seen. The discussions from the two workshops and the last round of consultation were fully documented alongside the Preferred Options responses and reported, together with the recommended submission version of the Core Strategy policies, to the full Authority. At all stages of the plan preparation process, consultation documents and responses were published on the Authority’s website.
- 1.14 The Core Strategy was submitted for formal examination on 29 September 2006. An independent Inspector was appointed by the Secretary of State for Communities and Local Government, and examination hearings were held between 17 and 20 April 2007 at the Broads Authority’s head office.
- 1.15 The Inspector reported in July 2007. He considered that:
- ”In general, the plan adopts and builds on national and evolving regional policy to provide a strategy that is firmly rooted in the local distinctiveness of the unique area where new development will generally be limited. The Core Strategy will provide a sound vision and direction during the plan period and serve as a firm basis for the preparation of the following DPDs.”

1.16 The Inspector concluded that, subject to minor changes of wording to add clarity, direction and/or further local distinctiveness to the strategy:

- (a) the Core Strategy satisfies the requirements of s20(5) (a) of the 2004 Act and the associated Regulations;
- (b) meets the individual tests of soundness in PPS12 (4.24); and hence
- (c) **is sound** in the context of s20 (5) (b) of the 2004 Act.

2. Policy Context

2.1 This section sets out the key policy influences that set the context for the development of the Local Development Framework (LDF). It is a summary of the national, regional and local policies and strategies that the Core Strategy has drawn upon.

National Context

2.2 In developing the LDF, including the Core Strategy, the Authority does not start with a 'clean sheet'. The LDF must be in accordance with national policy, which is set out by Government in Planning Policy Guidance Notes (PPGs) and in Planning Policy Statements (PPSs), which are progressively replacing PPGs. There are currently 25 PPGs and PPSs, covering different aspects of planning. Local planning authorities must take these into account when preparing their plans, unless there are local circumstances that justify otherwise.

2.3 The overall objectives of Government policy are set out in Planning Policy Statement 1 (PPS1). This identifies sustainable development as the core principle underlying planning. The four aims for sustainable development are identified as:

- (i) Social progress which recognises the needs of everyone;
- (ii) Effective protection of the environment;
- (iii) The prudent use of natural resources; and
- (iv) The maintenance of high and stable levels of economic growth and employment.

2.4 The guidance advises that these objectives should be

“pursued in an integrated way through a sustainable, innovative and productive economy that delivers high levels of employment, and a just society that promotes social inclusion, sustainable communities and personal well-being, in ways that protect and enhance the physical environment and optimise resource and energy use” (para 4).

2.5 The theme of sustainability is developed in 'Sustainable Communities: Building for the Future', published in 2003, which sets out an action plan for delivering sustainable communities. More recently, in January 2005, the ODPM published the five-year plan 'Sustainable Communities: People, Places and Prosperity', setting out how the Government intends to promote prosperity for all and help people create communities of which they feel proud. The regional document 'Creating Sustainable Communities in the East of England' explains the action being taken at a regional level to support prosperous, sustainable communities.

2.6 With respect to protection and enhancement of the environment, PPS 1 states:

“The Government is committed to protecting and enhancing the quality of the natural and historic environment, in both rural and urban areas. Planning policies should seek to protect and enhance the quality, character and amenity value of the countryside and urban areas as a whole. A high level of protection should be given to the most valued townscapes and landscapes, wildlife habitats and natural resources. Those with national and international designations should receive the highest level of protection” (para 17).

- 2.7 Guidance on the application of sustainability principles in rural areas is set out in Planning Policy Statement 7 (PPS7). It identifies nationally designated areas such as the Broads as having the highest level of protection in relation to landscape and scenic beauty, with the conservation of wildlife and the cultural heritage also being identified as important considerations. It advises that these factors should be given great weight in planning policies.
- 2.8 Sustainability encompasses appropriate growth as well as protection, so PPS 12 goes on to advise:
- “As well as reflecting these priorities, planning policies in LDDs and where appropriate, RSS, should also support suitably located and designed development necessary to facilitate the economic and social well-being of these designated areas and their communities, including the provision of adequate housing to meet identified local needs” (para 22).
- 2.9 More specific and detailed guidance on particular topics for planning is given in topic-based PPGs and PPSs covering issues ranging from flood protection (PPS25) to sports provision (PPG17) and housing (PPS3).

Regional Context

- 2.10 The hierarchy of policies is continued at the regional level by the Regional Spatial Strategy (RSS), which is prepared by the Regional Planning Body (RPB). The RSS develops national policy at a regional level and LDF policy must be in conformity with this. At the time of writing this document, the East of England RSS was awaiting approval by the Secretary of State. The Core Strategy has taken into account the policies as they have developed.
- 2.11 When work began in preparing the Core Strategy, the emerging RSS had been published in draft form. This version of the RSS was consulted upon between December 2004 and March 2005, and was subject to an Examination in Public from November 2005 to March 2006. The *Report of the Panel* considering the draft RSS was published in June 2006 (after the Broads Authority had published the Preferred Options draft of its Core Strategy). The Secretary of State’s proposed changes for the RSS were published in December 2006 for consultation. Following consideration of responses to this consultation stage, the Secretary of State was expected to publish the finalised East of England Plan by Autumn 2007 at the earliest.
- 2.12 The Authority considers the Core Strategy to be broadly in conformity with the RSS draft published in December 2006, and that it would still be in general conformity following any modifications.
- 2.13 The RSS covers the period to 2021, but sets a vision, objectives and core strategy for the longer term. In particular it seeks to reduce the region’s impact on, and exposure to, the effects of climate change, and to put in place a development strategy with the potential to support continued sustainable growth beyond 2021.
- 2.14 The Secretary of State’s proposed changes draft RSS sets an overall spatial vision and objectives which underpin the policies. The overall Spatial Vision for the region is that:

By 2021 the East of England will be realising its economic potential and providing a high quality of life for its people, including by meeting their housing needs in sustainable and inclusive communities. At the same

time it will reduce its impact on climate change and the environment, including through savings in energy and water use and by strengthening its stock of environmental assets.

2.15 Extracts from the following objectives are of particular relevance to the Broads:

- (i) To reduce the region's impact on, and exposure to, the effects of climate change by:
 - locating development so as to reduce the need to travel;
 - effecting a major shift in travel towards public transport, walking and cycling and away from car use;
 - maximising the energy efficiency of development and promoting the use of renewable and low carbon energy sources; and
 - reducing the risk of damage from flooding.
- (ii) To realise the economic potential of the region and its people by:
 - facilitating the development needed to support the region's business sectors and clusters, improving skills and widening opportunities in line with the Regional Economic Strategy.
- (iii) To improve the quality of life for the region's people by:
 - ensuring new development fulfils the principles of sustainable communities, providing a well designed living environment adequately supported by social and green infrastructure;
 - promoting social cohesion by improving access to work, services and other facilities, especially for those who are disadvantaged;
 - maintaining cultural diversity while addressing the distinctive needs of each part of the region;
 - promoting regeneration and renewal of disadvantaged areas; and
 - increasing community involvement in the implementation of the strategy at the local level.
- (iv) To improve and conserve the region's environment by:
 - ensuring the protection and enhancement of the region's environmental assets, including the built and historic environment, landscape and water;
 - re-using previously developed land and seeking environmental as well as development gains from the use of previously undeveloped land;
 - protecting and, where appropriate, enhancing biodiversity through the protection of habitats and species and through creating new habitats through development;
 - providing a network of multi-function green space accessible to the region's people; and
 - reducing the demand for and use of water and other natural resources and educing waste and increasing the sustainable management of waste.

2.16 The RSS outlines principles for the management of the East of England's natural, built and historic environment. It expects local planning authorities to:

- conserve and enhance the natural, historic and built environment by positive management and protect it from development likely to cause harm;

- adopt an approach that integrates protection and enhancement of nationally and internationally designated areas while meeting the social and economic needs of local communities;
- protect, for their own sake, all important aspects of the countryside, including individual features, special sites, their setting, and the wider landscape;
- through the development plan system, conserve and enhance, whenever possible, regional and local distinctiveness and variety, based on a thorough assessment of local character and scrutiny of development impacts;
- promote a sustainable approach to the use of the region's natural resources;
- secure effective protection of the environment by considering the nature and location of proposed development as part of a broadly based concern for, and awareness of, biodiversity and other environmental issues, including light and noise pollution;
- restore damaged and lost environmental features whenever possible;
- adopt a common approach to environmental issues which cross local planning authority boundaries.

2.17 Draft Policy ENV1 covers Green Infrastructure. The Broads is recognised as an asset of particular regional significance for the retention, provision and enhancement of green infrastructure.

Regional Economic Strategy

2.18 In addition to the RSS, the Core Strategy has taken into account the Regional Economic Strategy (RES) as it will help deliver the spatial elements of the RES at the local level. The RES for the East of England is entitled: 'A shared vision: the regional economic strategy for the East of England' and was published in 2004. While the Broads Authority does not have jobs growth figures to meet like local authorities, the Broads' area is closely linked to the tourist economy, marine industry and agriculture and there is also a relationship between these businesses and those operating in the adjoining districts. In line with the RES, it is important that the Core Strategy supports the provision for businesses, contributes to improving the region's skills base, and helps to tackle deprivation and social exclusion, equality and diversity, by promoting sustainable development, managing growth sensitively and effectively and protecting and enhancing the region's assets.

The Development Plan

2.19 At the time of writing, the current Development Plan comprises the strategic approach set out in the Norfolk Structure Plan (1999) and the Suffolk Structure Plan (2001) as well as the detailed development control policies in the Broads Local Plan (1997) and the adopted Core Strategy. It will also include the Regional Spatial Strategy when it is finally published. Appendix 2 sets out the policies from the two Structure Plans that are replaced by the Core Strategy, and lists the policies in the Structure Plans and the Broads Local Plan that remain saved beyond September 2007.

2.20 The detailed policies of the Broads Local Plan (1997) were developed in accordance with nine guiding principles. These are:

1. To prevent development which causes significant damage to the wildlife habitats, or to the characteristic Broads' landscapes including the rivers and broads, fens, carr woodland and grazing marshes;

2. To seek to ensure that the nature and pattern of development which takes place in the Broads is sustainable, taking account of Government advice;
3. To encourage small scale recreation and tourism schemes in appropriate places to promote people's enjoyment of the Broads in ways which are sympathetic to the environment;
4. To discourage development which is damaging to the waterways and their use;
5. To discourage large-scale holiday, leisure or other development which would damage the character of the Broads and lead to over-intensive use of the broads and rivers;
6. To encourage the upgrading, enhancement and appropriate redevelopment of the existing built environment where it is compatible with the overall policies of the Local Plan;
7. To conserve and enhance the Broads' built environment and, where development is appropriate, to ensure that it is of a scale, form and design which enhances the Broads;
8. To consider favourably development which meets the social and economic needs of people living and working in the Broads;
9. Not to make provision for a specified amount of housing, employment or commercial or other development, but to consider the effect of development proposals on the Broads environment.

The Core Strategy policies and Spatial Strategy replace these nine guiding principles.

The Broads as a National Park

2.21 The Broads is granted national park equivalent status under the Norfolk and Suffolk Broads Act 1988 (as amended). This applies a special duty to manage the Broads for the purposes of:

- Conserving and enhancing the natural beauty, wildlife and cultural heritage of the Broads;
- Promoting opportunities for the understanding and enjoyment of the special qualities of the Broads by the public; and
- Protecting the interests of navigation.

2.22 None of these three purposes takes precedence.

2.23 Under the Act, in discharging its functions the Authority must also have regard to:

- the national importance of the Broads as an area of natural beauty and one which affords opportunities for open-air recreation;
- the desirability of protecting the natural resources of the Broads from damage; and
- the needs of agriculture and forestry and the economic and social interests of those who live and work in the Broads.¹

2.24 National planning policy regarding national parks is set out in Planning Policy Statement 7 (PPS 7), which states that:

¹ The purposes of the Authority were amended under the Natural Environment and Rural Communities Act 2006. This follows a 2002 review of national parks by the Department for Environment, Food and Rural Affairs (DEFRA) and will ensure consistency with the statutory purposes of the other national parks, which were amended under the 1995 Environment Act.

- National parks have the highest level of protection in relation to landscape and scenic beauty;
- The conservation of the natural beauty of the landscape and countryside should be given great weight in planning policies;
- The conservation of wildlife and cultural heritage are important considerations;
- Planning policies should also support suitably located and designed development necessary to facilitate the economic and social well-being of these areas including the provision of adequate housing to meet identified local need; and
- Major development should not take place in these designated areas, except in exceptional circumstances.

2.25 A key role for the LDF will be to provide for change and development in a way that meets the needs of the area while respecting the special qualities for which the Broads is known.

The Broads Plan

2.26 Under the terms of the 1988 Broads Act, the Authority is required to prepare and publish a strategic management plan for the Broads, known as the Broads Plan, and review it at least every five years. The Broads Plan sets out a vision and long-term 20 year aims for the future of the Broads, and short-term priority objectives to address during the five-year period of a supporting Action Plan. It also identifies a series of Guiding Principles to direct the decisions of the Authority and actions of others in implementing the Plan

2.27 The current Broads Plan was adopted in February 2004.

2.28 In setting out a vision, aims and objectives, the Broads Plan is guided by the statutory purposes of the Broads Authority. The Plan is prepared with the involvement and participation of everyone with a stake or interest in the future of the Broads through an extensive process of public consultation, debate and consensus building.

2.29 While the Broads Plan is a management plan rather than a land-use plan, many of the aims and objectives have a land-use dimension. Furthermore, under the Planning and Compulsory Purchase Act 2004, the LDF is to be a spatial plan with a remit wider than simply land-use, which enables many of the economic, social and environmental objectives to be included.

2.30 The Broads Plan and the LDF are, therefore, complementary documents that together will oversee and guide the future development and management of the Broads.

2.31 The issues that arose during the preparation of the Broads Plan 2004 have been taken as a starting point for the preparation of the Core Strategy. These issues were summarised, and consultees were asked whether these were still the main issues to be addressed in the LDF and what subsequent changes should be included or taken into account.

Other spatial plans and policies covering the Broads

2.32 A wide range of plans and policies impact upon the Broads area and need to be taken into account in the preparation of the LDF. A number of these plans and policies are outlined below.

Community Strategies

- 2.33 Under the Local Government Act 2000 all local authorities are required to set up a Local Strategic Partnership (LSP) made up of partners from the public, voluntary, business and community sectors, in order to produce a Community Strategy. The Community Strategy sets out a vision for the area, and aims to improve local services through better co-ordination between the organisations that provide them, as well as setting local priorities for the delivery of those services.
- 2.34 The Government's Green Paper 'Planning: Delivering a fundamental change' (December 2001) summarised the purpose of the Community Strategy² as being:
- “ (to) promote the economic, social and environmental well-being of their areas and contribute to the achievement of sustainable development.”
- 2.35 Planning Policy Statement 12 (PPS12) states that the LDF should be a key component in the delivery of the Community Strategy, setting out its spatial aspects where appropriate and providing a long-term spatial vision. LDDs should express those elements of the Community Strategy that relate to development and use of land.
- 2.36 As a Special Statutory Authority established under the Norfolk and Suffolk Broads Act 1988, the Broads Authority does not prepare a Community Strategy of its own. It does, however, have a duty to take into account the objectives of the Community Strategies prepared by the adjacent local authorities within the boundaries of the Broads Authority Executive Area. These include the strategies prepared by the County authorities of Norfolk and Suffolk and the District authorities of Broadland, Great Yarmouth, North Norfolk, Norwich, South Norfolk and Waveney. Therefore, a key part of the evidence base is the analysis of the Community Strategies produced by adjoining local authorities and the implications for the development and use of land in the Broads. This analysis took place at the earliest stage in the development of the issues for the Core Strategy and also fed into the sustainability appraisal process.

Local Transport Plans

- 2.37 All Highway Authorities have, through the Transport Act 2000, a statutory requirement to produce and keep under review a Local Transport Plan (LTP). Each LTP covers a 5-year period and progress is reported to Government each year through the Annual Progress Report. The LTP has a long-term transport strategy and a 5-year implementation programme. As well as describing the transport strategy, it acts as a performance management tool through a set of targets and performance indicators that measure the extent to which the strategy is working and delivering real improvements for people on the ground.
- 2.38 Local Transport Plans are prepared by Norfolk and Suffolk County Councils for their respective areas. The first LTPs, submitted to Government in July 2000, cover the financial years from April 2001 to March 2006. The second LTPs cover the years April 2006 to March 2011.
- 2.39 The specific policies for the Broads in Norfolk are developed through the Broads Area Transportation Strategy (BATS), which forms part of the LTP. This is prepared by Norfolk County Council (as Highway Authority) with the Broads Authority and the local District and Borough Councils in whose areas the Broads lies. It is consistent with the

² Government has since recommended reshaping community strategies into Sustainable Community Strategies (Local Government White Paper 2006).

strategy being prepared by Suffolk County Council for their area of the Broads. These policies have informed the access policies of the Core Strategy.

Water Framework Directive 2000

2.40 The EU Water Framework Directive establishes a framework for the protection of inland, coastal and ground waters by progressively:

- Preventing further deterioration of the aquatic ecosystems, and terrestrial and wetland systems dependent on them;
- Promoting sustainable water use;
- Reducing discharges and emissions of hazardous or potentially hazardous substances; and
- Reducing pollution of groundwater.

2.41 The Directive was transformed into European law through the Water Framework Directive (Implementation) (England and Wales) Regulations 2003. River basin management plans have to be published by December 2009 and water bodies must achieve good status by December 2015. Thereafter, plans must be reviewed every six years.

Countryside and Rights of Way (CROW) Act 2000

2.42 The CROW Act extends the public's ability to enjoy the countryside (and soon possibly the coastline) while providing safeguards for landowners and occupiers. It creates new statutory rights of access to open country and registered common land, gives greater protection to Sites of Special Scientific Interest (SSSIs), provides better management arrangements for Areas of Outstanding Natural Beauty (AONBs), and strengthens wildlife enforcement legislation.

2.43 The Act requires local authorities and National Park Authorities to set up Local Access Forums to advise on improvements on access for purposes of open air recreation and enjoyment. Improvements must take into account the needs of disabled people.

2.44 The Act also requires public bodies, such as the Authority, to further the conservation and enhancement of features of interest in SSSIs.

2.45 Particularly important to the Broads is Section 98 of the Act, which places a special duty on relevant authorities (i.e. any public body or person holding public office) to have regard to the three statutory purposes of conservation, public enjoyment and navigation for which the Authority is responsible.

2.46 The Local Access Forum has been involved in the development of policy for the Core Strategy.

The Habitats Directive and Regulations

2.47 Under the EU Habitats Directive, there are requirements for the appropriate assessment of the impacts of land-use policies on habitats, so that such policies clearly reflect the potential for impacts on habitats in their wording. The Authority was advised prior to submission of the Core Strategy that the Government had only recently embodied this Directive into UK law and the revisions to the England habitat regulations were only in draft form. As a result of these requirements, the Core Strategy specifically addresses the objectives of National and European nature conservation designations in policy CS2.

2.48 In late August 2006 the consultation on 'Planning for the Protection of European Sites: Appropriate Assessment' was published by the DCLG. This is a guide for planning policy documents, including Local Development Frameworks, on how to comply with the European Habitats Directive. This changed the emphasis, and the Authority needed to address this emerging guidance through 'appropriate assessment' of those Core Strategy policies that did not cover conservation management aspects. The Appropriate Assessment report accompanied the submission of the Core Strategy. Following a representation from Natural England and subsequent correspondence, the Authority amended the Appropriate Assessment slightly and a new revised version was published on the Authority's website.

3. Spatial Portrait

The Norfolk and Suffolk Broads

Location

3.1 The Norfolk and Suffolk Broads covers 303 km² and has nearly 6,000 residents. It is a rural area and overlaps with six other local authority boundaries. There are no major settlements included within the Broads boundary, only parts of villages and the fringes of Norwich, Great Yarmouth, Lowestoft and market towns. The boundary is in fact tightly drawn around the flood plains and lower reaches of three main rivers – the Bure, Yare and Waveney.

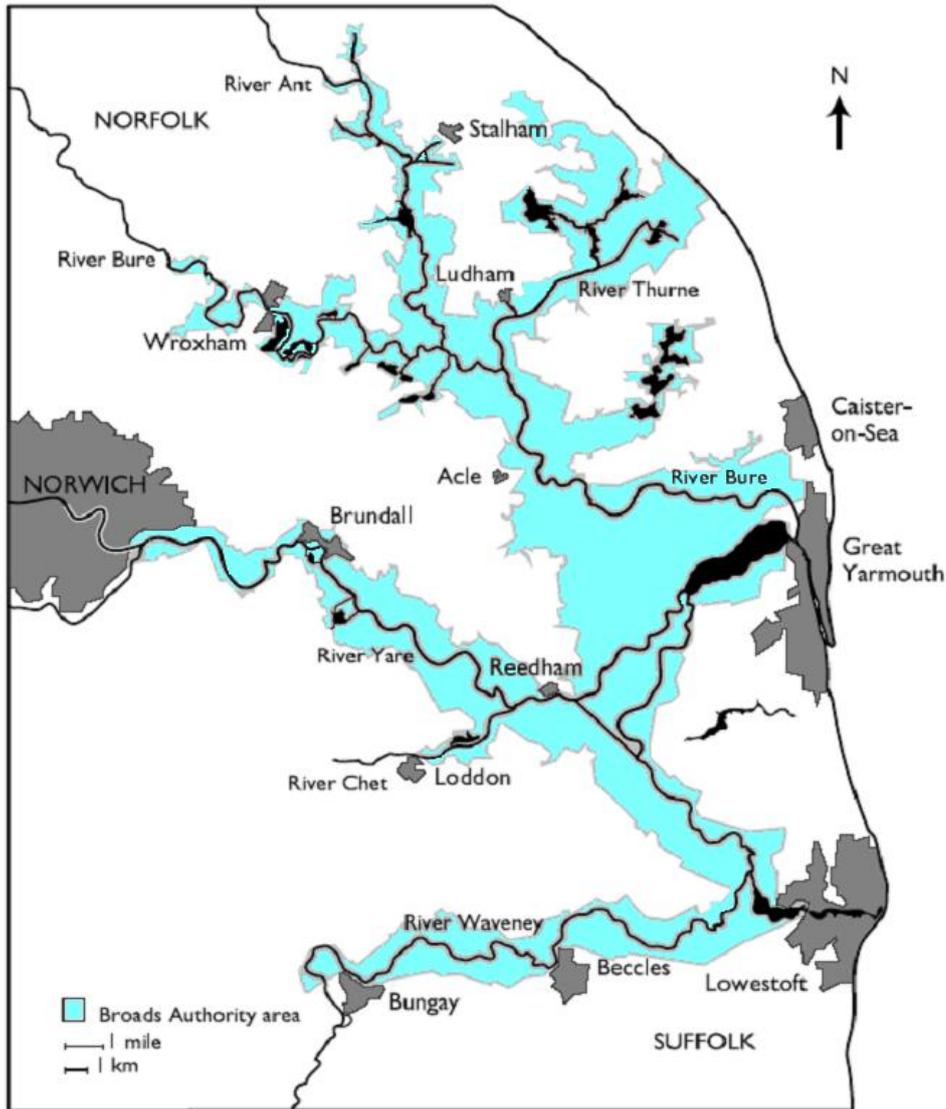


Figure 2 - Broads Authority Executive Boundary

3.2 The Core Strategy cannot, on its own, resolve the issues facing the spatial planning of the Broads. It is also worth considering that, as well as the settlements within the Broads executive area, those partly within or adjacent to the area will, due to the nature of the area and its National Park status, be affected and influenced by development outside or on the edge of the area. The Broads landscape and its component parts are not just impacted by development within the Broads area – development in adjoining Districts can potentially have a significant effect, such as

housing provision and the potential for impacts on water quality. This is compounded by the tightness with which the boundaries are drawn. Areas beyond the Broads Local Planning Authority boundary are outside the control of the suite of documents that will make up the Broads LDF.

- 3.3 The Authority and other stakeholders can seek to influence adjacent Councils to ensure that policies are in place covering development that would have a significant impact on the Broads; however, the inclusion of such policies in their LDFs, and subsequent interpretation, is a matter for the Districts. The Authority appreciates that adjoining Districts need to ensure that adequate provision for housing needs and employment are made in their LDFs, which may indeed have a positive effect on communities in the Broads. Inclusion of this statement in the Broads Core Strategy alerts and seeks to influence adjacent authorities to consider designating a zone of influence and appropriate policies. The Authority can also set out its own intentions with regard to such an area.³
- 3.4 Other relevant authorities have a statutory duty to have regard to the purposes of the Broads when making decisions or carrying out their activities relating to or affecting land within the Broads, and their policies should be consistent with this.

Land Use and Conservation

- 3.5 The Broads is considered to be the UK's premier wetland and is part of a global network of protected landscapes. It has a mostly undeveloped landscape of water, fens, marshes and woodland. The only coastal strip (2.7km long at Winterton) is also part of the North Norfolk Coast AONB. This extensive inland waterway system, comprising 190km of navigable rivers and lakes, or broads, is not only ecologically important but a major attraction for recreational users. As well as having equivalent status to a National Park, the Broads has 28 Sites of Special Scientific Interest (SSSIs) and eight National Nature Reserves, and much of this area has been classified into 18 Special Areas of Conservation. Appendix 5 (maps 1 and 2) set out the networks of nature conservation sites. The Broads Environmentally Sensitive Area has supported the maintenance and management of grazing fens since 1987. There are 17km of public bridleways across the area.
- 3.6 The Broads has 12 Scheduled Ancient Monuments, 20 Conservation Areas⁴, 250 listed buildings and over 1000 records on the Sites and Monuments Register. Appendix 5 (map 3) shows the Conservation Areas. The landscape reflects historic patterns of human activity over hundreds of years, and contains landscape features particular to the area, including drainage mills, waterside chalets and villages with houses of brick and thatch. This unique environment has a high economic value, attracting business and tourism to the area.
- 3.7 Remembering that today's visitors come to the Broads as they always have done for tranquil enjoyment, there need to be areas where there is no development, and this is something that should be maintained. These are areas with very little or no communication links or development, that provide the spaces that people come to the Broads to enjoy.

³ The Government Office for the East of England advises that such a designation should be pursued through the RSS. There is a sub area policy for the Broads in the draft RSS, however the report of the Panel that considered the draft RSS for the East of England recommended its deletion.

⁴ Figure for Conservation Areas includes Halvergate & Tunstall (designated August 2007) and counts one Conservation Area for Norwich – in February 2007, this was reappraised as three separate areas.

- 3.8 Previous work done by the Broads Authority suggests that some areas have potential as semi-natural wilderness areas. These are areas where the size is significant, so much so that they are detached and remote from settlements; they also could be said to have significant naturalness.
- 3.9 One of the strategic policies of the Core Strategy is to protect the quiet enjoyment of the Broads; indeed, one of the policies set out in the 'Respecting the Environment and Cultural Assets' section of the Core Strategy (policy CS1), seeks to protect and enhance tranquillity and wildness.

Settlements

- 3.10 There are 2,553 households in the Broads' executive area plus 466 classed as holiday homes or second residences⁵. Despite increasing development pressures, over 80% of new housing is built on brownfield sites. Settlements in the Broads are often dominated by the importance of waterways, with their associated trades and activities. Villages are centred around the staithe with building designs reflecting their special functions, whether connected with riverside trade or management of the land.
- 3.11 As Norfolk and Suffolk are in need of affordable housing in rural areas, the relevant County Councils are talking to District Councils to identify suitable land in villages. Norfolk County Council is also boosting its contribution to affordable housing by earmarking more of its Council Tax income from second homes. The high cost of housing could impact upon the economy of the Broads as it affects those working in traditional trades such as agriculture and boat manufacture. Reed and sedge cutters have also identified that proximity to their reed and sedge beds is important.

Habitats

- 3.12 The Broads contains a mosaic of habitats that gives the area a high conservation value. The wetlands are essentially a freshwater system, becoming more brackish towards the coast. As well as rivers, estuaries and broads, there are fens, carr woodland and grazing marshes. The 28 SSSIs cover about a quarter of the Broads, and one-third of these sites are also designated as National Nature Reserves.
- 3.13 Undrained peatland covers 17% of the land – 1629ha is fen and 3000ha is woodland. These areas contain the largest expanse of species-rich fen in lowland Britain as well as the most extensive tract of wet woodland within the region. Grazing marshes account for 13,500 ha (45%). These habitats support a wealth of species and require active management to maintain.
- 3.14 The Broads is threatened by water resource problems: low river flows and depleted groundwater and the threat of increased salt water incursion and tidal saltwater flooding. The main threat to water quality comes from diffuse pollution, often arising from outside the Broads boundary, e.g. farm and road run-off.

Transport

- 3.15 There are 18 community transport schemes based in and around Broads' villages. Commuters living in the Broads use bus services less than in the rest of Norfolk and the proportion of residents owning cars increases accordingly. There is an average of 3% yearly growth in traffic in the Broads area.

⁵ Source: 2001 Census

- 3.16 A new northern distributor road may be built in the near future, which would extend from the existing A47 and bypass Norwich. It is subject to a number of issues, including funding, and a decision on regional priority. This may affect traffic flows between Norwich and Great Yarmouth, which lie to the west and east of the Broads. The A47 is the only A road and provides good east-west links. However there are few north-south routes as the rivers form natural barriers to travel in this direction.
- 3.17 There are three railway lines crossing the Broads and these serve many of the smaller settlements between Norwich, Great Yarmouth and Lowestoft. The Bittern Line goes north from Norwich via Wroxham, while the Wherry Line service travels from Norwich to Great Yarmouth and Lowestoft. There is also a route from Lowestoft to Ipswich.
- 3.18 Norwich International Airport is within a few miles of the western edge of the Broads, and offers an increasing number of commercial and low cost flights. Stanstead Airport is the other main airport for the region, and is less than two hours away by train or road.

Crime

- 3.19 Norfolk Constabulary has seen substantial drops in target crime across the county in the key areas of robbery, burglary and vehicle crime. Nationally, however, violence against the person has risen by 16% and sexual offences have risen by 18% and these negative trends are seen too in Norfolk.

Economy

- 3.20 The economic characteristics of the Broads reflect its singular navigable wetland environment, in that it is driven by tourism. The hire boat industry is the single most important provider of holidays, accounting for 4.4 million nights. Tourism also benefits the shops, restaurants, hotels and attractions in the area, with an overall value to the Broads of £146.6 million. The leisure marine industry includes boat building and equipment manufacturers as well as the inland hire and charter companies. Agriculture has also been a significant part of the economy, but is having to diversify and change its practices to survive. Other local skills, such as thatching and mill wrighting, remain a small but important part of life in the Broads. It is the last place in the UK where reed is cut commercially. There is considerable pressure in certain areas on the use of water space for navigation, recreation and nature conservation purposes; however, as recognised by the Authority's Tourism & Recreation Strategy, tourism is heavily reliant on the natural environment. Angling is also a key pursuit in the Broads, contributing significantly to the Broads economy, but it brings its own pressures for access to banks and improved slipways.

Population (Census data and indicators)

- 3.21 The Broads area within Norfolk has similar social characteristics to the county as a whole. There are comparable employment levels, with the same percentage of workers in agriculture. The same proportion of people in both areas class their health as "good" and there is an identical average of 2.3 people per household. Norfolk, Suffolk and the Broads all have 97% white British residents.
- 3.22 There is a slightly older population in the Broads than in the surrounding area and a higher percentage of residents providing unpaid care. Using health indicators, the Broads is not considered a deprived area. In terms of severity of multiple deprivation, Broadland District Council is among the 10% least deprived of all non-metropolitan Districts in England, with South Norfolk only just outside this category. In contrast, however, Great Yarmouth heads the table of deprivation.

4. Issues, Spatial Strategy and Strategic Objectives

- 4.1 The issues to be addressed by the Local Development Framework have been drawn up taking into account the statutory purposes of the Broads, the Broads Plan and Community Strategies, the wider policy context and, not least, the views of key stakeholders, partner organisations and the many other interested parties and individuals who care about the future of the Broads.
- 4.2 Initially, issues that could be addressed through spatial planning were identified from the Broads Plan 2004. People were then consulted on these issues in the context of the preparation of the LDF, and on any additional issues and/or priorities that should be covered in the LDF. Further research and policy analysis, together with consultation responses, informed the drafting of the Core Strategy Issues and Options Report that set out the key issues and the options for addressing them.
- 4.3 In this way, the issues were clarified and refined from general subjects in the Broads Plan to more specific spatial issues that could be better defined and monitored. The Core Strategy policies seek to address these issues at a strategic level; more detailed policies will be developed later in separate LDF documents. The relationship between the issues and the policies is illustrated in an Implementation and Monitoring Framework (Appendix 3). The chart below shows how policies were derived from issues.

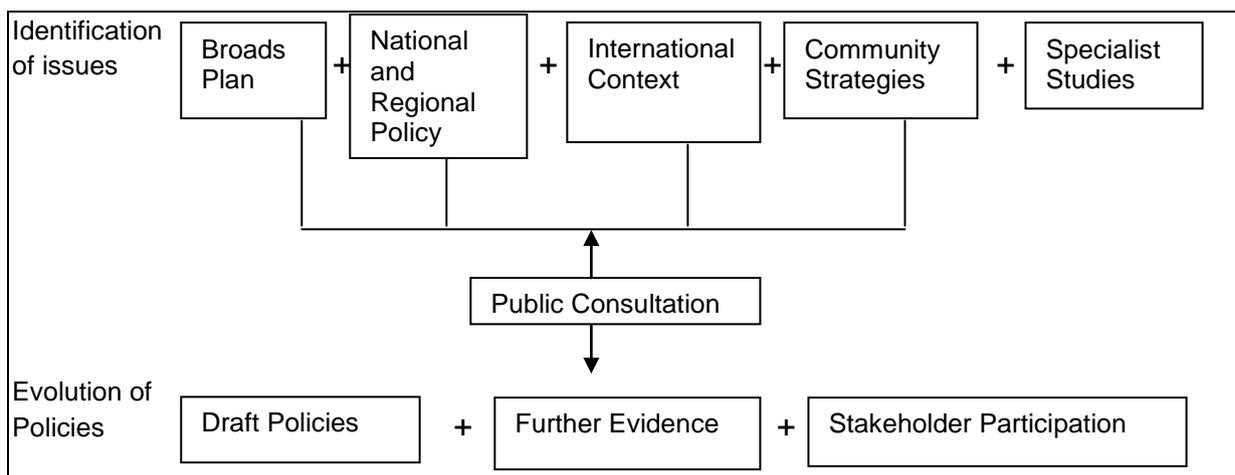


Figure 3 – Development of Issues to Policies

- 4.4 The general themed headings used in the earlier consultation documents have been replaced by the Core Strategy chapter headings of:-
- Respecting the Environment and Cultural Assets
 - The Use and Enjoyment of Water and Land
 - Fostering Communities

This re-ordering, suggested by a partner organisation, closely reflects the Authority's statutory duties as a member of the National Park family, as a Navigation Authority and, of course, as a Local Planning Authority.

- 4.5 A list of key indicators is published at Appendix 3 (Monitoring and Implementation).

Issues to be Addressed

- 4.6 Taking into account the range of identified issues that needed to be addressed, the Core Strategy policies were drawn up around an 'issues summary', as set out below.

Landscape

- Maintenance of tranquillity
- Protection of large scale landscape character
- Preserving local distinctiveness and character
- Protecting the landscape whilst allowing essential development
- Recognition of the varied landscape characteristics across the Broads' area and their differing capacity to absorb change

Natural resources

- Protection of the natural resource
- Balancing development with the conservation of the natural resource
- Implementation of enhancement

Management of the flood plain

- Addressing and planning for the impacts of sea level rise and climate change
- Flood defence and the impacts of and opportunities under the Broadland Flood Alleviation Project (BFAP) and subsequent investment in flood management
- The appropriate level and type of development within the flood plain in high-risk areas
- Reduction of greenhouse gas emissions

Historic and cultural landscape

- Protection of the historic and cultural environments
- Balancing development with the conservation of the historic and cultural environments
- Implementation of enhancement of the historic and cultural environments
- Promotion of development that is compatible with sustainability objectives and which would secure the future of historic buildings and maintain or enhance the historic and cultural environments

Development, the economy and sustainable communities

- The regeneration of the local economy in general and the boat building and hire industry in particular
- Addressing social inclusion and access
- Supporting economic regeneration and sustainability
- Provision of community facilities and services

Housing

- The provision of housing for local need
- The provision of housing to accommodate visitors
- The provision of housing to accommodate workers within the rural areas
- The provision of affordable housing

Tourism and recreation

- Diversification and extension of the tourism base in the Broads
- Promotion of tourism development whilst protecting the Broads landscape and environment
- Making the existing tourism product more sustainable in environmental and economic terms
- Promotion of development which is compatible with sustainability objectives to support the boating industry

Access and transport

- Protection and use of the navigation
- Provision of transport infrastructure and Integration of modes of transport
- Maintaining public rights of way
- Promoting alternative access to the Broads – e.g. cycle ways and footpaths
- Consideration of the needs of visitors, residents and businesses
- Seasonal congestion at visitor hotspots
- Isolation and relative inaccessibility

- 4.7 Appendix 3 sets out the implementation and monitoring framework for the Core Strategy. The matrix, which links the issues, strategic objectives, policies and relevant performance indicators, is intended as a reference tool to show the evolution of the Core Strategy.

Vision and Spatial Strategy

- 4.8 The vision for the Broads as set out in the Broads Plan (2004) is the starting point for all policies, strategies and initiatives undertaken by the Authority and its partners. It states:

“The Broads ...

An unrivalled naturally functioning wetland ecosystem of international natural and cultural importance, with a landscape that: comprises a mosaic of interconnecting rivers and shallow lakes, fens, marshes, wet woodland, mud-flats and coastal dunes; supports a wealth of plants and animals; and reflects historic patterns of human activity over many hundreds of years.

A place where people live or work in harmony with its natural and cultural qualities and where the local economy is sustained through small and medium-sized enterprises: building and hiring boats; providing services and accommodation, and producing food and other products locally to meet the needs of visitors; harvesting the fens; and farming livestock on the marshes.

A place where people come to enjoy quietly the special qualities of this wetland landscape: exploring the waterways by boat; exploring on land the extensive network of footpaths, cycle routes and bridleways; and pursuing a range of recreational activities that are compatible with its special qualities, environmentally sensitive and socially acceptable, such as sailing, canoeing, fishing, bird-watching and visiting historic sites.

A changing place that, in response to increasing climate and human influences, reflects an increasingly harmonious interaction of people with nature, where local communities enjoy economic prosperity through engagement with the natural environment.

A place where opportunities are sought to enhance and expand the wetland ecosystem, while also seeking to provide wider associated social and cultural benefits, such as flood management and quiet areas for peaceful recreation.

And, importantly, a place treasured for its seclusion and wildness and which provides, in the words of the late Norfolk naturalist Ted Ellis, ‘a breathing space for the cure of souls’.”

Spatial Strategy – where will the Broads be in 2021?

- 4.9 This section translates the Broads Plan vision into the ‘spatial vision’ for the Broads which forms the basis for the Core Strategy policies.
- 4.10 *The Broads will continue to be a key national and international asset for the East of England and has a key role in the protected landscape of the region. There are close relationships with the adjoining Local Planning Authorities over the boundary of the Broads executive area. Therefore the landscape character and setting of the Broads have been protected. In line with this is the approach of an area of general restraint. Development will only have been permitted to meet social and economic needs for the purposes of the Broads Authority, set out in legislation.*
- 4.11 *The Broads will continue to contain areas of true tranquillity and wildness that many come to visit it for. However, this will not have been at the expense of those who come to use the Broads for more active recreational pursuits, such as boating, sailing and other water sports. Indeed the important navigation resource will have been protected and, where possible, enhanced.*
- 4.12 *The Broads will become a naturally functioning floodplain of extensive and connected habitats, accommodating the longer-term impacts of climate change, social and economic influences over the next 100 years.*
- 4.13 *The cultural heritage will be protected and enhanced, keeping alive lifelong skills in the process. Reed and sedge will continue to be harvested and grown commercially, and be re-established as a key employer in the Broads. By working with adjoining planning authorities, the problem of a lack of affordable housing for practitioners in local crafts will have been rectified in or adjoining the Broads’ area.*
- 4.14 *The Broads, an area for renowned sustainable tourism, will have a network of facilities around the waterways system complementing the range of moorings in urban and rural areas. Indeed, the tourist economy will be buoyant and thriving. The key gateway towns and city of Norwich, Great Yarmouth and Lowestoft will have been clearly established as such and their links to the Broads promoted, including emphasis of access by sustainable means. This enables visitors and residents to experience both the Broads and the attractions of established urban areas.*
- 4.15 *The Broads will be an area thriving with wildlife, and conservation sites will all be in good condition. The water quality will remain good, with any new development contributing to maintaining this. Water quantity will have been managed effectively in times of flood, and where possible protection measures will have added to the biodiversity and ecology of the Broads. Waste will have been managed effectively so there is no detriment to the environment.*
- 4.16 This is the vision that the Broads Authority and its partners are working towards and aim to have achieved by 2021.

Key Diagram

- 4.17 The Key Diagram is a diagrammatic interpretation of the spatial strategy as set out in the Core Strategy. For the Preferred Options draft of the Core Strategy, reference was made to the set of maps prepared for the Broads Plan 2004, which included the overlays that can be used to illustrate the broad strategy for the area. For the submission version of the Core Strategy, by referring to the maps in the Broads Plan a key diagram was produced showing the waterway network and adjoining settlements as well as facilities, services and activities available to Broads’ users. The Key

Diagram also shows broad areas of protection/little anticipated change, such as the Broads executive area, the catchment/overlap with North Norfolk Coast AONB, and Conservation Areas. The final Key Diagram (Appendix 5) clarifies the links between features and Core Strategy policies. In order to add a context to the Key Diagram, several relevant maps from the Broads Plan have been updated and reproduced in Appendix 5 as follows:

Map 1: Sites of Special Scientific Interest and National Nature Reserves

Map 2: Sites of Special Scientific Interest that are also of European importance

Map 3: Conservation Areas

Map 4: Flood Risk Map

- 4.18 The difference between communities described on the Key Diagram is not intended to represent a formal settlement hierarchy for planning purposes. It is merely intended as description in relation to the visitor facilities found at these locations.

Strategic Objectives

- 4.19 The spatial policies of the Local Development Framework will deliver the vision for the Broads by:

- Maintaining the Norfolk and Suffolk Broads and, where appropriate, enhancing the Broads as a unique wildlife, leisure and educational resource within a special landscape with its own sense of place.
- A planning policy framework for economically, socially and environmentally sensitive development, which will underpin a thriving community. The framework will support innovation and diversification and promote sustainable infrastructures, which will include the maintenance and enhancement of the navigation, for promoting enjoyment of the Broads.
- Only allowing development on the floodplain that has regard to the social and economic well being of the area, the character of the landscape, natural resources, and risks from flooding, and respects the natural functioning of the flood plain.

- 4.20 Throughout earlier drafts of the Core Strategy, a range of key issues emerged that led into a set of guiding Strategic Objectives. These objectives form the basis for the Core Strategy policies and the format of the document itself. The implementation and monitoring framework in Appendix 3 sets out the links between the issues, vision, Strategic Objectives and policies.

- 4.21 As stated earlier, the Strategic Objectives and the Core Strategy policies and descriptive text are grouped together under three themes:

- Respecting the Environment and Cultural Assets
- The Use and Enjoyment of Water and Land, and
- Fostering Communities

- 4.22 For ease of reference, the Strategic Objectives have been numbered SO1-SO12. They are set out in Table 1 below.

Table 1: Strategic Objectives

Respecting the Environment and Cultural Assets Core Strategy policies CS1 – CS8 inclusive	
SO1	To protect, maintain, restore and enhance the Broads' unique physical, natural and culturally distinctive landscape from intensive or inappropriate land use and development, while also allowing for its continuing evolution within levels that can be sustained by the environment, appropriate to a nationally and internationally protected area.
SO2	To raise the quality of the management of the waterways, open countryside and the built environment and ensure appropriate development in terms of its impacts, location, scale, design and form.
SO3	To protect the natural resources of the Broads from development or activities which would be detrimental to its value or integrity, to promote enhancement and restoration of fragmented and degraded habitats, to increase biodiversity, to promote the development of replacement habitats to plan for climate change and increased sea levels, and to promote sustainable resource use and management.
SO4	To protect historic and cultural environments from development or activities which would be detrimental to character, appearance or integrity and to promote enhancement of them as necessary or appropriate, including through the promotion of repair and re-use where this would not detrimentally affect the character, appearance or integrity of a building, structure or feature, its context or setting.
SO5	To develop the Broads as a more naturally functioning flood plain of extensive and connected habitats, accommodating the longer-term impacts of climate change and social and economic influences over the next 100 years. To engage communities in the responsibility of securing the long-term future for the Broads by embracing sustainable ways of living. The quality of landscape, biodiversity, recreation and navigation will be enhanced.

The Use and Enjoyment of Water and Land Core Strategy policies CS9 – CS17 inclusive	
SO6	To support the tourism and recreation industries, which underpin the viability of the local economy and encourage enjoyment of the area, without impinging on the natural beauty, ecological value and local distinctiveness of the Broads.
SO7	To provide a safe, secure and accessible transport system that supports sustainable tourism, enhances the economic vitality and liveability of the Broads, which encourages a modal shift from the private car, towards public transport, cycling and walking and minimises the adverse impacts of transport and climate change on the Broads' unique environment.

Fostering Communities Core Strategy policies CS18 – CS25 inclusive	
SO8	To further the economic and social well being of communities within the Broads by promoting sustainable forms of economic and community development which support the conservation, enhancement and enjoyment of the natural beauty, wildlife, cultural heritage and, in particular, the waterways of the area.

SO9	To achieve social and economic regeneration through the protection, maintenance and development of the local economy, support for opportunities for investment in innovation and diversification, and promotion of high quality, accessible and sustainable development to meet future needs, taking into account risk increases due to climate change and coastal submergence and appropriate types and levels of development within the flood plain.
SO10	To ensure that housing is provided within the wider Broads' area to support and sustain local communities and economies and to contribute to the provision of affordable housing for acknowledged local need. Any housing development located within or adjacent to the Broads will be at a level and of a scale and design which will protect and enhance the character and appearance of the Broads, without detriment to natural resources.
SO11	To support social and economic well being, protect existing development and the character of the landscape, and mitigate risks from flooding through the promotion of appropriate development in high-risk zones.
SO12	To ensure development will not impede materially the flow or storage of floodwater, increase the risk of flooding elsewhere or increase the number of people or properties at risk of flooding.

5. Core Strategy Policies

- 5.1 The 12 Strategic Objectives set out earlier formed the basis for the Core Strategy policies, which have been grouped around broad section headings as follows.
- Respecting the Environment and Cultural Assets
 - The Use and Enjoyment of Water and Land, and
 - Fostering Communities
- 5.2 Policies CS1 and CS2 are relevant to all development proposals and therefore relate to all the Strategic Objectives. The performance of the policies against the Strategic Objectives forms the basis for monitoring their effectiveness.
- 5.3 It is important to note that the Core Strategy comprises policies of principle; greater detail will be set out in the forthcoming Development Control Policies Development Plan Document (DPD) and, where necessary, in Supplementary Planning Documents, produced in accordance with the Local Development Scheme (LDS).
- 5.4 The policies in the Core Strategy will be considered holistically and applied where relevant. Planning decisions will be taken on balance and are dependent on relevant material considerations. Where there is a proposal which shows a conflict in policy, it will be judged on the extent to which the proposal contributes to the overall vision, has no adverse impact on the resource and, where there is a conflict, whether it can be resolved through mitigation/planning agreements.

Respecting the Environment and Cultural Assets

The Broads as a Living Working Landscape

- 5.5 Protection of the unique Broads' landscape is accorded the highest priority under national and regional policy due to its status as equivalent to a national park. The strategic policies in the Core Strategy reinforce that protection at a local level, whilst allowing for enhancement where necessary and/or appropriate. The policies reflect the three statutory duties of the Authority and ensure that they are given equal weight.
- 5.6 The Broads is a landscape of level, open marshland, valleys drained by three principal rivers (Bure, Yare and Waveney) and surrounding uplands with Broads' villages. It is a living and working landscape, with a distinctive character that is unique and reflects the interaction of people with nature over time. It has been shaped by the way people have earned a living and its importance is recognised by its special nationally protected status.
- 5.7 The landscape of the Broads has been influenced by a combination of physical, ecological, cultural and historic factors. If the Broads is to remain a living landscape, it will continue to be influenced by people. Some changes may be welcome, others may not be. The purpose of the Core Strategy is to guide and influence such changes so that the landscape continues to be recognisable and distinctive in the future, which is not to imply that it will be the same.
- 5.8 People value the Broads' landscape for many different reasons, not all of them related to aesthetics and beauty. It provides habitats for wildlife and an historic record of how people have lived on the land and harnessed its resources. The landscape has a social and community value as an important part of people's daily lives. It can contribute to a sense of identity, well being, enjoyment and inspiration for residents, businesses and visitors. The landscape has a high economic value, attracting business and tourism to the area. Boating is a key part of the local landscape of the

Broads. However, enhancement and restoration is required to address past unsustainable levels of use that have damaged the environment.

Nature Conservation & Resource Conservation

- 5.9 One of the Authority's core responsibilities is to conserve and enhance the natural beauty of the Broads, which includes the natural resources.
- 5.10 The strategic spatial policies balance policies for protection with the need to promote the enjoyment of the Broads by the public and protect the interests of navigation, whilst having regard to the national importance of the Broads as an area of natural beauty and one which offers opportunities for open air recreation, the needs of agriculture and forestry, and the economic and social interests of those who live and work in the Broads.

Historic and Cultural Environments

- 5.11 The built and historic environments are an important part of the cultural landscape and reflect the activities of people living, working and recreating in the Broads over time. They contribute significantly to the natural beauty of the Broads and form part of the heritage, which is protected by the statutory purposes.

The Water Resource

- 5.12 The Broads is particularly exposed to the impacts of rising temperatures, sea levels and wind strengths, and changes in the distribution and frequency of precipitation. Such impacts are likely to include changes to habitats and infrastructures, and they will require sustainable approaches to management. Major threats include: flood plain flooding from tidal surges up river and/or a break in the natural sea defences at Happisburgh, or between Sea Palling and Winterton, which could inundate the Upper Thurne.
- 5.13 The impacts of flooding can be devastating both to local communities and to wildlife and biodiversity within the Broads, with the latter being particularly affected by saline intrusion into the freshwater system.
- 5.14 In the long term, opportunities for wetland creation in and around the Broads and, with it, new opportunities for biodiversity, tourism and public enjoyment, could be harnessed from the impacts of climate change. These opportunities will need to be considered in conjunction with the management of the adjacent shoreline. Meanwhile, implementation of the 20-year Broadland Flood Alleviation Project has begun. This is designed to address flooding from tidal surges, allowing for projected rises in sea level. The project is a vital mid-term holding operation, providing flexibility for modification of prescriptions during its life and time to improve knowledge about impacts of climate change in order to plan better for the longer term.
- 5.15 A cautious approach to new development in areas at risk of flooding needs to be applied, taking into account the particular circumstances of the Broads, which will continue to require a small amount of new development. Development needs result particularly from the Broads' role as a major regional and national asset for tourism and recreation and as an important area for agriculture. The legitimate development needs of the resident population also need to be considered. In addition, the Broads will continue to require a major programme of investment to restore the natural environment and to enhance and regenerate a built environment which, in some locations, is degraded. Some new development will be associated with this process

and with improvements to infrastructure, including flood defence engineering works. The Core Strategy seeks to set the framework for a sustainable future.

5.16 The policies in this section are structured under the following sub headings:

- Landscape protection and enhancement
- The Navigation
- Creation of new resources
- Historic and Cultural Environments
- Environmental protection
- Response to Climate Change

Landscape Protection and Enhancement

Policy

CS 1

Development and changes in land use / management must ensure that all aspects of the environmental and cultural assets of the Broads' distinctive landscape are protected, enhanced and restored.

Proposals should ensure opportunities for positive impacts on the following core assets have been addressed and adverse impacts avoided:

- (i) The defining and distinctive qualities of the varied landscape character areas formed by the built and natural environment;
- (ii) Tranquillity and wildness as part of the Broads experience;
- (iii) The value and integrity of nature conservation interest; and
- (iv) The character, appearance and integrity of the historic and cultural environment.

Opportunities to mitigate the visual impact of currently intrusive features should be sought.

Built and Natural Landscape

5.17 In accordance with the statutory purposes of the designation of the Broads as one of Britain's protected landscapes and with government policy for national parks, a position of general restraint and landscape protection is the baseline of the Core Strategy. This policy sets the context for identifying and protecting the key physical, cultural and perceptual resources that make up the protected landscape of the Broads.

5.18 While protection is recognised as important, the needs of a 'living landscape', which will involve permitting development necessary to support local communities and the economy, are recognised, subject to criteria which protect and enhance the essential qualities of the landscape, since it is that landscape which provides the basis of their livelihoods.

5.19 Despite its local distinctiveness, the landscape of the Broads is not homogenous. There is a marked difference, for example, between the enclosed, intimate character of some parts of the Upper Thurne and the wide open spaces of Halvergate Marshes. Therefore, while the need to protect the landscape is agreed as a priority and supported by national and regional and local policy and the Broads Plan, there may

be areas that are better able to accommodate change than others. The Authority has undertaken a Landscape Character Assessment. This work will help to inform the development of landscape policy by identifying which areas are more and less vulnerable to change. It will also provide detailed advice on landscape matters.

“Landscape character is defined as 'a distinct, recognisable and consistent pattern of elements in the landscape that makes one landscape different from another, rather than better or worse'. Essentially, Landscape character is that which makes an area unique.”

“It is essential to consider this sense of place when making decisions about how to change, manage or restore landscapes. Only by paying proper regard to the existing character of a place can informed and responsible decisions be made, and sustainable future landscapes planned for. Through understanding how places differ we can also ensure that future development is well situated, sensitive to its location, and contributes to environmental, social and economic objectives. Landscape Character Assessment is a tool which can help us achieve this goal.”

Extract from Countryside Character Network (www.ccnetwork.org.uk)

- 5.20 The Landscape Character Assessment (LCA) combines desk-based analysis and extensive field survey work, looking at a wide range of factors influencing the specific character of the Broads' landscape. The process identifies what makes one area different from another and identifies distinct local areas. The process also identifies the key characteristics that combine to give a particular area its unique sense of place.
- 5.21 There are locations where the landscape has been damaged. The aim will be to work with landowners and infrastructure providers to mitigate adverse impacts caused when the area was not a protected landscape. This policy seeks enhancement to the quality of built development, including, where possible, removing obtrusive and inappropriate development. One example is the removal of trees along the water's edge to open up wider views where appropriate and improve conditions for safety; another is the undergrounding of intrusive overhead power cables. The opportunity may arise to control the introduction of new features, and decrease existing threats to indigenous ecosystems. Detailed guidance will be developed which will establish an approach to strengthen positive landscape character which makes the Broads distinctive and to restore/mitigate elements of degraded landscape character.
- 5.22 The wetland environment and character of Broads' villages are likely to come under increasing development pressures. The extent to which new developments may be appropriate in maintaining and enhancing the landscape, social and economic character of Broads' villages and the waterside must be defined through the Local Development Framework. Appropriate types and levels of development within the flood plain, as flood risk increases due to climate change and coastal submergence, must also be considered. Criteria-based policies will be developed to guide appropriate development for the Development Control Policies Development Plan Document.
- 5.23 Local Development Framework policies will require development to be designed to enhance the locally distinctive character of landscapes and settlements.
- 5.24 Character assessment includes the identification of particular cultural features and environments within the landscape, which gives it its character. It provides strategic

guidance on the future management of the cultural and historic values of the landscape - understanding the past will help inform plans for the future.

Tranquillity and Wildness

- 5.25 The classification of the different landscape types within the Broads helps to differentiate between the various areas and ensure that policies offer a level of protection that is appropriate. The Broads should offer a range of experiences, including the more social and bustling boating environments found, for example, in Great Yarmouth and Wroxham and an experience of wildness where peace and tranquillity can be enjoyed, such as the Waveney Valley.
- 5.26 The Authority is seeking to maintain and promote a range of different 'experiences' across the Broads, and it is important that the tranquil and wild areas are protected from development that would adversely affect this special character. In some areas where there is a concentration of holiday or leisure development, tranquillity and wildness is not appropriate, and it is the bustling activity that gives the area its character.
- 5.27 Most people would agree that recreation in the Broads area should not produce excessive noise, and that while the protection of tranquillity would not lead to any ban on mechanically powered boats or those that are not electric or steam powered, stakeholders will be encouraged to continue to work on the reduction of noise levels. Water space could be zoned at different times or seasons to provide a range of experiences. Sailing and paddle sports could be allowed on water bodies not appropriate for other water users.
- 5.28 Light pollution is another aspect of tranquillity, and detailed policies will be brought forward to provide guidance on best practice and on criteria for areas where lighting will be controlled more strictly. Future development should seek to enhance development and facilities, and protect key characteristics such as tranquillity and dark night skies.

Nature Conservation

- 5.29 Protection of the landscape is closely linked to biodiversity conservation and provides opportunities for meeting Biodiversity Action Plan (BAP) targets and quiet recreation appropriate in the Broads. The environmental and ecological aspects of the Broads are key contributors to local distinctiveness.
- 5.30 Sites subject to national designations, namely SSSIs and NNRs, are accorded a high degree of protection under national legislation, with the objective being to conserve these resources. The strategic policies reiterate this level of protection.
- 5.31 Nature conservation, however, is not just about applying protection to individual sites, but taking a wider, more holistic approach to the environment and the linkages and synergies between systems. Recognition of the interconnectedness means that some level of protection must also be given to valuable non-designated sites, which support and contribute to environmental quality as a whole, and to avoid fragmentation. Whilst it is essential that development does not adversely affect the wildlife value, it also provides opportunities for enhancement and it is important these are embraced to increase the value of the resource over time. Even improvements contributed through the small-scale developments allowed in the Broads can support biodiversity targets. In all relevant development proposals, assessments of ecological impacts will be sought along with opportunities for enhancement, with particular attention paid to Biodiversity Action Plan (BAP) species & habitats.

Historic and Cultural Environment

- 5.32 The Broads has a rich cultural heritage; statutory protection is given to features in recognition of their national importance and type of feature, i.e. listed buildings, historic parks and gardens, Scheduled Ancient Monuments, and Conservation Areas. The historic and cultural environments are a definable resource and also have a strong and increasing role in promoting and supporting the tourism and heritage industries, which adds weight to the need for protection.
- 5.33 The strategic policies reiterate this level of protection for buildings and features covered by the statutory designations, but will recognise that it is not only these buildings and structures that contribute to the local character and distinctiveness. The strategy for the historic and cultural environment is to take a wider, more holistic approach which focuses on the combination of features and their context and settings, rather than relying solely on the preservation of the special value through the protection of individual buildings, structures or features.
- 5.34 Increasingly, there is an emphasis on the need for appropriate enhancement to complement protection and to increase the value of the historic and cultural assets over time. This will mitigate against damage that has been done in the past by inappropriate development or neglect, and strengthen the distinctiveness and diversity of the area as identified in the Landscape Character Assessment.
- 5.35 The requirement for and type of enhancement necessary and/or appropriate will vary across the area. The development of detailed guidance to identify what is required will be within a separate Supplementary Planning Document, which will be supported by the Cultural Heritage Strategy currently being prepared by the Authority.

Policy

CS2

In the interpretation and implementation of the Core Strategy policies, full regard will be taken of the objectives of European and national nature conservation designations, and adverse effects avoided.

- 5.36 The highest level of protection is given to features that are accorded statutory designation under European legislation. On such sites, no development that would harm those features for which the site is designated will be permitted, other than in the most exceptional circumstances where there is no alternative solution, where there are imperative reasons of over-riding public interest, and where appropriate compensatory measures are provided. Potentially damaging development might be better located outside the Broads' executive area. The Core Strategy policies overall aim to give adequate protection to nature conservation interests. This policy makes the protection given in European Directives to designated sites explicit, and will help the Authority in evaluating whether an Appropriate Assessment is required under the Strategic Environmental Assessment (SEA) and Habitats Directives.
- 5.37 Implementation of the landscape protection and enhancement policies will include:
- Landscape Character Assessment and Biodiversity Action Plans prepared by the Broads Authority will provide greater guidance on specific areas
 - Norfolk County Council is preparing an ecological network map
 - Development Control DPD policies, with criteria against which landscape impact can be assessed
 - Development of criteria for removal of eyesores

- Development Control policies which consider how to achieve tranquillity, especially from the water
- Map zones of tranquillity temporally and spatially, including along waterways – drawing on CPRE maps of noise and night skies
- Conservation Area appraisals and management plans

More detail on monitoring and implementation is provided in Appendix 3.

The Navigation

Policy

CS3

Navigable water space will be protected and enhanced through:

- (i) The design of flood alleviation/protection projects; and
- (ii) Avoiding development and changes in land management which are detrimental to its use.

- 5.38 The waterways as a whole are a core resource of the Broads. This policy recognises the need for the protection of the navigation, and policies covering its detailed management and use are covered in subsequent relevant sections.
- 5.39 Promotion of the recreational use of the Broads and the protection of navigation are two of the three statutory purposes of the Authority, and use of the water is one of the key attractions for Broads' visitors. This will be maintained and protected, and development that would have an adverse impact on the enjoyment of navigable water space will not be permitted.
- 5.40 Some broads have been lost over the centuries and opportunities may arise for the creation of new water space for recreational boating. These are important opportunities, but generally do not contribute to the network of navigable waterways that have legal rights of access.
- 5.41 Development proposals close to the navigation should be assessed against their impact on the use and enjoyment of the navigation. For example, avoiding a reduction in the wind required for sailing, and provision for lowering of masts.
- 5.42 Implementation of the navigation policy will include:
- Local Development Frameworks (LDFs) of District Councils upstream
 - LDFs of Norwich and Great Yarmouth where the navigation passes through their urban areas.
 - Broadland Flood Alleviation Project
 - Working with Environment Agency

More detail on monitoring and implementation is provided in Appendix 3.

Creation of New Resources

Policy

CS4 The Broads landscape is partly man-made and is constantly changing. There will continue to be opportunities to create new environmental and cultural assets on any scale of development and these will be sought where they:

- (i) Create new high quality land and water-based landscapes which reflect the essential Broads characteristics, offering biodiversity gains through habitat creation and opportunities to improve facilities for navigation and recreation;
- (ii) Improve the quality of the built environment;
- (iii) Involve, for all new developments, good quality design, the use of sustainable construction methods and the use of locally sourced materials;
- (iv) Incorporate crime reduction measures in line with “Secured by Design”;
- (v) Protect, maintain and enhance the nature conservation value of the Broads, paying attention to habitats and species;
- (vi) Contribute to ecological networks and create habitat corridors, especially linking fragmented habitats of high wildlife value; and
- (vii) Encourage and facilitate the development of alternative and more sustainable solutions to flood risk and alleviation, taking into account the likely changes as a consequence of climate change.

5.43 In a living landscape that is so intensely controlled and managed, the Authority must have an approach to evaluate landscape change. In addition, whilst the Broads landscape as a whole is protected for its natural beauty and national significance, there are areas that have suffered from inappropriate development or neglect and where landscape changes would be beneficial.

5.44 Landscape creation should offer biodiversity gains through habitat creation and opportunities to improve facilities for navigation and recreation. There are therefore gains in terms of socio-economic values as well as in terms of contributing to the achievement of national biodiversity targets. It should be recognised, however, that there will be differing views on the appropriateness of change.

5.45 Agricultural change may offer major opportunities to enhance the existing landscape or create new landscapes. Environmental Stewardship is one of the new schemes available to farmers and landowners under changes to the way in which agricultural support is delivered. Its primary objectives are to conserve wildlife (biodiversity), maintain and enhance landscape quality and character, protect the historic environment and natural resources, and promote public access and understanding of the countryside. Its secondary objectives cover genetic conservation (maintenance of local genetic diversity and distinctiveness and the use of local genetic provenance) and flood management.

- 5.46 Being situated within the river valleys and flood plains, the Broads area will contain sand and gravel which is commercially valuable. As an area accorded the highest level of designation and protection nationally, however, mineral extraction will not be appropriate in the Broads other than in exceptional circumstances. Such circumstances are where such development could be shown to be in the public interest, particularly with regard to any overriding national need where it forms part of a wider scheme to create landscapes which protect or significantly enhance local landscape character, and where it contributes to the Broads' statutory purposes.
- 5.47 The built environment is an important part of the cultural landscape; it reflects the activities of people living and working in the Broads. The importance of the waterways, with their associated trades and activities, is dominant. Many villages are centred round the staithe, with prominent buildings constructed from materials carried by water. The design of these buildings reflects their special functions, whether connected with riverside trade or management of the land. Boat sheds, drainage mills, riverside chalets and cottages are all typical of the Broads. Their simple construction, often from lightweight materials, is suitable for the marshy ground conditions. The result is a scale and type of building which blends with the natural surroundings in a way that some new developments do not. In addition, local skills are kept alive and provide livelihoods for local people.
- 5.48 Good design is crucial in protected landscapes such as the Broads. Development needs to take into account the characteristics of the site, as well as the distinctiveness of the wider Broads' setting. Good design is all the harder to define in the Broads because of the varied nature of the local architecture. As the local planning authority, the Authority can influence design and the use of materials so that buildings blend into the landscape. But it is not about looking back; the Authority also wants to explore the future in innovative ways that are compatible with the local heritage and culture as well as potentially stimulating the local economy.
- 5.49 Innovative solutions are also required to minimise the impacts of climate change and the particular challenges and opportunities that this will present in terms of development and of the delivery of sustainable design solutions. There is significant potential for the development of sustainable design solutions specific to the Broads and this could also potentially become a key economic strength.
- 5.50 Improving the biodiversity value of areas has environmental advantages as well as recreational benefits for residents, visitors and investors. Appropriate enhancement and restoration is needed to complement protection and this is reflected in emerging regional policy. It reflects sustainability principles and is partly a response to previous patterns of environmental degradation and habitat loss and is informed by increasing knowledge of the functioning of ecosystems.
- 5.51 The identification, promotion and creation of ecological networks will help to re-establish vulnerable species and habitats to more viable population levels and enable them to adapt better to change in the medium- and longer-terms. It will also strengthen the distinctiveness and diversity of the area. Habitat corridors are vital for the migration and dispersal of species and help to maintain and enhance biodiversity. In the light of current and future climate change, the role of habitat corridors is likely to become more valuable as species adjust their ranges to accommodate for changing climatic conditions.
- 5.52 The ecological impacts of a proposed development will need to be assessed. Opportunities for ecological enhancements in all developments will be considered, in particular, those contributing to the conservation and enhancement of priority habitats, sites and species, including those with Biodiversity Action Plans.

- 5.53 Records are available detailing the wildlife resource within the Broads and there are also historical data that enables comparisons to be made and changes to be monitored. The Norfolk Biodiversity Action Plan (BAP) identifies priority species and habitat types and sets targets and priorities for improvement, and these are monitored. By increasing biodiversity in the Broads, the value and beauty of the area will increase and ecological populations will be strengthened and be better able to maintain viable communities.
- 5.54 Examination and identification of the opportunities for sustainable flood plain management are vital to ensure the protection of residents, businesses, visitors and wildlife over the Plan period and beyond. Flood defences require regular maintenance and more environmentally, socially and economically sustainable solutions need to be developed, especially in the knowledge of rising sea levels and other impacts of climate change.
- 5.55 Historically, 'flood alleviation' has tended to refer to physical measures to prevent or mitigate against flooding, including the construction of barriers and design solutions. Increasingly, however, there is support for the development of more holistic and sustainable solutions, including, for example, the creation of washlands.
- 5.56 Options for creating washlands to absorb some of the impacts of sea level rise and reduce risks of flooding would offer part of a sustainable solution. Opportunities for this could arise through the Broadland Flood Alleviation Project or through the policies of the Environment Agency's Catchment Flood Management Plan. This approach would also bring additional biodiversity benefits and opportunities for recreation and tourism.
- 5.57 The Authority will be working with partner organisations to ensure a long-term vision for the Broads is developed beyond the Plan period, taking into consideration the economic, social and environmental interests of the area.
- 5.58 Implementation of the Creation of New Resources policy will include:

Built environment:

- Development Control Policies DPD
- SPD to provide advice and guidance on design
- SPD on sustainable design
- Update of materials source list
- Specialist advice offered by Broads Authority

Natural Environment:

- Environment Agency Catchment Flood Management Plan
- Whole valley approach to management
- Broadland Flood Alleviation Project (BFAP)
- Environmental Stewardship
- Maps to identify potential links between fragmented areas of nature conservation interest/habitat corridors
- Biodiversity Action Plans (BAPs)
- Development Control Policies DPD

More detail on monitoring and implementation is provided in Appendix 3.

Historic and Cultural Environments

Policy

- CS5** Key buildings, structures and features which contribute to the Broads' character and distinctiveness will be protected from inappropriate development or change, and enhancements which maintain the overall cultural heritage value of an area will be encouraged through:
- (i) The identification of locally important assets and their context through the cultural heritage strategy and the Landscape Character Assessment and by applicants in their design statements;
 - (ii) The revision of the statutory list and the preparation and adoption of a local list published in a Supplementary Planning Document;
 - (iii) The repair and appropriate re-use of buildings and structures of historic, architectural, cultural or landscape value where the repair and/or use would not be detrimental to the character, appearance or integrity of the building or structure, its context or setting; and
 - (iv) Encouraging the highest standard of design to protect existing assets and add to the future cultural heritage value of the locality.

Policy

- CS6** The archaeology of the Broads will be better understood, protected and enhanced by:
- (i) Protecting existing archaeology from inappropriate development or change;
 - (ii) Raising awareness of potential archaeology through the identification of likely sites/finds;
 - (iii) The adoption of methodology and procedures for the notification, recording and interpretation of unanticipated finds; and
 - (iv) Encouraging the interpretation of archaeology.

5.59 Policies CS5 and CS6 go beyond the overall protection and enhancement of the historic and cultural environment set in Policy CS1. Conservation Areas, Listed Buildings, Historic Parks and Gardens, Scheduled Ancient Monuments and other features on the Sites and Monuments Register already have a degree of recognition and protection. There are many other landmark structures, features and valued buildings that contribute to local character and diversity but are not statutorily protected. They are particularly vulnerable to inappropriate change that, currently, is difficult to resist. These features are a definable resource, but the Authority's ability to protect this resource in the face of development pressures is limited by the under recording of the value of the historic and cultural environments as a resource. Over the last 20 years, much has been achieved to protect the key cultural landmarks of the Broads (for example, by the Norfolk Windmills Trust), but much remains to be done.

5.60 The development of detailed guidance to identify those key features not statutorily recognised through the preparation and adoption of a Local List can be contained within a separate Supplementary Planning Document. The preparation of a Cultural

Heritage Strategy is a starting point for this work and informs the Core Strategy. The aim is to ensure that the community has the chance to raise awareness of the value of key features so that decisions are not made in ignorance. It is anticipated that locally listing buildings would inform decision making, rather than being a constraint.

- 5.61 Identification of the heritage resource of the Broads is only the first step to its protection. Policies need to provide guidance to ensure maintenance and enhancement into the future. In recent years, there has been interest in converting historic buildings for alternative uses, particularly for housing. This can be a sound approach, revitalising formerly redundant buildings which would be unlikely ever to revert to their original purpose. Where buildings have previously been in use for employment-related activities, priority should be given to their re-use for employment uses that support the wider economic objectives of the LDF.
- 5.62 The re-use of historic buildings, structures or features can result in further benefits than the preservation of the assets themselves. The requirement to preserve the character of the assets could lead to less intensive uses than residential. This would give the possibility of generating an income stream to help ensure the future protection and repair of the asset. Such uses could include a variety of tourist activities.
- 5.63 The re-use of buildings is considered to be good sustainable practice, both in terms of embodied energy and maintaining a local skills base. Close attention must be paid to the design of any such conversions to ensure that they are appropriate for the character and appearance of the building and do not adversely affect their context or setting. The overall contribution to sustainable development will need to be considered, such as intensity of use, generation of traffic in remote areas, and the character of the local area. The Development Control Policies DPD will provide detailed guidance.
- 5.64 The Heritage resource cannot be increased in the way that some habitats can be created to enhance biodiversity. Therefore, policies aim to set new standards to complement the current character and to create buildings that will be valued in future. The design quality of new structures in the Broads will potentially impact on identified features; by requiring a high quality of design, it is hoped that the cultural heritage value of the area will be enhanced.
- 5.65 It is highly likely that undiscovered archaeology exists owing to the largely undeveloped nature of the area.
- 5.66 The Broads is a low-lying wetland area where the landscape has been shaped over centuries by a combination of physical, ecological, cultural and historic factors. The broads are archaeological features, being shallow lakes formed by peat digging. The Broads contains important archaeological sites, many of which owe their preservation to water logged conditions that promote conservation of organic material. Large areas of the grazing marshes have never been investigated or developed and there is the likelihood that they represent a reserve of significant archaeological artefacts and interest, given the rich archaeology in the immediate vicinity. The great importance of the palaeo-environmental remains likely to be preserved in the wetland environment is recognised.
- 5.67 The Landscape Character Assessment has drawn on the Historic Landscape Characterisation data and this will identify particular features and environments with archaeological potential and provide information on the areas that are more likely to be of historic interest. These areas will be subject to a requirement for evaluation and excavation, with recording in advance of any development where the findings do not merit physical preservation or preservation where they do.

5.68 Implementation of Historic and Cultural Environments policies will include:

- Consideration of Area Action Plans for individual Conservation Areas.
- Supplementary Planning Document to support appropriate development.
- Identification of criteria for locally listing property and means of protection (ref PPG15 paragraph 6.16) in Development Control Policies and SPD.
- Identification of criteria for assessing development proposals with archaeological value in Development Control Policies DPD.
- Development Control policy to provide guidance on appropriate re-use of distinctive buildings, taking into account sustainability, e.g. access in isolated areas, and impact on local area as well as on the building itself.

More detail on monitoring and implementation is provided in Appendix 3.

Environmental Protection

Policy

CS7 The environment will be protected and enhanced by ensuring all development addresses impacts on air quality, water quality, water resources and waste. Opportunities should be sought for incorporating measures to achieve resource efficiency, for re-use and recycling.

The Authority will seek their sustainable management and use by working with local authorities, Natural England, the Environment Agency, water companies, Internal Drainage Boards and landowners on land-use and water issues.

Water Quality

5.69 The objectives of the Water Framework Directive not only to protect, but to enhance both water quality and quantity are reflected in the Core Strategy. The Directive indicates three aspects to water quality: biological, chemical and morphological. As a sensitive wetland system within a fragile environment, the Broads is at threat from resource problems and diffuse pollution which reduces water quality. New development can have significant impacts on water availability and quality, be it from increased abstraction or risk of pollution, and thereby damage the fundamental resource on which the area relies. The Authority will have little planning control over the impact of development as much will take place upstream. Recognition of this issue will be the responsibility of other local planning authorities in their Local Development Frameworks. The Environment Agency is a key consultee on development proposals, and where development is likely to present a risk to the hydrological system it will not be permitted. Boats can impact on water quality, e.g. through sewage/fuel/paints, and awareness raising campaigns as well as spatial planning are mechanisms for improving water quality.

5.70 Agricultural practices can lead to nutrient enrichment and an increase in inputs of silt and sediment. The hydrological system is affected by decisions made throughout the catchment. Criteria will be drawn up to encourage more sustainable practices through joint working on the River Basin Management Plans required by the Water Framework Directive. The Broads area is expected to be covered by a sub-basin management plan, which coincides with the boundary of the Broadland Rivers Catchment Flood Management Plan area.

5.71 Flooding and pollution risk is increased by development which reduces surface permeability and consequently increases the rate of surface run-off. An important 'soft' engineering approach to flooding and pollution prevention is to incorporate Sustainable

Drainage Systems (SUDS) in the design for new development. These mimic a more natural drainage system, and use techniques to control surface water run-off as close to its origin as possible, before it enters a watercourse. Development Control Policies can incorporate these measures.

- 5.72 The Authority will participate in the water quality partnership and continue to work together with partners. Along with the Environment Agency, the Authority will encourage the achievement of high standards regarding waste water discharge which recognise the special status of the Broads as equivalent to a National Park, and lobby for investment in modern infrastructure to meet the growing capacity needs of the wider area.

Air Quality

- 5.73 As a wide open and largely flat rural area subject to northerly and easterly winds from the coast, the Broads does not suffer particularly from air pollution.

- 5.74 A wide range of viable opportunities now exist for reducing air pollution while also contributing to reduction in greenhouse gas emissions. The use of modern and efficient forms of boat propulsion that minimise noise and pollution, the installation of electric recharging points at moorings and the use of renewable energy to generate that electricity would all help to improve air quality locally.

- 5.75 Measures will be encouraged to improve air quality for visitors and waterside residents, such as obtaining energy from renewable sources, adoption of energy-efficient measures in building design and construction, improvement and promotion of sustainable transport schemes, improvement of facilities and safety for walking and cycling, and encouraging sailing and electric boating.

Waste management

- 5.76 Government policy in the Waste Strategy 2000 seeks to reduce reliance on landfill as a means of waste management, instead promoting waste reduction, re-use and recycling, requiring also that waste is managed in accordance with the proximity principle. This accords with sustainability objectives, and the LDF will support this strategy. There may be potential to use the waterways for transporting waste more efficiently than by road.

- 5.77 The inclusion of appropriate waste management techniques in development will be encouraged. These could include the promotion of waste reduction, use of recycled materials in development projects, provision for recycling facilities at key visitor locations, safeguarding sites for wharves

- 5.78 Implementation of Environment Protection policy will include:

- Water Quality Partnership.
- Broadland Flood Alleviation Project
- Development Control Policies DPD.
- DPDs of Local Planning Authorities upstream.
- Constituent District Councils.
- Waste authorities.
- Utilities companies.
- Environment Agency's catchment management plans.
- Environmental Stewardship (Natural England).

More detail on monitoring and implementation is provided in Appendix 3.

Response to Climate Change

Policy

CS8 Contributions to climate change arising from development will be minimised by means of a reduction of greenhouse gas emissions. Potential impacts will be identified and assessed by developers and measures taken including:

- (i) Implementing green travel plans;
- (ii) Incorporating small-scale renewable energy technologies into development; and
- (iii) Using sustainable design principles that achieve energy efficiency throughout the development's lifecycle.

5.79 Climate change and sea level rise are some of the key challenges facing the Broads in the future, and these are thought to be due to global warming as a result of increased atmospheric carbon dioxide. While many policies in the LDF will seek to address these challenges on a practical level, it is also important that there are more fundamental changes in the ways in which resources are used and that more sustainable ways of development are promoted.

5.80 There is overwhelming scientific evidence that the rate of climate change is increasing more rapidly than previously experienced in the earth's history. The extent of these changes will depend on the level of society's response to the emission of greenhouse gases, particularly carbon dioxide from burning fossil fuels. Key impacts of climate change in the Broads are likely to include:

- greater demand for water resources;
- increased risks from flooding;
- intrusion of saline water into the freshwater system;
- changes in the distribution of habitats and species, with some net loss of native biodiversity and increase in native and invasive species; and
- a more productive wetland system, requiring more management intervention.

5.81 Clearly, such impacts need further research under a range of social and economic scenarios. Such research will underpin future policy direction regarding the extent to which the impacts are resisted through intervention measures or accommodated through adaptation and mitigation.

5.82 The response to climate change needs to be much wider than managing flood risk. Mitigation against the causes of climate change is also an issue to be covered in spatial planning; for example, renewable energy and energy efficiency.

5.83 A policy stance can be taken to ensure low-carbon development, promote the use of renewable resources, reduce emissions, utilise small-scale renewable energy schemes and locally grown biomass crops, and reduce the need to travel.

5.84 Policies elsewhere in this LDF require that high standards of design are achieved, but it will also be necessary to incorporate high levels of resource efficiency and energy conservation in development. These will need to be compatible with design objectives and not have a detrimental effect on the character or appearance of an area.

- 5.85 There is a need to reduce the burden on resources and to develop more sustainable patterns of development. The promotion and development of renewable energy sources can contribute significantly to this. There are many and varied forms of renewable energy, including solar, wind, hydro, bio-fuels and methane, although not all forms of such development will be appropriate in the wide and open Broads' landscape.
- 5.86 In principle, renewable energy will be supported subject to there being no adverse impact on the landscape, wildlife, navigation, recreational interest or other factors that are considered important in the consideration of any proposal.
- 5.87 The rapid growth in leisure traffic by car is damaging the quality of the remote rural environment; at the same time, the tourism industry is suffering from a decline in boating visitors. Forward-thinking leisure and tourism operators are taking responsibility for the leisure traffic they generate by developing green travel plans for visitors. The detrimental impacts of high traffic levels and lack of public transport affects visitors, the wider community and the environment and their businesses. The "Widen the Choice Rural Transport Partnership" working in the East of England can advise businesses on ways of improving green travel to recreational destinations.
- 5.88 It is imperative that transport's climate change contribution is adequately mitigated and managed. This will be achieved by promoting and encouraging the use of low emission and alternative fuel cars and boats, supporting the provision of electric recharging points at main moorings, encouraging walking, cycling and sailing, promotion of the port gateways at Great Yarmouth and Lowestoft for inbound visiting boats, and raising awareness about the effects of climate change on the Broads.
- 5.89 Implementation of Response to Climate Change policy will include:
- Advice and guidance to developers from National Trust /RSPB/Natural England on visitor travel policy and practice.
 - Guidance on Sustainable Design.

More detail on monitoring and implementation is provided in Appendix 3.

Tourism and Recreation

- 6.1 National and regional policies support the promotion of tourism as a key element of the economy, subject to the limits of sustainability. The strategic policies in the Core Strategy reinforce the balance between promotion and protection at a local level, and reflect the objectives, aims and mechanisms contained in the Tourism and Recreation Strategy for the Broads.
- 6.2 One of the Authority's core responsibilities is to enable people to enjoy the Broads. Closely allied to this is the duty to protect the navigation. The Authority encourages quiet forms of recreation on land and water, based on the area's distinctive beauty, culture, traditions, history and wildlife. In other words, it supports tourism and recreation that does not damage the Broads' environment, or other people's enjoyment of it. It is vital to ensure that enjoyment of the area is combined with an awareness and understanding of the special qualities of the Broads.
- 6.3 The economic viability of the Broads' tourism industry relies on a healthy and attractive environment and opportunities to engage in a range of appropriate recreational activities. Water-borne tourism is considered to be the largest contributor to the Broads' economy.
- 6.4 The potential for tourism and recreation in the Broads is immense. Visitors are attracted by the beautiful wetland landscapes, opportunities for sailing, motor-boating, canoeing, angling and bird-watching, and other recreational pursuits such as walking, cycling and horse riding. It is the role of the Local Development Framework to guide the location and development of sustainable tourism.

Access and Transportation

- 6.5 Due to the geography and network of waterways, much of the Broads area is relatively difficult to access. The best – and sometimes only – way to reach many parts of the system is by water. Moreover, links between land and water-based recreational provisions are limited.
- 6.6 The strategy for access and transportation recognises the special features of the Broads' area, and focuses in the main on providing a transportation system that promotes sustainable tourism.
- 6.7 The Broads is one of the most extensive and varied inland waterway systems in the UK. Some broads are open to public navigation, others have more limited access, generally for environmental or land ownership reasons, while some others are landlocked and inaccessible to craft. The Broads' navigation area touches on the urban areas of Great Yarmouth and central Norwich, and links through to Lowestoft.
- 6.8 The Broads' area is crossed by a number of major transportation links, including the A47 trunk road east of Norwich and the A12 south of Great Yarmouth, and a number of other important roads. However, as a predominantly rural area, access to the villages, rivers and broads is usually off minor roads and this can be a constraint on development of isolated sites.
- 6.9 Ninety-four percent of visitors to the Broads arrive by private car, causing seasonal congestion during the summer travel period, particularly in and around towns acting as a focus for attractions and which provide easy access to the rivers or broads. The result is increased pressure on the area in terms of demands for visitor attractions,

accommodation, road space and parking. This creates a contradictory impression to visitors who expect the Broads to be tranquil and not an area of dense traffic and congestion. Those who holiday on board a boat leave their car parked ashore, whereas those on land will tend to use their vehicle throughout their stay unless there is strong encouragement for them to use day boats, cycle or walk.

6.10 The policies in this section are structured under subheadings as follows:

- Sustainable Tourism
- Water Space Management
- Access and Transportation

Sustainable Tourism

Policy	
CS9	The tourism base in the Broads will be supported, widened and strengthened by: <ul style="list-style-type: none">(i) Encouraging a network of tourism and recreational facilities throughout the system and protecting against the loss of existing services;(ii) Protecting waterside employment sites to contribute to the local economy;(iii) Incorporating employment uses in new schemes;(iv) Supporting diversification of tourism where economically and environmentally sustainable; and(v) Promoting low-impact tourism.

6.11 Redevelopment of waterside sites, including boatyards, for tourism infrastructure, improving the quality of the physical infrastructure (river frontages, access points, hire boats), and protecting valuable support services such as visitor moorings, electric charging points, pump out, etc, will continue to be encouraged. However, diversification within the tourism industry must also be promoted. Waterside employment sites provide valuable employment land which is difficult to replace without taking green field sites, so policies aim to retain these sites in employment uses to meet the needs of modern businesses.

6.12 To support the tourism and recreation industry, there is a need to adapt to the changes over the last 25 years and respond to these, while taking a longer-term view of the tourism product in order to manage change positively. This will mean promoting improvements to the quality of the existing product and exploring diversification to take advantage of new opportunities. This might include an increased level of shore-based accommodation and facilities or activities, although these will need to comply with wider sustainability objectives, which will be a constraint in some of the more isolated locations. In planning for change and, particularly, when specifying uses, it must be noted that the leisure sector is a fast-changing industry and the patterns and popularity of uses will alter over time.

6.13 Businesses are encouraged to identify and promote tourist attractions and activities that are compatible with the purposes of the Broads. These might vary across the area in terms of appropriateness of proposed use. It is likely that any major facility, other than additional water space, would be located beyond the Broads Authority area, and co-operation with the adjacent authorities would be essential.

- 6.14 Shops, pubs, restaurants, moorings, water and electricity and boating supplies are used by local communities as well as visitors. Businesses will be encouraged to retain and improve their offer. These services are all part of the essential infrastructure of a holiday destination.
- 6.15 There are opportunities other than those offered by boatyard regeneration. Other activities, which are compatible with promoting opportunities for the understanding and enjoyment of the special qualities of the Broads by the public, could be explored and encouraged in a more proactive way.
- 6.16 The Authority will encourage tourism marketing bodies to keep up-to-date assessments to identify where there are gaps in provision, or over provision, and where action can be taken. Up-to-date market analysis would enable the Authority to support new activities compatible with the Broads ethos as they emerge.

Policy

CS10 Gateways and entrances between the Broads and settlements will be created and those already existing will be enhanced.

- 6.17 A hierarchy of gateways and entrances offering a range of facilities will reinforce the identity of the Broads to visitors. Development to support visitors will be located in settlements associated with the gateways or major entrances according to their size and accessibility. Access should be by land or water.
- 6.18 Regional Planning Policy (the RSS) emphasises the specific gateway role of the Broads with Norwich, Great Yarmouth and Lowestoft defined as “Multi-experienced visitor centres of population for whom the Broads is a major recreational facility.”
- 6.19 Gateways contribute to perceptions of areas as well as to physical accessibility. They can reinforce the interdependency of the social and cultural aspects of urban areas with their rural hinterland, contributing to quality of life of residents and visitors.
- 6.20 A green network of footpaths and cycle ways will be encouraged to address the issue of improving access to and within the three urban centres. There are opportunities to make better links between the many visitor attractions, including the North Norfolk Coast Area of Outstanding Natural Beauty (AONB) and the established holiday resorts at Great Yarmouth and Lowestoft and the medieval, yet modern, regional centre of Norwich, to extend the range of facilities and experiences available to their respective visitors and strengthen local economies. At major moorings and key visitor attractions, encouragement will be given to improving public transport information and services.
- 6.21 For many years the main gateways and smaller scale entrances to the Broads have been from parish staithes and moorings. These interfaces between land and water remain relevant both for boat users and land-based visitors. Some settlements are lacking in a welcoming infrastructure to visitors and this policy aims to encourage investment in a higher quality provision to reinforce the identity of the Broads.

Policy

CS11 Tourism and recreational development will be directed to appropriate locations which have the necessary infrastructure and facilities to support such development by:

- (i) Identifying criteria for broad areas to ensure a network of facilities, to achieve a hierarchy from high-density comprehensive provision through to low key support facilities; and

- (ii) Requiring adequate levels and types of infrastructure and facilities to support development taking into account factors such as accessibility, water quality, sewer capacity, seasonal impacts.

**Policy
CS12**

Additional holiday accommodation will be situated in sustainable locations to achieve a variety of types of facility, support for long distance (walking/ cycling/ boating) routes, and continuing income to local businesses, and be sited and designed in order to protect and enhance the special features and character of the Broads.

- 6.22 The aim is to distribute tourism through the Broads, while providing protection to vulnerable areas and promoting redistribution.
- 6.23 The role of land-based accommodation in supporting the tourism and leisure economies in the Broads is increasingly being recognised and there is a need for further development to support this. Such accommodation can help to replace the bed spaces lost by the decline in the hire boat fleet, as well as offering alternative ways to enjoy the Broads and encouraging diversification of the tourism base.
- 6.24 Development will need to be carefully sited and designed in order to protect and enhance the special features and character of the Broads and to utilise previously developed sites. Policies will permit development to provide land-based accommodation for holiday use subject to satisfaction of criteria set out in other LDD policies, and to include adequate access, infrastructure, provision of local facilities and appropriate scale and design.
- 6.25 Across the Broads, there is considerable variation in landscape types and ecological sensitivity, with some areas more sensitive and vulnerable to change than others. Similarly, visitor pressure is not evenly spread across the system, with some areas being 'honey pots', particularly in the height of the season, while other areas remain relatively quiet. Redevelopment of under-used areas in settlements could improve economic sustainability and contribute to the viability of local communities.
- 6.26 There would be a presumption in favour of development in certain areas, subject to satisfaction of criteria covering factors including flood risk and design, and a presumption against such development elsewhere. Criteria could include capacity for increased usage – both on and off water – and where growth in visitor numbers should be restricted and where it could be permitted/encouraged.
- 6.27 New guidance on flood risk and concerns regarding the long-term viability of self catering accommodation if there is over supply may lead to consideration of alternative tourism services on waterside sites, with accommodation being provided on higher land.
- 6.28 Implementation of Sustainable Tourism policies will include:
- Tourism and Recreation Strategy
 - Work of Broads Tourism Forum

More detail on monitoring and implementation is provided in Appendix 3.

Water Space Management

Policy

CS13 The water space will be managed in a strategic, integrated way and navigation and conservation interests will be maintained and enhanced.

Site management plans for key broads will be developed and implemented and opportunities for the extension or creation of navigable/recreational water space will be promoted, consistent with natural or cultural heritage conservation interests and other Broads' purposes.

6.29 There is considerable pressure in certain areas on the use of water space for navigation, recreation and nature conservation purposes. Its management requires an integrated approach, based on levels of use and importance, and suitability and potential for different uses.

6.30 Improvements for people and wildlife can be achieved, as evidenced at Barton Broad. The Authority will work with partner bodies and local communities, taking a valley-wide approach to develop integrated management.

Policy

CS14 The provision of a range of additional short and long-term visitor moorings will be encouraged in order to ensure that visitor moorings are available in appropriate locations and where they are most needed, where they contribute to the management of a safe and attractive waterway, and in settlements where services and facilities are available.

6.31 The number of public/visitor moorings across the Broads has been in decline for a number of years. This includes short and long-term moorings and informal spaces. The reasons include the conversion of boatyards to alternative uses, the increase in private boats which occupy formerly publicly available spaces in boatyards and, more recently, engineering works associated with the flood defence works. Lack of mooring will affect the visitor experience by limiting the places that can be visited and will tend to concentrate visitor numbers where mooring is most plentiful, which can cause problems in terms of promoting quiet enjoyment.

6.32 This policy links to the Gateways policy (CS10), recognising the facilities and attractions potentially on offer to the visitor if they can moor.

6.33 The means for achieving additional mooring will need to be included in the LDF, through development at waterside sites and through opportunities under the Broadland Flood Alleviation Project. The Authority is developing criteria that can inform this policy.

6.34 A number of principles are suggested to guide site-specific issues:

- Encourage sustainable development of boating and associated infrastructure to be consistent to Water Framework Directive (WFD)
- Protect and enhance existing sites/facilities
- Resist the loss of support facilities, e.g. pump out
- Ensure that new sites avoid environmentally sensitive areas
- Encourage innovative mooring design to provide habitat opportunities and mitigate landscape impacts

- Improve the dissemination of information to users
- Mitigate user conflict through design and alternative provision

6.35 A policy to manage angling by provision of alternative facilities adjacent to mooring sites, such as angling platforms, should be applied.

Policy

CS15 Adequate water depths will be maintained for safe navigation, and the disposal of dredged and cut material will be carried out in ways that mitigate unavoidable adverse impacts on the environment. Beneficial use of dredgings will be encouraged. Opportunities for the disposal of dredged materials to enable the management of the navigation will be sought and promoted in line with the Sediment Management Strategy. Control of sediment input from surrounding land, highways and river banks will be considered in development proposals.

6.36 Parts of the rivers and broads are subject to periodic dredging to keep the waterways open to navigation, not only for the Authority but also for owners of private water space who require planning consent for disposal. Historically, the dredgings have been disposed of on land when ecological gain and agricultural benefits could be derived. Dredging is guided by local and national legislation.

6.37 A number of traditionally used sites for dredgings are now protected under European nature conservation legislation, requiring more creative solutions. The Sediment Management Strategy for the Broads informs disposal options as part of a sustainable and holistic approach, and some conclusions will be implemented through policies in the LDF.

6.38 Silt resulting from bank erosion is a recurring issue, with a number of causes. Once the causes have been addressed, action must be taken to restore and protect banks. The Authority provides advice to landowners on appropriate bank protection methods, encouraging the use of natural or 'soft' engineering techniques wherever possible.

6.39 The principles for sediment management of 'Reduce/Reuse/Recycle' should be adopted by relevant bodies. Generic principles that should be adopted as a baseline approach are:

- Reduce – either dredging (by reducing specifications where appropriate) or inputs, through varied source control options
- Reuse – direct reuse options include habitat creation, flood protection works, combined schemes, e.g. set back pond creation, sediment replacement, e.g. trickle charging in sediment starved areas (not currently an issue within the Broads)
- Recycle – material can be used in wider construction schemes, but would usually require treatment/reclamation/remediation.
- Disposal – land filling should only be considered as a last resort, and in any event minimised as far as is possible.

6.40 Implementation of Water Space Management policies will include:

- Sediment Management Strategy.

More detail on monitoring and implementation is provided in Appendix 3.

Access and Transportation

Policy

CS16

Improvements to transportation to, and to access facilities within the Broads will be sought in a manner and at a level which is compatible with sustainability objectives.

Integration between alternative modes of transport will be sought to encourage visitors to arrive and travel within the Broads via sustainable modes of transport.

Within the area particular improvements required include:

- (i) The improvement of access to and views of the waterside by the introduction of additional footpaths and cycle ways;
- (ii) The promotion of access to enjoy the built, historic and cultural landscape; and
- (iii) The creation of links from settlements.

- 6.41 Improving land-based access to the Broads is a priority, although this should not be to the detriment of landscape or wildlife interests. The creation of links to open spaces and communities outside the boundary will extend the benefits of the Broads and bring it closer to communities.
- 6.42 The promotion of heritage has been shown to have a key role in increasing tourism and encouraging regeneration. The wealth and variety of the built, historic and cultural landscape within the wider area represents a significant asset that should be promoted to complement the natural beauty for which the Broads is renowned.
- 6.43 The improvement of walking and cycling facilities will support the local economy and the diversification of the tourism industry. Employees of visitor facilities and Broads businesses also have to travel within the area. Any improvements to access would take into account the needs of disabled people.
- 6.44 The Authority seeks to encourage access to the area by bicycle and has developed a number of bicycle hire facilities in the main visitor areas. This promotes quiet and sustainable access in a manner compatible with the National Park ethos, whilst encouraging visitors to consider the impact of their activities on an ecosystem vulnerable to climate change.
- 6.45 Traffic congestion has an impact on the local economy and creates a negative impression of the Broads, both to visitors and local residents. Therefore, through traffic will be encouraged to find alternative routes away from visitor and residential areas achieved through measures including improved signage. The use of quiet lanes in the Broads Area is also an option that could be pursued.
- 6.46 Any new road building through the Broads or major upgrading scheme would constitute a "major development". This is something that strategic national policies would not allow in the Broads, unless there are exceptional circumstances. A determined search for alternatives should be made before any scheme will be considered as a major development.

- 6.47 Due to the high proportion of visitors presently arriving in private cars, there is a need for a policy to promote investment in public transport improvements. The improvement of interchanges between passenger transport, walking and cycling facilities, seasonal road and water bus services and boats between rail stations, town centres, tourist attractions, and moorings, and developing and improving the Broads Hopper bus service, are all measures which may be considered appropriate and which would reduce localised car-based travel within the area. Developers can make a contribution by encouraging a modal shift, e.g. with a green travel plan and by providing infrastructure.

**Policy
CS17**

Safe recreational access to both land and water and between the water's edge and the water will be protected and improved through:

- (i) Developing the Public Rights of Way (PRoW) network in line with the recommendations of the Norfolk and Suffolk Rights of Way Improvement Plans;
- (ii) Developing access to designated open country;
- (iii) Identifying and safeguarding potential crossing points of land and water;
- (iv) Protecting and improving staithe and slipways;
- (v) Creating new access to the waterside by boat (where there is good road access and provision for parking);
- (vi) Improving and maintaining launching facilities for small craft;
- (vii) Protecting and creating waterside spaces for informal recreation;
- (viii) Incorporating appropriate measures for disabled people.

- 6.48 Much of the Broads is relatively inaccessible. Moreover, links between land and water-based recreational provisions are limited.

- 6.49 Historically, many of the parish staithe would have had a slipway for use of residents. Over time, however, many of these have been lost through redevelopment, change of ownership or neglect. This affects the ability of communities to access the water and of visitors to access the shore. A network of slipways is required with good road access, close to other services and facilities, offering parking for trailers in discrete locations. Redevelopment of the waterfront often leads to restricted views and loss of access to the water's edge. Opportunities to provide public access to the water's edge and/or into the water should be sought when waterside sites are developed, as part of a comprehensive scheme for the site.

- 6.50 Approximately 150 ha of heathland are affected by the Countryside and Rights of Way Act 2000, comprising 19 areas of access land. This access land comprises 16 areas of registered common and 3 areas of "open country". This means that, subject to certain restrictions, the public will be allowed recreational access on these areas throughout the year. As the Access Authority, the Broads Authority will have powers that include making byelaws, appointing wardens and negotiating or imposing means of access on landowners.

- 6.51 Part II of the CRoW Act seeks to modernise the rights of way system to reflect current culture and to complement the provisions with regard to access to open country. Both Suffolk and Norfolk County Councils, as local highway authorities, will prepare and publish Public Rights of Way (ProW) Improvement Plans.
- 6.52 The Broads Authority will publish a Recreational Access Development Plan alongside the PROW Improvement Plans to discuss issues of particular significance, such as access alongside, across, and to water, and its effect on landscape and tranquillity for local residents, visitors, anglers and boat users.
- 6.53 Poor accessibility in the Broads area can be further exacerbated by the geographical nature of the broads themselves, which dissect much of the area, creating severance and making it difficult to get from one place to another without having to go around the waterways. The provision of more bridges/crossings will be investigated where they can provide safe crossings of roads by pedestrians and cyclists, or of navigable waterways where navigation will not be impeded.
- 6.54 Implementation of Access and Transportation policies

Implementation of Access and Transportation policies will include:

- Development Control Policies DPD (requirement for travel plans)
- Suffolk and Norfolk County Council (as local highway authorities) PROW Improvement Plans, Local Transport Plans, Broads Area Transportation Strategy (LTP)
- Broads Local Access Forum
- Broads Slipways Strategy
- Broads Angling Strategy

More detail on monitoring and implementation is provided in Appendix 3.

Development, Economy and Sustainable Communities

- 7.1 National Parks are recognised as being at the forefront of rural revival and sustainable development. Under the Broads Act 1988, the needs of agriculture, forestry and the economic and social interests of those who live and work in the Broads must be taken into account by the Authority in discharging its duties to manage the Broads for the three statutory purposes.
- 7.2 Upgrading of existing developments and new development are essential to maintaining the social and economic vitality of the character of the Broads. The built environment is an important part of the cultural landscape; it reflects the activities of people living and working in the Broads. Boat building is an industry of international significance within the Broads and in the region more generally. Agriculture has also been a significant part of the economy but is having to diversify and change its practices to survive. This will have implications for the reuse of buildings as well as the management of land.
- 7.3 Other local skills, such as thatching and mill wrighting, remain a small but important part of life in the Broads. Special traditions, skills and crafts are essential to maintaining local character and historic structures and, over time, new traditions will evolve.
- 7.4 The Core Strategy sets out how spatial planning will aim to protect and regenerate the local economy in general and the boating industry in particular, while protecting the special qualities for which the area is designated. In order to achieve sustainable communities, it is recognised that there is a need for a thriving local economy.
- 7.5 The Authority and its partners are already engaged in the support and promotion of the local economy, particularly the boating industry, through a number of initiatives, and the Core Strategy seeks to develop and build upon this work.

Housing

- 7.6 Due to the particular responsibilities of the Authority and the priority accorded to the need to protect the special qualities of the area, the Authority has no housing remit. There are no 'targets' set for provision and the Broads is recognised as being an area of general restraint. Housing provision is a function of the neighbouring District Councils, and major new housing development will occur in their areas.
- 7.7 The boundaries of the Broads' area are drawn tightly to the rivers and broads, meaning that in most cases only parts of individual settlements are within the Authority's area. It is likely that the majority of housing within these settlements will be provided in those areas beyond the Broads' boundary, and the Authority will need to work with the relevant District Council regarding the nature and impact of this development.
- 7.8 Within the Broads area, however, there is market-led demand for housing from local communities. In addition, the special qualities of the area prompt further demand for the development of homes for people from further afield. A distinction can be drawn between local housing for local needs, which is often small scale, and properties for leisure or second/retirement home use. The quality of the area, the access to the water and the National Park status designation inflate prices locally, exacerbating problems of affordability, while the location of the majority of land within the flood plain limits its suitability for housing for permanent occupation.

- 7.9 In this section, the policies are structured under the following subheadings:
- Rural Sustainability
 - Economy
 - Residential Development and the Local Community

Rural Sustainability

Policy

CS18

Development will be located to protect the countryside from inappropriate uses to achieve sustainable patterns of development, by concentrating development in locations:

- (i) With local facilities;
- (ii) With high levels of accessibility; and
- (iii) Where previously developed land is utilised.

- 7.10 The policy approach will be to prevent development beyond settlements other than in exceptional circumstances, or which accords with the Authority's statutory purposes. Development within settlements would be permitted only where it meets criteria covering issues such as flood risk, satisfactory provision of infrastructure and design. The extent to which new developments may be appropriate in maintaining and enhancing the landscape, social and economic character of Broads' villages and the waterside will be defined in the Development Control Policies DPD. Appropriate types and levels of development within the flood plain, as flood risk increases due to climate change and coastal submergence, must also be considered.
- 7.11 A criteria-based policy will take account of the impact of development on factors including the local landscape, nature conservation interest, adequacy of access, utilisation of previously developed sites, and compliance with general sustainability principles. Such an approach would maintain control over development in the open countryside, but would allow greater flexibility to address specific spatial planning objectives where some forms of change can be shown to be beneficial to the Broads environment. A criteria-based policy can set the specific requirements for development within settlements to ensure that only development which is appropriate for a protected area is permitted. Detailed planning policies will be published in the Development Control Policies DPD.

Policy

CS19

Where development seeks to attract more than a small-scale or local level of visitors, it must be accessible by means other than the private car, be located at strategic positions throughout the area where it can be accessed by water and land, and be linked to settlements.

- 7.12 Visitor services and tourism infrastructure vary considerably across the Broads, and in many cases do not meet the expectations of visitors. Initiatives that foster improvements will include consideration of their accessibility. Small-scale highways improvements may be a requirement to enable economic regeneration to occur. There is a need for improvements to be made to the cycle network around the Broads and also to access by modes other than the private car: new development could provide the opportunity to assist these.

- 7.13 Access to a number of the main tourist destinations in the Broads can be realistically achieved only by the use of the private car. These facilities are already established and policies will seek to improve access by alternative means. However, future medium-sized and major development should only be located where alternative means of access can be provided as part of the development, e.g. by water, close to train stations. The extent to which such new developments may be appropriate in maintaining and enhancing the landscape, social and economic character of Broads' villages and the waterside must be defined.
- 7.14 Highway furniture, including signs, can have a detrimental effect on the area. A review of signage to Broads' attractions and businesses from major routes will be undertaken by the highways authorities.
- 7.15 The river bus is a sustainable and attractive means of transport to and within the Broads, and infrastructure will be protected to support greater use of the waterway by passengers or by freight.

<p>Policy CS20</p>	<p>Development within the Environment Agency's flood risk zones will only be acceptable when it:</p> <ul style="list-style-type: none"> (i) Is compatible with national policy and when the sequential test and the exception test, where applicable, as set out in PPS25, have been satisfied; (ii) Is demonstrated that it is necessary to support the social and economic needs of the local community; (iii) Would not increase flood risk elsewhere; and (iv) Would not affect the ability for future flood alleviation projects to be undertaken.
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- 7.16 Flooding can have devastating impacts on individuals and communities. Risks relate not just to property but also to essential infrastructure and utilities required to facilitate and support development. Flooding can also precipitate pollution which could have a significant and detrimental impact on the nature conservation interest of the Broads and the duty of the Authority to protect this resource is an important consideration.
- 7.17 Whilst the current Broadland Flood Alleviation Project will provide protection to 1995 levels, and future mitigation measures and technological innovation may improve on this, there remains uncertainty regarding the magnitude of future risk and a precautionary approach is appropriate.
- 7.18 Flood alleviation and preparing for the impact of climate change are key issues in the Broads, and there are a number of approaches that could be taken to address this. National guidance advocates a sequential approach and guards against overly restrictive policies, advising:

“The Exception Test is only appropriate for use when there are large areas in Flood Zones 2 and 3, where the Sequential Test alone cannot deliver acceptable sites, but where some continuing development is necessary for wider sustainable development reasons, taking into account the need to avoid social or economic blight.....It may also be appropriate to use it where restrictive national designations such as landscape, heritage and nature conservation designations, eg Areas of Outstanding Natural Beauty

(AONBs), Sites of Special Scientific Interest (SSSIs) and World Heritage Sites (WHS), prevent the availability of unconstrained sites in lower risk areas.” (Paragraph 19, PPS 25).

The Authority recognises the need for some limited development in the Broads. The policy will be developed in the Development Control Policies DPD with an accompanying Supplementary Planning Document to provide clear direction. These will be informed by the Strategic Flood Risk Assessment and evidence to underpin the application of national policy to the local circumstances in the Broads.

- 7.19 The forthcoming Development Control Policies DPD and SPD on flood risk will provide further detail on the operation of the Authority's policy on flood risk.
- 7.20 It will also be essential to ensure that measures to minimise the risk of flooding to new development do not themselves lead to development which, by virtue of its scale, layout or design, is visually damaging to its surroundings. Therefore, even though the principle of development may be acceptable, acceptability in terms of design, landscape character, and impact on the environment must also be addressed.
- 7.21 The functional flood plain is defined in the Strategic Flood Risk Assessment and will inform the Development Control Policies DPD. The delineation of the functional flood plain will be critical when considering planning applications.
- 7.22 Historically, development has been permitted in the flood plain because there is very little non-flood plain land within the Broads. However, given the likely impact of climate change and increased flooding risk, careful consideration must be given to determining what development will be appropriate here in the future; the Development Control Policies DPD will provide detailed guidance.
- 7.23 It is evident that the causes of flooding in the Broads are complex, and that flooding will continue to be a significant risk in much of the Broads in the foreseeable future. Developers should be aware of this situation. The risk of flooding must continue to be a material consideration in dealing with Broads' planning applications. It may be a reason for refusal of planning permission in some cases. In the context of the uncertainty about the nature and extent of flood risk in the Broads, it is open to developers to commission their own risk assessment regarding the potential for flooding at a particular site. Risks relate not just to property, but to essential infrastructure and utilities required to facilitate and support development, and to the ability of emergency services to respond to an event.

Policy

CS21 Developer contributions and management agreements will be sought if deemed necessary to deliver the policies/objectives in the Core Strategy and for the provision of infrastructure via planning obligations and/or conditions.

- 7.24 Development imposes additional demands and potentially adverse impacts on the environment, and provision should be made for environmental improvements within development proposals. An attractive environment rich in open space and biodiversity is central to a good quality of life, and provides opportunities for quiet recreation and attracting visitors. Enforceable maintenance/management agreements are needed, otherwise the benefits of private and public capital investment in infrastructure and development can be lost. However, it must be recognised that in many cases it may not be possible to mitigate fully the impacts of development on sensitive landscapes and that development may not be appropriate.

7.25 There is a high demand for development both in and adjacent to the Broads and this is in part due to the quality of the environment and the opportunities for recreation offered. Given that the value of the natural resource contributes to the demand for the development, it may be appropriate to seek contributions from developers towards the costs of landscape restoration and enhancement, which would include works to the cultural landscape. This mechanism needs to comply with government guidance (Circular 05/2005 'Planning Obligations', known as Section 106 Agreements). This is likely only to relate to development within the Broads unless joint DPDs are prepared. The Core Strategy introduces the general principle on the use of planning obligations. Further detail will be provided in the Development Control Policies DPD.

7.26 This policy will ensure developers will consider infrastructure and service requirements arising from development. While it is envisaged development opportunities are primarily small scale, there is, nonetheless, a cumulative impact arising from development that must be addressed.

7.27 Implementation of Rural Sustainability policies

Implementation of Rural Sustainability policies will include:

- Development Control Policies DPD, with an accompanying Supplementary Planning Document (Flood Risk & Development SPD)
- Advice from Norfolk and Suffolk Constabularies on need for additional staff and resources to police the area, and from Norfolk and Suffolk County Councils on other infrastructure requirements.

More detail on monitoring and implementation is provided in Appendix 3.

Economy

Policy CS22	<p>In order to support and strengthen the local and rural economy, sites and properties in employment uses will be protected from redevelopment resulting in a loss of employment, by:</p> <ul style="list-style-type: none">(i) Supporting and promoting appropriate diversification, subject to there being no consequent adverse local impacts;(ii) Strengthening a skilled workforce in the marine and tourism industries and in specialist craft skills on which the distinctive character of the Broads relies; and(iii) Supporting and promoting employment in nature conservation.
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7.28 While much of the land which provides local employment is beyond the Broads Authority area, it will be necessary to protect those areas which do provide employment from inappropriate redevelopment and to retain them in employment use. The loss of employment-generating businesses would result in increasing the need for commuting and reduce the viability, vitality, diversity and specialist skills of the local economy, and these are contrary to wider sustainability objectives. Retention in employment use would not necessarily preclude all change, but would prevent the loss of local opportunities.

7.29 Support of the local economy is not only about the boating industry; there are many other businesses and operators within the Broads who rely on visitors and residents for

their livelihood. In the longer-term, diversification of the economic base and the tourism 'product' may offer the best opportunity to sustain local economic viability.

- 7.30 The viability of communities and local economies would be increased by a widening of the economic base, and there is considerable support for the promotion of diversification, both within the tourism and agricultural sectors.
- 7.31 Agriculture is undergoing a period of substantial change as a result of reforms to the support mechanisms, and these will have implications for the Broads. Support for agricultural diversification should seek to ensure that the value of the landscape and conservation interest is maintained.

**Policy
CS23**

A network of waterside sites will be maintained throughout the system in employment use, providing:

- (i) boating support services;
- (ii) provision of visitor facilities;
- (iii) access to the water;
- (iv) wider infrastructure to support tourism;
- (v) recreational facilities; and
- (vi) community facilities.

Limited redevelopment of boatyards and other waterside employment sites for tourism or leisure-based operations will be permitted, subject to retention of a network of boating services and to the use for employment purposes of the major part of the sites.

- 7.32 The boating industry has a very prominent role in the Broads. It provides for the full range of recreational and tourist use of the water and is a key part of Broads' life. However, it is itself part of a wider manufacturing industry composed of many small and a few larger firms that contribute significantly to the regional and national economy. The activity of Broads boating firms is not limited to the Broads itself, and this wider dimension needs to be recognised in decisions where the redevelopment of boatyards is an issue.
- 7.33 Historically, the Broads Local Plan policies have sought to retain boatyards in boatyard use, and there has been a general presumption against redevelopment for alternative uses. The justification for this, which is still valid, has been to retain and maintain the special character of the area and the balance between water- and land-based opportunities for recreation. There have, however, been significant changes in the holiday industry, including patterns of leisure, customer expectations and an increase in short breaks, and this has coincided with a period of decline in the traditional Broads holiday.
- 7.34 In the late 1990s, in response to concerns about the falling demand for boating holidays and at the request of the Broads Hire Boat Federation, the Authority commissioned a detailed study of the boating industry. The study identified a number of problems affecting the holiday experience on the Broads including standards of customer care, quality of infrastructure, moorings, etc., quality of on-shore services

and catering, condition of some holiday boats, and availability of and access to off-boat entertainment and attractions.

- 7.35 LDF policies will continue to aim to protect all waterside sites in use or suitable for boating use from prejudicial redevelopment to enable investment in infrastructure to be made.
- 7.36 The majority of sites are within areas that are identified as at risk of flooding, and this will be a constraint to alternative uses in many locations. The Authority is also mindful that the marine industry draws services from across Norfolk and Suffolk, supporting its concern that the economic and social impact of diversification within the boatyards or their closure would be felt in the wider Broads area and across a range of businesses. This will need to be taken into account in determining appropriate alternative uses.
- 7.38 Possible alternative uses might include visitor accommodation, uses which generate local employment and income, uses which are related to the water and ancillary to boating or uses which retain part or all of the boating infrastructure (environmental improvements, visitor moorings, electric charging points, fresh water supplies, toilet/shower rooms, etc).
- 7.39 Taking into account its statutory purposes and the matters to which the Authority must have regard, relevant factors and consultation responses, and mindful of national and regional guidance, on balance it is concluded that a strategy could be developed which allowed limited redevelopment for tourism purposes only on boatyards.
- 7.40 A criteria-based development control policy will be prepared covering retention of part of the yard in boatyard use, retention of moorings, retention of pump-out and other facilities, provision of appropriate infrastructure and measures to address flood risk.
- 7.41 Due in part to the decline in the hire boat fleet and the impact of this on the boatyard economy, there is pressure for redevelopment of boatyard sites for housing. The redevelopment of such sites can have a significant effect on the area by changing its appearance and character and by reducing accessibility to and from the water. Such changes would usually be detrimental and current policy has successfully restricted such redevelopment.
- 7.42 The changing patterns of holiday use and the need to encourage and support diversification within the tourism industry means that there is justification for permitting limited redevelopment of some boatyard sites for visitor accommodation. Such redevelopment will be limited and will be restricted to sites where it is possible to retain at least part of the site in boating use. There is a shortage of moorings across the Broads and access to the water and boating support facilities such as pump-out are limited in places. No redevelopment will be permitted where it would result in an overall loss of any of these facilities, and new development should seek to increase provision commensurate with the additional demand that the new accommodation would generate.
- 7.43 Implementation of Economy Policies

Implementation of the Economy policies will include:

- British Marine Federation/Broads Hire Boat Federation
- East of England Development Agency/ Regional Economic Strategy

More detail on monitoring and implementation is provided in Appendix 3.

Residential Development and the Local Community

Policy

CS24 In order to promote sustainable patterns of development and protect the rural nature of the Broads, new permanent open market residential development will only be acceptable within settlements, compatible with rural sustainability.

Housing will only be permitted outside settlements where it is necessary, and subsequently retained, in connection with agricultural, forestry, tourism or leisure operations or to provide affordable housing where local need has been demonstrated in District Councils' or local housing needs surveys.

A contribution from housing development – both new and conversions, permanent and holiday (second homes) - towards the provision of affordable housing will be sought.

- 7.44 This policy sets a strong policy presumption against housing development outside settlements. This accords with the protected status of the area, and its risk of flooding, and reflects the national and regional policies identifying the Broads as an area of general restraint. It also complements the planning objectives of the constituent district and borough councils who do allocate sufficient sites to meet their housing targets.
- 7.45 Whilst the general policy is one of restraint outside settlements, there will remain a limited need for housing to support local communities and economies, including the tourism economy.
- 7.46 Such development will only be permitted where a genuine need is demonstrated in respect of permanent housing to support rural industries or operations or, in the case of affordable housing, where local need has been identified and cannot be met within settlements. Safeguards will be included in policies to ensure such housing remains in use for local need.
- 7.47 The provision of affordable housing is a key issue in local communities, particularly in rural areas where sites appropriate for development may be limited or may fail to meet sustainability criteria. In the Broads, this is exacerbated by the limited availability of land due to flood risk, and the demand for second/holiday homes that inflates land and property prices, and is a disincentive for the provision of lower cost housing.
- 7.48 The requirement for a percentage of properties within a development to be 'affordable' - meaning available at below general market prices or available for rent or shared ownership - is an established mechanism used by planning authorities to achieve provision of social housing. This mechanism, however, is not easily applied within the Broads, as development is on a small-scale, often individual properties. Larger sites that trigger such a requirement come forward rarely. It is also the case that in an area of restraint such as the Broads, where there are limited development opportunities, each site that is developed for general market or holiday accommodation represents a loss of opportunity to provide for local social needs and, in this respect, there is a wider responsibility to contribute towards addressing this.
- 7.49 All housing development will therefore be required to make a financial contribution towards the provision of affordable housing within the area. The level of contribution will be on a sliding scale, based on factors including the size of new properties and the extent of local need. This cross-subsidy will be used for the provision of affordable housing within the general area, which will be achieved through working with the District Councils and Housing Associations. The Development Control Policies DPD

will include details in relation to the levels of contributions required and the type/size of sites where a contribution will be sought.

- 7.50 Developers are encouraged to use Rural Housing Enablers to carry out Local Housing Needs Surveys where affordable housing contributions for local need will be sought.

Policy

CS25 New community facilities will be supported where there is a proven need identified and location within the Broads is fully justified.

- 7.51 In addition to the protection and provision of employment opportunities, there is a need for the protection and provision of community facilities. These can range from village halls to interpretation boards. Serving both residents and visitors, they can contribute significantly to the quality of experience. Furthermore, many of the employment-generating businesses within the Broads serve the visitor as well as the resident market, for example shops and pubs, and their loss can have a wider than local impact. Facilities to be provided on new development could include access to the waterside, footpath links, and open spaces which could be enjoyed by employees, visitors and residents from beyond the Broads boundary.

- 7.52 It should be borne in mind that the Authority boundary is drawn tightly around the settlements and much of the built development within a village, and the land potentially available for development is outside the Authority boundary. In order to achieve the provision of facilities that is beyond the Authority area but that would benefit whole communities, it would be necessary to work in close co-operation with the adjoining Districts.

- 7.53 Parish Plans are intended to set a framework for communities to plan their own futures. They are holistic in scope and set out a vision for how a community wants to develop and identify the actions needed to achieve it. There are over 100 parishes in the Broads, of which around 15 have prepared or are preparing Parish Plans. These will help the LDF identify where new facilities or improvements are required.

- 7.54 Implementation of Residential Development and the Local Community policies

Implementation of Residential Development and Local Community policies will include:

- Development Control Policies DPD (Planning agreements – Section 106 agreements, housing contributions)
- Joint working with adjacent District Councils
- Parish Plans

More detail on monitoring and implementation is provided in Appendix 3.

APPENDIX 1: Glossary and Abbreviations

AA	Appropriate Assessment	A requirement of the EU Habitats Directive to assess impacts of a land use plan against the conservation objectives of a European site.
AAP	Area Action Plan	A plan used to provide a planning framework for areas of significant change or conservation.
AMR	Annual Monitoring Report	An annual report assessing the performance of the Local Planning Authority against the targets and milestones set in the previous year's Local Development Scheme.
CRoW	Countryside and Rights of Way Act 2000	Introduced new legislation covering access to open countryside, public rights of way, nature conservation/protection and Areas of Outstanding Natural Beauty (AONBs).
CS	Community Strategy	Strategies prepared by Local Authorities to promote or improve the economic, social and environmental well-being of their areas, and contribute to the achievement of sustainable development in the UK. Production of a Community Strategy is required under the Local Government Act 2000.
DCLG	Department for Communities and Local Government	Government Department responsible for policy on planning and regional and local government. It is also responsible for the Government Offices for the Regions (e.g. GO-East).
DEFRA	Department for Environment, Food and Rural Affairs	Government Department responsible for funding National Parks Authorities and the Broads Authority.
DP	Development Plan	The Development Plan is made up of the documents that set out planning policy. These policies are used as the basis for forward planning and decision-making. The Development Plan comprises the Regional Spatial Strategy and Development Plan Documents.
DPD	Development Plan Document	Document that contains Local Planning Authority policy and that has been subjected to an independent public examination process. A DPD has statutory Development Plan status.
GO East	Government Office for the East of England	Regional Office for Government Departments including DCLG and DEFRA. Co-ordinates Regional Strategy and Local Development Frameworks.
LA	Local Authority	In this case, the Local Planning Authority which prepares the Local Development Framework.
LDD	Local Development Documents	The documents that set out the spatial planning strategy for the area. LDDs comprise Development Plan Documents that have statutory status, and Supplementary Planning Documents that have non-statutory status, but which are material considerations in decision making
LDF	Local Development Framework	A portfolio of documents comprising the Local Development Scheme, Local Development Documents, Statement of Community Involvement

		and Annual Monitoring Report. Taken together, they set out the Local Authority's planning policies for an area, detail when and how planning documents will be produced, explain how the community and stakeholders will be involved in the process, and monitor the progress of the Authority against the targets it has set itself.
LDS	Local Development Scheme	Sets out the documents that will be prepared for the Local Development Framework and the timetable for their production.
ODPM	Office of the Deputy Prime Minister (now DCLG – see above)	Government Department responsible for policy on planning and regional and local government. It is also responsible for the Government Offices for the Regions (e.g. GO-East).
PINS	Planning Inspectorate	Government agency that conducts the independent public examination into Development Plan Documents. Inspectors from the Planning Inspectorate also handle planning and enforcement appeals.
PPG	Planning Policy Guidance Notes	Topic-based documents setting out Government planning policy. Local policy must be in accordance with the advice in PPGs. PPGs are being replaced by PPSs.
PPS	Planning Policy Statements	Topic-based documents setting out Government planning policy. Local policy must be in accordance with the advice in PPSs. PPSs are replacing PPGs.
PRoW	Public Rights of Way	A highway over which the public has some form of rights of access. Includes footpaths, bridleways, byways and restricted byways.
RPB	Regional Planning Body	Body that prepares the Regional Spatial Strategy.
RSS	Regional Spatial Strategy	Document that sets out the policies for development of the region. Policy in Local Development Frameworks must be in accordance with Regional Spatial Strategy policy. Prepared by the Regional Planning Body.
SA	Sustainability Appraisal	An assessment of the social, environmental, economic and resource effects of strategies and policies. The results of the assessment are set out in a Sustainability Appraisal Report. All strategies, proposals and policies in the Local Development Framework are subject to Sustainability Appraisal.
SCI	Statement of Community Involvement	Document setting out the mechanisms for involving the community and stakeholders in the preparation of Local Development Documents. The SCI is subject to independent public examination to ensure mechanisms are sufficient to achieve the aim of ensuring public involvement and participation.
SEA	Strategic Environmental Assessment	An assessment of the environmental impacts of strategies and policies. The results of the assessment are set out in a Sustainability Appraisal Report. All strategies, proposals and policies in the Local Development Framework are subject to Strategic Environmental Assessment.

SoS	Secretary of State	In this case, the Secretary of State with responsibility for planning within DCLG.
SPD	Supplementary Planning Document	Document containing guidance or information to supplement and support policies or strategies in Development Plan Documents. An SPD is not subject to independent public examination and does not have statutory Development Plan status, but is a material consideration in decision-making.
The Act	The Planning and Compulsory Purchase Act 2004	The Act that sets out and gives statutory force to the Local Development Framework legislation.

APPENDIX 2: Replacement of saved policies

- A2.1 The current Broads Local Plan (adopted in 1997) was saved for three years under the transitional arrangements in place from the commencement of the Planning and Compulsory Purchase Act in September 2004. This expired on 27 September 2007 and the Broads Authority had to apply to the Secretary of State to extend the life of the Local Plan policies after this date, where they had not yet been replaced by a full LDF. It was only possible to save the policies beyond the three-year period provided they met certain criteria in national policy (as set out in PPS12). Policies judged out-of-date, or out of step with national policy, were not proposed to be saved. Below is a table of those policies in the Broads Local Plan saved by direction from the Secretary of State.
- A2.2 The Local Plan does not have a strategic policy steer equivalent to the Core Strategy, but sets out more detailed development control policies. Therefore, the Core Strategy does not replace any policies in the Local Plan, but revisits the principles, as set out in paragraph 1.21 on page 23 of the Local Plan.
- A2.3 As the Core Strategy does not include site-specific proposals, it will not replace the proposals or inset maps that accompany the adopted Local Plan. Site-specific and development control policies will be developed in the near future in accordance with the Local Development Scheme.

Broads Local Plan Policies saved beyond September 2007

	POLICY
C 1	Fens and carr woodland
C 3	Other areas of nature conservation interest
C 4	Bank erosion - Control of development leading to increased motor hire craft
C 5	Bank erosion - Control of permanent moorings for private motor craft
C 6	Development affecting the Upper Thurne and Trinity Broads
C 7	Waterside development
C 8	Piling and quay heading
C 9	Trees and woodlands
C 10	Tree Preservation Orders
C 11	Trees and landscaping in new development
C 12	Protection of open space, common land and staites
C 13	Historic parks and gardens
C 14	Development on drained marshland
C 16	Agricultural and forestry buildings
C 17	Prior approval of agricultural and forestry development
C 18	Roads or tracks for agricultural and forestry purposes
C 19	The coast
C 21	Land raising
C 22	Degraded land
EMP 1	Employment uses within development boundaries
EMP 2	Employment uses outside development boundaries
EMP 3	Alterations and extensions
EMP 4	Conversion of rural buildings for employment uses outside the development boundaries
EMP 5	Development at boatyards
EMP 6	Change of use of boatyard sites for other employment uses
EMP 7	Farm diversification
EMP 8	Farm shops
EMP 9	Open air markets
H 1	New dwellings within the development boundaries
H 2	New dwellings outside the development boundaries
H 3	New agricultural and forestry dwellings

	POLICY
H 4	Removal of agricultural or forestry occupancy conditions
H 5	Temporary mobile homes
H 6	Replacement dwellings in the countryside
H 7	Conversion of rural buildings to residential or holiday accommodation
H 8	Boatyard sites within the development boundaries
H 9	Dwellings for staff at boatyards and other tourist or organised recreation facilities
H 10	Houseboats and boats used as permanent dwellings
H 11	Extensions and annexes
H 12	Sub-division of large houses
H 13	Affordable housing
H 14	Occupation and management of affordable housing
H 15	Removal of residential permitted development rights
B 1	Listed buildings
B 2	Alterations to listed buildings
B 4	Changes of use of windpumps and other historic buildings
B 6	Directions restricting permitted development
B 7	New development in Conservation Areas
B 8	Demolition in Conservation Areas
B 9	Alterations in Conservation Areas
B 10	Planning applications for sites in sensitive locations
B 11	Design
B 12	Private boathouses
B 15	Evaluation of sites
B 16	Other sites of archaeological importance
B 17	Discoveries during development
B 18	Amenity and public safety of advertisements
TR 1	Temporary moorings for visitors
TR 2	Development impinging on the waterways
TR 3	Development leading to hazardous boat movements
TR 4	New bridges
TR 5	Design of new bridges
TR 6	Development for water recreation
TR 7	New slipways
TR 8	Extending the water space
TR 9	Conversion of large houses to holiday accommodation
TR 10	Use of farm houses for holiday accommodation
TR 11	New holiday accommodation outside the development boundaries
TR 12	Holiday occupancy
TR 13	Chalet parks and static caravan parks
TR 14	Touring caravan and camping sites
TR 15	Upgrading existing holiday accommodation and holiday sites
TR 16	Extensions to holiday chalets
TR 17	Retaining existing sites in holiday use
TR 18	Leisure plots
TR 19	Visitor facilities and entertainments
TR 20	Information and interpretive centres
TR 21	Local recreational facilities
TR 23	Keeping of horses
TR 24	Equestrian centres
TR 25	Stables
TR 26	Angling facilities
TR 27	Public rights of way and public access
INF 1	Development and flood risk
INF 2	Protection against flooding
INF 3	Measures to mitigate increased flood risk resulting from new development
INF 4	Protection of flood defences
INF 5	Broadland flood alleviation strategy
INF 6	Services
INF 7	Sewerage

	POLICY
INF 8	Aquifer protection
INF 9	Water resources
INF 11	Wind Turbines
INF 12	Community facilities
INF 13	Protection of local facilities
INF 14	Telecommunications
TC 1	Road schemes
TC 2	Design considerations for road schemes
TC 4	Primary Route Network
TC 5	Main Distributor Routes
TC 6	Local Highway Network
TC 7	Traffic management
TC 8	Parking, servicing and other highway requirements
TC 9	Transportation consequences of new development
TC 10	Cycling
TC 12	Disused railway trackbeds
BRU 1	Riverside chalets and mooring plots
BRU 2	Riverside Estate and land adjacent to railway line
BRU 3	Mooring plots
BRU 4	Brundall Marina
BRU 5	Land east of the Yare public house
CAN 1	Cantley Sugar Beet Factory
REE 1	Pettitts Feathercraft
TSA 1	Cary's Meadow and adjoining land
TSA 2	Thorpe Island
TSA 3	Griffin Lane - boatyards and industrial area
TSA 4	Environmental Enhancements at Griffin Lane
TSA 5	Bungalow Lane - mooring plots and boatyards
WR 2	Woodbastwick moorings and houseboats
GY 1	Port of Yarmouth Marina
ORM 1	Ormesby Waterworks
ORM 2	Nursery
STO 1	Riverside moorings
THU 1	Thurne village shop
HOR 1	Waterside plots
HOR 2	Crabbetts Marsh
PHB 1	Recreation and tourism development
PHB 4	Retail development
PHB 5	Broadshaven boatyard and Florencia Café site
PHB 6	Broads information centre
PHB 7	Broadshaven Hotel and adjacent sites
PHB 8	Vacant plots and mooring plots
PHB 9	Replacement or extension of existing chalets and other buildings
PHB 10	Sewage disposal facilities
PHB 11	Green bank zones
WH 1	Development which increases road traffic
WH 2	Hoveton village centre
WH 3	Retail development
WH 4	Land off Norwich Road
WH 5	Station Road car park
WH 6	Land west of Station Road
WH 8	Hoveton - riverside dykes area
WH 9	Land between Beech Road and the River Bure
NOR 1	Land at Cremorne Lane
NOR 2	Riverside walk
EAR 1	Bath Hills Road, mineral working - after use
ELL 1	Land at Geldeston Road, Ellingham
LODD 3	Environmental improvements and public access

	POLICY
TROW 1	Whitlingham Country Park
BEC 2	Hotel site
OB 3	Development in Marsh Road
OB 4	Boathouse Lane leisure plots

A2.4 In the emerging Regional Spatial Strategy (RSS), the Regional Assembly identified policies in the County Structure Plans that the East of England Plan would not replace and that therefore would be need to saved. The policies to be saved contained LDD level guidance that the RSS could not replicate. Consequently, Local Planning Authorities should still consider them in drafting new policies and making decisions. Given the Core Strategy is overarching and sets out general principles, it can only replace policies of this nature. The more detailed policies produced later in the Development Control DPD will need to have regard to these saved policies when they are drafted.

A2.5 The two tables below set out the policies, relevant to the Broads in the two Structure Plans for Norfolk and Suffolk, that the Core Strategy will and will not replace.

Norfolk County Structure Plan policy	Now replaced by Core Strategy policy
EC6 – Employment in Rural areas	CS22
EC9 -Tourism	CS9, CS12 in conjunction with CS1
EC10 – Tourism and change of use tourist facilities	CS22, CS23 and CS1
ENV11 – Protection of the Coast (ii-vi only)	CS1, CS4, CS22
ENV13 – Historic buildings and landscapes and archaeology (i-iv only)	CS1, CS5, CS6
ENV 14 The Norfolk Broads. Only saved the assessment criteria for major development in the Broads	Not replaced in the strategic policies of the Core Strategy; however, will be replaced in forthcoming Development Control DPD.

Suffolk County Structure Plan policy	Replaced by which Core Strategy policy
ENV 6 – Housing in the countryside	CS24
ENV 7- Conservation of designated landscapes	Replaced in part by policy CS1 within the Broads executive boundary; however, development can still have an impact in areas adjoining.
ENV 10 – Renewable energy	Replaced in part by CS8, although proposals for new schemes would be judged against other policies, including CS1.
ENV21 - The overall strategy for the Broads	CS1, CS2, CS3, CS4, CS5, CS7, CS9, and CS11 – CS25 inclusive.
ECON 11 – Community facilities	CS25, CS23

A2.6 More details on the full set of Structure Plan policies saved by direction of the Secretary of State is available from the County Councils.

Performance Management Framework for the Core Strategy

A3.1 The Core Strategy will be monitored to assess whether the policies are being implemented as agreed, and whether the vision and objectives are being achieved, thereby addressing the key issues which were originally identified. Indeed, over time the key issues may change and the Authority will need a robust method of monitoring to identify when this happens and whether the policies need to be reviewed. The Authority aims to align monitoring of the Broads Plan with the Local Development Framework to ensure the spatial plan contributes to the management plan.

Annual Monitoring Report

A 3.2 The Authority will prepare an Annual Monitoring Report. This is a report submitted to the Government by a local planning authority to assess the progress and the effectiveness of a Local Development Framework.

A3.3 The Annual Monitoring Report will assess:

- are policies achieving their objectives, and is sustainable development being delivered?
- have policies had intended consequences?
- are the assumptions and objectives behind policies still relevant?
- are the targets set in the LDF being achieved?

A3.4 To achieve this goal, the Annual Monitoring Report will include a range of local and standard indicators. It will also highlight whether any adjustments to the Local Development Scheme are required.

A3.5 The Annual Monitoring Report must be based upon the period 1 April to 31 March, and submitted to the Secretary of State no later than the end of the following December. When published, it can be viewed on the Authority's website

Development of a Monitoring Framework

A3.6 The aim of setting up a monitoring system is to help the Authority understand the wider social, environmental and economic issues affecting the area and the key drivers of spatial change. The Authority is required to:

- review actual progress in terms of local development document preparation against the timetable and milestones in the local development scheme;
- assess the extent to which policies in local development documents are being implemented;
- assess where policies are not being implemented, explain why and set out what steps are to be taken to ensure that the policy is implemented; or state whether the policy is to be amended or replaced;
- identify the significant effects of implementing policies in local development documents, and whether they are as intended; and
- set out whether policies are to be amended or replaced.

Performance Indicators

A3.7 Effective monitoring relies on the collation and analysis of relevant performance indicators. The Authority has drawn on a base of evidence to prepare the Core Strategy and the Sustainability Appraisal documents. This has consisted of baseline

contextual information and specialist topic studies. Data gaps have been identified and consideration given as to how these might be addressed. The Authority now proposes to develop its monitoring framework, and the content of the Annual Monitoring Report, refining it over time.

- A3.8 In terms of Local Development Frameworks, three types of indicators are proposed. Firstly, *contextual indicators*, which describe the wider social, environmental and economic background against which local development framework policy operates. Secondly, *output indicators*, which are used to assess the performance of policies. Thirdly, *significant effects indicators*, which are used to assess the significant social, environmental and economic effects of policies. *Process targets* are used to monitor local development scheme delivery.

Contextual Indicators

- A3.9 The purpose of contextual indicators is to provide a backdrop against which to consider the effects of policies and inform the interpretation of output and significant effects indicators.

Output Indicators

- A3.10 The main purpose of output indicators is to measure quantifiable physical activities that are directly related to, and are a consequence of, the implementation of planning policies. The selection of output indicators will be guided by the key spatial and sustainability objectives of the local development framework.

(a) Core Output Indicators

Authorities are required to monitor a set of Local Development Framework core output indicators. As a consistent data source, the findings from these indicators can be used by regional planning bodies to build up a regional picture of spatial planning performance to inform the preparation of their annual monitoring reports. A detailed definition of LDF core indicators is set out by Government.

(b) Local Indicators

These should address the outputs of policies not covered by the Local Development Framework core output indicators. The choice of these indicators will vary according to particular local circumstances and issues. Data such as that collected for the Best Value Performance Plan is particularly relevant.

Significant Effects Indicators

- A3.11 Significant effects indicators are linked to the Sustainability Appraisal objectives and indicators. Monitoring significant effects will enable a comparison to be made between the predicted effects and the actual effects measured during implementation of the policies.

Process Targets

- A3.12 The AMR is the annual opportunity to review the milestones in the published Local Development Scheme (LDS) and consider whether they need amending. As the LDS is a three-year programme, it is reviewed and rolled forward in the AMR.

Management of the Performance Framework

- A3.13 The Core Strategy develops the strategies in the Broads Plan, the key strategic management plan for the Broads, and interprets and expresses these as spatial policies to guide land use and development in the Broads. The Broads Plan Advisory Group is a representative panel of partner organisations, established in 2004. It oversees the monitoring and assessment of the implementation of the Broads Plan and accompanying 5-year Action Plan, including the development of a set of key performance indicators. The Authority's Business Plan provides a framework for reviewing and prioritising actions in the 5-year Action Plan on an annual basis.
- A3.14 The Authority will continue to work with partner organisations to fully implement some policies. Where policies will be jointly implemented, this is stated in the table below. However, this will heavily depend on the timescales of partner organisations.
- A3.15 Planning policy is also scrutinised nationally through the system of Best Value Performance Plans, which also monitor implementation. The results feed into the AMR and into the Authority's Annual Report. A State of the Park Report, monitoring the 'state' of the (national) park, is prepared by each national park authority. The Broads Authority's State of the Park Report mirrors the research in the AMR, reporting trends and also monitoring other contextual indicators that will keep the evidence base informed.
- A3.16 The Authority also has a Broads Research and Advisory Panel (BRAP), which acts as an external peer review group on the research needs on issues relevant to the Broads.

Table A3.1: Implementation

Table A3.1 identifies which relevant plans and strategies and lead partners are responsible for the implementation and monitoring of policies.

Respecting the Environment and Cultural Assets

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.11, 4.12, 4.13, 4.15 of the vision)			
Illustrated on Key Diagram by: BA boundary, Conservation Areas, nature conservation areas			
Policy	Topic Heading	Implementation	Lead Partner
CS1 CS2	Landscape protection and enhancement	<p>Provision of greater guidance on specific areas through:</p> <ul style="list-style-type: none"> * Landscape Character Assessment 2007+ * Local Biodiversity Action Plan 2007/08 * Conservation Area appraisals and management plans 2006 - 2011 * Ecological network mapping * Cultural Heritage Strategy 2006 -08 <p>.</p> <p>Consider benefit of SPD on biodiversity 2008+</p> <p>Draft and Implement DC DPD policies to include:</p> <ul style="list-style-type: none"> Criteria against which landscape impact can be assessed, Criteria for removal of eyesores, Achievement of tranquillity especially from the water, Map zones of tranquillity temporally and spatially including along waterways – draw on CPRE maps of noise and night skies Ecological impact surveys <p>Plot specific landscape features on GIS & highlight on planning applications</p> <p>Keep under review need for landscape SPD</p> <p>Monitor and respond to Planning applications in adjacent districts which could have adverse landscape impacts or offer positive opportunities to improve landscape or biodiversity</p>	<p>BA / Natural England / Wildlife Trusts</p> <p>BA/ Norfolk Biodiversity partnership</p> <p>BA / English Heritage</p> <p>BA</p> <p>Landowners / developers / BA</p> <p>BA/ District LPAs/ County Councils</p>

Monitoring:	AMR and State of the Park report CPRE maps Ecological mapping	BA CPRE Norfolk Biodiversity Partnership
Indicators: Number and extent (ha) of designated sites for nature conservation % of SSSIs in favourable or recovering condition Total area and % of the Broads managed in line with the Authority's conservation objectives % land having marked changes inconsistent with Landscape character % of new homes built on previously developed land % conservation areas having marked changes inconsistent with an up to date character appraisal		

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10 and 4.11 of the vision)			
Illustrated on Key Diagram by: BA boundary, waterways network			
Policy	Topic Heading	Implementation	Lead Partner
CS3	The Navigation	LDFs of district councils upstream ensuring SUDs & adequate infrastructure for the water cycle in growth areas LDFs of Norwich and Great Yarmouth where the navigation passes through their urban areas ensuring access to the waters edge and maintenance of environmental quality Bridges to have adequate height & demasting areas. Broadland Flood Alleviation project Development Control	District Councils Highways Authorities Environment Agency BA
Monitoring:		State of the Park Report	BA Navigation Committee members
Indicators: % of navigable area compliant with waterways specifications			

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10 4.12, 4.13, 4.14, and 4.15 of the vision)

Illustrated on Key Diagram by: BA boundary – flood risk zones, hierarchy of visitor facilities, Conservation Areas

Policy	Topic Heading	Implementation	Lead Partner
CS4	Creation of new resources	<p>Consideration of planning applications & Development Control Policies DPD Keep under review need for Supplementary Planning Document to provide advice and guidance on design, & SPD on sustainable design Update of materials source list Specialist advice offered by BA Valley approach to management</p> <p>Broadland Catchment Flood Management Plan Broadland Flood Alleviation Project Environmental Stewardship BAPs & maps to identify potential links between fragmented areas of nature conservation interest / habitat corridors which can be achieved through planning decisions within and outside BA LPA area Implementation of ecological network</p> <p>Advice on crime reduction on planning applications</p>	<p>BA</p> <p>Environment Agency Natural England BA & District Councils</p> <p>Norfolk biodiversity partnership/ landowners/ district councils/ county constabularies</p>
Monitoring:		<p>Landscape Character Assessment Biodiversity mapping AMR & State of the Park Report</p>	<p>BA County Councils</p>
<p>Indicators: Quality audit, % on site sustainable energy % of SSSIs in favourable or recovering condition % land having marked changes inconsistent with Landscape character Use of sustainable &/or local materials Increase area of BAP habitats</p>			

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.13 and 4.14 of the vision)

Illustrated on Key Diagram by: BA boundary, Conservation Areas

Policy	Topic Heading	Implementation	Lead Partner
CS5 & CS6	Historic and Cultural Assets	<p>Consider Area Action Plans for individual Conservation Areas, most of which cross LPA boundaries</p> <p>Consider preparation of Supplementary Planning Document to support appropriate development</p> <p>Identify criteria for locally listing property and means of protection in DC policies and SPD</p> <p>DC policy to provide guidance on appropriate reuse of distinctive buildings taking into account sustainability, e.g. access in isolated areas, impact on local area as well as on the building itself.</p> <p>Identify criteria for assessing development proposals with archaeological value in DC policies</p> <p>Identify criteria for the protection, enhancement and preservation of areas of known archaeological value of both national and local importance through the cultural heritage strategy and DC policies.</p> <p>Agree criteria for assessing the importance of and recording of unknown archaeology and palaeo-environmental remains.</p>	<p>BA / District Councils English Heritage Town & Parish Councils Amenity societies</p> <p>Norfolk & Suffolk Councils archaeology services</p>
Monitoring:		<p>State of the Park Report, AMR CA management plans Sites and Monuments Register (including Norfolk Historic Environment Record)</p>	<p>BA /Norfolk Landscape Archaeology, Suffolk County Council</p>
<p>Indicators: % land having marked changes inconsistent with Landscape character % of listed buildings 'at risk' % of conservation areas with published management proposals % conservation areas with an up to date character appraisal Number of Conservation Areas; Number of Scheduled Ancient Monuments Design quality audits</p>			

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.12 and 4.15 of the vision)

Illustrated on Key Diagram by: BA boundary – flood risk zones, hierarchy of visitor facilities

Policy	Topic Heading	Implementation	Lead Partner
CS7	Environmental Protection	<p>Continuation of water quality partnership</p> <p>Development Control DPD policies to cover all aspects</p> <p>LDFs of LPAs upstream to avoid adverse impacts on water quality and quantity & inclusion of SUDs</p> <p>EA catchment management plans 2007 - 08 BFAP 2005 - 2021</p> <p>Joint studies eg water cycle study and SFRA 2007</p> <p>Investment in infrastructure through AMP bids, replacement of septic tanks, boats to have holding tanks & boatyards to provide pump out service</p> <p>Environmental Stewardship 2007+</p> <p>Encourage marine industry research</p>	<p>Constituent District Councils</p> <p>Waste authorities</p> <p>Utilities companies</p> <p>Environment Agency</p> <p>District councils</p> <p>Anglian Water/ landowners</p> <p>BMF</p> <p>Natural England</p> <p>BMF</p>
Monitoring:		<p>State of the Park Report and AMR</p> <p>Water Framework Directive – EA monitoring procedure</p>	<p>BA</p> <p>Water Quality Partnership</p> <p>Environment Agency</p>
<p>Indicators: % of Chemical River Quality Grade B or above (good or very good)</p> <p>% of Biological River Quality Grade B or above (good or very good)</p> <p>% of broads with good water quality</p> <p>CO2 emissions by sector tonnes (%):</p> <p>CO2 Emissions per capita (tonnes)</p> <p>Number of Air quality Management Areas</p>			

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.12 and 4.14 of the vision)

Illustrated on Key Diagram by: BA boundary – flood risk zones, hierarchy of visitor facilities.

Policy	Topic Heading	Implementation	Lead Partner
CS8	Response to Climate Change	Advice & guidance to developers on visitor travel policy and practice Guidance on Sustainable Design DC policies covering travel plans, energy, design, materials, low carbon footprint Research on future scenarios for the Broads and an adaptive strategy	National Trust /RSPB/ CA/ County Councils BA BA/ Broads Research Advisory Panel
Monitoring:		State of the Park Report, AMR Local Transport Plans	BA County Councils
Indicators: % of SSSIs in favourable or recovering condition CO2 emissions by sector tonnes (%): CO2 Emissions per capita (tonnes) % on site sustainable energy Use of sustainable &/or local materials			

Use and Enjoyment of Water and Land

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.11, 4.14 and 4.15 of the vision)

Illustrated on Key Diagram by: BA boundary, gateways & hierarchy of visitor facilities, tourism attractions, Conservation Areas, transportation networks, long distance footpaths.

Policy	Topic Heading	Implementation	Lead Partner
CS9 CS10 CS11 CS12	Sustainable Tourism	Actions from Tourism Strategy, including: Develop canoe & cycle hire network across Broads Implement priorities for angling & slipway strategy with interest groups Develop interpretation master plan 2007 Carry out detailed work on 10 sites (to be identified through the master plan) building on visitor hubs 2008+ DC policies giving guidance on facilities required	BA Broads Tourism Forum, tourism marketing agencies BA, developers

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.11, 4.14 and 4.15 of the vision)

Illustrated on Key Diagram by: BA boundary, gateways & hierarchy of visitor facilities, tourism attractions, Conservation Areas, transportation networks, long distance footpaths.

Policy	Topic Heading	Implementation	Lead Partner
		Encourage regeneration initiatives in adjoining communities including through LDFs and planning applications of adjoining districts	District councils, First East Norwich development partnership, Parish & town councils
		Develop valley approach to integrated management land and water including signposts to villages, rangers working with communities – phased approach Ant Valley 2006+, Yare valley 2008+ Enhancement projects	BA/ Natural England Parish & town councils
Monitoring:		State of the Park Report AMR Tourism economic impact modelling (STEAM)	BA Broads Tourism Forum, tourism marketing agencies
Indicators: Estimated no. of Visitor Days Estimated visitor spend Number of passengers on Broads Authority sustainable boat trips Transport by mode all weekday journeys % Traffic growth per annum Broads Area Total area and % of the Broads managed in line with the Authority's conservation objectives % land having marked changes inconsistent with Landscape character			

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.11, 4.12, 4.13, 4.14, and 4.15 of the vision)

Illustrated on Key Diagram by: BA boundary, hierarchy of visitor facilities, marine services, nature conservation areas

Policy	Topic Heading	Implementation	Lead Partner
CS13 CS14 CS15	Water space Management	Sediment Management Strategy 2006/07, implement action plan 2007+ Preparation of additional site management plans DC policies for bank protection	BA Special interest groups, Natural England

		DC policies in support of provision identified in Moorings strategy Implement moorings action plan 2006+ depending on resources and opportunities Working with BFAP & parish councils as opportunities arise through the programme LDFs of district councils upstream ensuring SUDs & adequate infrastructure for the water cycle in growth areas Valley and site management plans for large scale integration of functions and long term adaptation of people and wildlife to climate change 2006 - 2021	BA, landowners Environment Agency District Councils BA & all partners
Monitoring:		State of the Park Report, AMR Defra targets EA monitoring network	BA Natural England Environment Agency
<p>Indicators: % of SSSIs in favourable or recovering condition Length of frontage provided for public short term/overnight Length of navigable waterway % of Chemical River Quality Grade B or above (good or very good) % of Biological River Quality Grade B or above (good or very good) % of broads with good water quality Water Framework targets & indicators to be added once they are set (externally) = "good status" Habitats Directive indicators = favourable condition in SACs</p>			

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.11, and 4.14 of the vision)			
Illustrated on Key Diagram by: BA boundary, hierarchy of visitor facilities, transport infrastructure, long distance footpaths			
Policy	Topic Heading	Implementation	Lead Partner
CS16 CS17	Access and Transportation	DC DPD (requirement for travel plans) Development of objectives into action plan identifying priorities Slipway strategy /Angling strategy (needs to be responsive e.g. to saline intrusion which is causing pike to move upstream. 2007 - 2021 Local highway authorities / Local Transport Plans, Broads Area Transportation Strategy (LTP) PRoW Improvement Plans	BA Interest groups Suffolk and Norfolk County Councils .

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.11, and 4.14 of the vision)			
Illustrated on Key Diagram by: BA boundary, hierarchy of visitor facilities, transport infrastructure, long distance footpaths			
Policy	Topic Heading	Implementation	Lead Partner
		State of the Park Report, LTPs, PRoW plans	BA, Local Access Forum Suffolk and Norfolk County Councils
<p>Monitoring:</p> <p>Indicators: % Traffic growth per annum Broads Area Number of passengers on Broads Authority sustainable boat trips Length of path improved to allow easier access for those with disabilities Number of people killed or seriously injured in road traffic accidents % of footpaths/rights of way that are easy to use by the public % of land within the Broads open for public access Length of navigable waterway</p>			

Fostering Communities

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.11, and 4.14 of the vision)			
Illustrated on Key Diagram by: BA boundary – flood risk zones, hierarchy of visitor facilities, visitor attractions, transport networks			
Policy	Topic Heading	Implementation	Lead Partner
CS18 CS19 CS20 CS21	Rural Sustainability	<p>Analysis of SFRA alongside Sustainability Appraisal</p> <p>Development Control DPD with an accompanying Supplementary Planning Document (Flood risk & development)</p> <p>Advice to developers on floodrisk</p> <p>Encouragement of innovation</p> <p>Ensure full & adequate FRA</p> <p>Advice on need for additional staff and resources to police the area and from CCs on other infrastructure requirements.</p> <p>Investment in public & small scale transport infrastructure</p> <p>Investment in flood protection</p> <p>Policies in DC DPD for developer contributions</p>	<p>BA Environment Agency</p> <p>EA EA/BA /developers Norfolk and Suffolk Constabularies Norfolk and Suffolk County Councils Norfolk and Suffolk County Councils, developers Environment Agency BA</p>
		State of the Park Report, AMR, EA	BA
<p>Monitoring:</p> <p>Indicators: % land having marked changes inconsistent with Landscape character % of new homes built on previously developed land % Traffic growth per annum Broads Area No Properties at risk of flooding, % consents given contrary to EA advice.</p>			

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.11, 4.13 and 4.14 of the vision)			
Illustrated on Key Diagram by: BA boundary – flood risk zones, Hierarchy of visitor facilities, Marine services			
Policy	Topic Heading	Implementation	Lead Partner
CS22 & CS23	Economy	Regional Economic Strategy Shaping Norfolk's Future Supporting specialist skills training	EEDA NCC & SCC Heritage Lottery, trades associations BMF/BHBF Natural England
		Environmental Stewardship DC policies to protect sites & encourage uses	BA
Monitoring:		State of the Park Report Shaping Norfolk's Future Regional Economic Strategy	BA Norfolk County Council EEDA
Indicators: % Employment level, Total number of volunteer days spent on projects led and/or supported by the Broads Authority, hours spent on training schemes			

The Core Strategy policies below meet the Spatial Vision (as set out in paragraphs 4.10, 4.13 and 4.14 of the vision)			
Illustrated on Key Diagram by: BA boundary – flood risk zones, hierarchy of visitor facilities			
Policy	Topic Heading	Implementation	Lead Partner
CS24 & CS25	Residential Development and the Local Community	DC DPD (Planning agreements - S106 agreements, housing contributions) 2007/08 Housing needs assessments Identification of locations for provision of housing & community facilities in district areas Develop mechanism for housing contribution DC policies to protect facilities	BA Developers District Councils District Council LDFs Housing enablers/ District Councils BA
		Parish Plans 2006 - 2021	Parish Councils
Monitoring:		State of the Park Report, AMR	BA
Indicators: net loss/gain facilities % of new homes built on previously developed land % residential units for permanent market housing £ contribution to affordable homes			

Table A3.2 Performance Indicators by Issues

Table A3.2 lists the main performance indicators that will be used to monitor the effect of policies on addressing the key issues. These measures also relate to the significant effects indicators in the Sustainability Appraisal.

Issues to be addressed	Strategic Objectives	Core Strategy policies	Performance Indicators
Landscape			
1. Maintenance of tranquillity	SO1	1,9,18,23	Increase in the number or extent of nature conservation designated areas.
2. Protection of large scale landscape character	SO1	1,7,18	
3. Preserving local distinctiveness and character	SO1	1,4,5	Increase in the proportion of SSSIs in favourable or recovering condition
4. Protecting the landscape whilst allowing essential development	SO1	1,2,5,6,18	
5. Recognition of the varied landscape characteristics across the Broads area and their differing capacity to absorb change	SO1	1,4,13,18,25	Continue to meet the highest standard of Countryside Quality Counts and Landscape Character Assessments
Natural resources			
6. Protection of the natural resource	SO1 SO3	1,2,3,4,7,1,5	Improvement in ecological conditions of the Broads in line with annual targets
7. Balancing development with the conservation of the natural resource	SO1 SO3	1,2,8,11,13	
8. Implementation of enhancement	SO1 SO3	1,3,4,7	<p>Increase total area or % of fen in favourable ecological condition in line with annual targets</p> <p>Increase in total area or % of the Broads managed in line with the Authority's conservation objective in line with annual targets</p> <p>Increase in the proportion of rivers with good or very good biological water quality</p> <p>Increase in the proportion of rivers with good or very good chemical water quality</p> <p>Any increase in the number of Broads with good water quality</p>

Issues to be addressed	Strategic Objectives	Core Strategy policies	Performance Indicators
Management of the flood plain			
9. Addressing and planning for the impacts of sea level rise and climate change	SO3 SO5	4,7,13,20	Reduction in total CO2 emissions
10. Flood defence and the impacts of and opportunities under the Broadland Flood Alleviation Project (BFAP) and subsequent investment in flood management	SO2 SO3 SO5 SO11 SO12	2,3,4,13,15 20	Continue to meet all air pollution threshold limit values in the Broads Area under Air Quality Management Areas
11. The appropriate level and type of development within the flood plain in high-risk areas	SO1, SO9 SO2, SO11 SO5, SO12	7,11,20,23 24	
12. Reduction of greenhouse gas emissions	SO7	7,8	
Historic and cultural landscape			
13. Protection of the historic and cultural environments	SO1 SO4	1,5,6	Reduction in the proportion of listed buildings at risk in line with annual targets
14. Balancing development with the conservation of the historic and cultural environments	SO1 SO4	1,5,6,11,13	
15. Implementation of enhancement of the historic and cultural environments	SO1 SO4	1,5,6	Increase in the proportion of conservation areas with management proposals in line with annual targets
16. Promotion of development that is compatible with sustainability objectives and which would secure the future of historic buildings and maintain or enhance the historic and cultural environments	SO1 SO4	1,5,6,23	
Development, the economy and sustainable communities			
17. The regeneration of the local economy in general and the boat building and hire industry in particular	SO8 SO9 SO11	5,9,12,14 18,20,22,23	Increase in the total number of volunteer days spent on projects led and/or supported by the Broads Authority in line with annual targets
18. Addressing social inclusion and access	SO8	10,16,17,21, 22,25	
19. Supporting economic regeneration and sustainability	SO8 SO9 SO11	4,8,9,11,12 19,22	Increase in the number of community volunteer groups supported by the Broads Authority in line with annual

Issues to be addressed	Strategic Objectives	Core Strategy policies	Performance Indicators
20. Provision of community facilities and services	SO8	9,10,11,14 21,23,25	targets Increase in the number of visitor days Increase in the estimated visitor spend
Housing			
21. The provision of housing for local need	SO10	18,21,24	Increase in the proportion of new homes built on previously developed land in line with annual targets
22. The provision of housing to accommodate visitors	SO10	12, 23	
23. The provision of housing to accommodate workers within the rural areas	SO10	20,22,24	
24. The provision of affordable housing	SO10	21,24	
Tourism and recreation			
25. Diversification and extension of the tourism base in the Broads	SO6 SO8	6,9,10,11,12 13,22	Increase in the length of frontage provided for public short terms/overnight moorings in line with annual targets
26. Promotion of tourism development whilst protecting the Broads landscape and environment	SO1 SO2 SO6 SO8	1,2,4,5,9 11,12,17,18	
27. Making the existing tourism product more sustainable in environmental and economic terms	SO2 SO6 SO8	4,9,11,12,16 19	
28. Promotion of development which is compatible with sustainability objectives to support the boating industry	SO2 SO6 SO8	2,9,11,13,14 17,18,20,23	
Access and transport			
29. Protection and use of the Navigation	SO7	3,4,7,13,14 15,17,21	Increase in the proportion of footpaths/rights of way that are easy to use by the public in line with annual targets
30. Provision of transport infrastructure and Integration of modes of transport	SO7	8,10,11,14, 16,17,19,21	
31. Maintaining public rights of way	SO7	16,17	Increase in the number of passengers on Broads Authority sustainable boat trips in line with annual targets
32. Promoting alternative access to the Broads – e.g. cycle ways and footpaths	SO7	7,8,11,12,16 17	
33. Consideration of the needs of visitors, residents and businesses	SO7	11,16,17,18, 19,21,22	Increase in the length of path

Issues to be addressed	Strategic Objectives	Core Strategy policies	Performance Indicators
34. Seasonal congestion at visitor hotspots	SO7	11,16,17,19	<p>improved to allow easier access for those with disabilities in line with annual targets</p> <p>Increase in the % of land within the Broads open for public access in line with annual targets</p>
35. Isolation and relative inaccessibility	SO7	11,12,13,14,16,17,19	<p>Increase in the % navigable area compliant with waterways specifications</p> <p>Increase the % of footpaths/rights of way that are easy to use by the public in line with annual targets</p> <p>Increase in the % of weekday journeys by public transport</p> <p>Any reduction in the % traffic growth per annum</p> <p>Reduction in car ownership levels</p> <p>Any reduction in the % of weekday journeys by car</p> <p>Increase in the % of weekday journeys by cycling and walking</p>

Key Data Sources	website
English Nature	www.englishnature.gov.uk
Broads Authority <i>Broads Plan 2004; Annual Report</i>	www.broads-authority.gov.uk
Countryside Quality Counts Countryside Agency	www.countryside-quality-counts.org.uk
DEFRA	www.magic.gov.uk
Environment Agency	www.environment-agency.gov.uk
National Atmospheric Emissions Inventory Data Warehouse	www.naei.org.uk
Norfolk County Council and Suffolk County Council Local Transport Plans Norfolk CC Transport Monitoring Report 2005	www.norfolk.gov.uk www.suffolk.gov.uk
National Census	www.statistics.gov.uk

Table A3.3: Relationship between Issues to be addressed, Strategic Objectives and Core Strategy Policies

	Landscape					Natural Resources			Management of the Flood Plain				Historic & Cultural Landscape				Development, Economy Sustainable Communities				Housing				Tourism & Recreation				Access & Transport										
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35				
SO1	✓	✓	✓	✓	✓	✓	✓	✓			✓		✓	✓	✓	✓										✓													
SO2										✓	✓															✓	✓	✓											
SO3						✓	✓	✓	✓	✓																													
SO4													✓	✓	✓	✓																							
SO5									✓	✓	✓																												
SO6																									✓	✓	✓	✓											
SO7											✓																		✓	✓	✓	✓	✓	✓	✓	✓			
SO8																	✓	✓	✓	✓					✓	✓	✓	✓											
SO9											✓						✓		✓																				
SO10																					✓	✓	✓	✓															
SO11										✓	✓						✓		✓			✓	✓	✓	✓														
SO12										✓	✓																												
CS1	✓	✓	✓	✓	✓	✓	✓	✓					✓	✓	✓	✓										✓													
CS2				✓		✓	✓			✓																✓		✓											
CS3						✓		✓		✓																			✓										
CS4			✓		✓	✓		✓	✓										✓							✓	✓		✓										
CS5			✓	✓									✓	✓	✓	✓	✓									✓													
CS6				✓									✓	✓	✓	✓									✓														
CS7		✓				✓		✓	✓		✓	✓																	✓					✓					
CS8							✓				✓								✓											✓				✓					
CS9	✓																✓		✓	✓					✓	✓	✓	✓											
CS10																		✓		✓					✓	✓	✓	✓		✓									
CS11							✓			✓				✓					✓	✓					✓	✓	✓	✓		✓		✓	✓	✓	✓	✓	✓		
CS12																	✓		✓			✓			✓	✓	✓				✓					✓	✓		
CS13					✓		✓		✓	✓				✓											✓			✓	✓								✓	✓	
CS14										✓							✓			✓								✓	✓	✓								✓	✓
CS15						✓				✓																			✓										
CS16																		✓										✓					✓	✓	✓	✓	✓	✓	
CS17																		✓								✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	
CS18	✓	✓		✓	✓												✓				✓					✓		✓								✓	✓		
CS19																			✓									✓							✓	✓	✓		

	Landscape					Natural Resources			Management of the Flood Plain				Historic & Cultural Landscape				Development, Economy Sustainable Communities				Housing				Tourism & Recreation				Access & Transport						
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35
CS20									✓	✓	✓						✓							✓				✓							
CS21																		✓		✓	✓			✓					✓	✓				✓	
CS22																	✓	✓	✓					✓			✓								✓
CS23	✓										✓					✓	✓			✓		✓						✓							
CS24											✓										✓		✓	✓											
CS25					✓													✓		✓															
CS26																																			
CS27																																			

Issues

Landscape

1. Maintenance of tranquillity
2. Protection of large scale landscape character
3. Preserving local distinctiveness and character
4. Protecting the landscape whilst allowing essential development
5. Recognition of the varied landscape characteristics across the Broads area and their differing capacity to absorb change

Natural resources

6. Protection of the natural resource
7. Balancing development with the conservation of the natural resource
8. Implementation of enhancement

Management of the flood plain

9. Addressing and planning for the impacts of sea level rise and climate change
10. Flood defence and the impacts of and opportunities under the Broads Flood Alleviation Project (BFAP) and subsequent investment in flood management
11. The appropriate level and type of development within the flood plain in high-risk areas
12. Reduction of greenhouse gas emissions

Historic and cultural landscape

13. Protection of the historic and cultural environments
14. Balancing development with the conservation of the historic and cultural environments
15. Implementation of enhancement of the historic and cultural environments
16. Promotion of development that is compatible with sustainability objectives and which would secure the future of historic buildings and maintain or enhance the historic and cultural environments

Development, the economy and sustainable communities

17. The regeneration of the local economy in general and the boat building and hire industry in particular
18. Addressing social inclusion and access
19. Supporting economic regeneration and sustainability
20. Provision of community facilities and services

Housing

21. The provision of housing for local need
22. The provision of housing to accommodate visitors
23. The provision of housing to accommodate workers within the rural areas
24. The provision of affordable housing

Tourism and recreation

25. Diversification and extension of the tourism base in the Broads
26. Promotion of tourism development whilst protecting the Broads landscape and environment
27. Making the existing tourism product more sustainable in environmental and economic terms
28. Promotion of development which is compatible with sustainability objectives to support the boating industry

Access and transport

29. Protection and use of the navigation
30. Provision of transport infrastructure and Integration of modes of transport
31. Maintaining public rights of way
32. Promoting alternative access to the Broads – e.g. cycle ways and footpaths
33. Consideration of the needs of visitors, residents and businesses
34. Seasonal congestion at visitor hotspots
35. Isolation and relative inaccessibility

APPENDIX 4: Core Strategy policy list

Respecting the Environment and Cultural Assets

Landscape protection and enhancement

Policy**CS 1**

Development and changes in land use / management must ensure that all aspects of the environmental and cultural assets of the Broads' distinctive landscape are protected, enhanced and restored.

Proposals should ensure opportunities for positive impacts on the following core assets have been addressed and adverse impacts avoided:

- (i) The defining and distinctive qualities of the varied landscape character areas formed by the built and natural environment;
- (ii) Tranquillity and wildness as part of the Broads experience;
- (iii) The value and integrity of nature conservation interest; and
- (iv) The character, appearance and integrity of the historic and cultural environment.

Opportunities to mitigate the visual impact of currently intrusive features should be sought.

Policy**CS2**

In the interpretation and implementation of the Core Strategy policies, full regard will be taken of the objectives of European and national nature conservation designations, and adverse effects avoided.

The Navigation

Policy**CS3**

Navigable water space will be protected and enhanced through:

- (i) The design of flood alleviation/protection projects; and
- (ii) Avoiding development and changes in land management which are detrimental to its use.

Creation of new resources

Policy**CS4**

The Broads landscape is partly man-made and is constantly changing. There will continue to be opportunities to create new environmental and cultural assets on any scale of development and these will be sought where they:

- (i) Create new high quality land and water-based landscapes which reflect the essential Broads characteristics, offering biodiversity gains through habitat creation and opportunities to improve facilities for navigation and recreation;
- (ii) Improve the quality of the built environment;
- (iii) Involve, for all new developments, good quality design, the use of sustainable construction methods and the use of locally sourced materials;
- (iv) Incorporate crime reduction measures in line with “Secured by Design”;
- (v) Protect, maintain and enhance the nature conservation value of the Broads, paying attention to habitats and species;
- (vi) Contribute to ecological networks and create habitat corridors, especially linking fragmented habitats of high wildlife value; and
- (vii) Encourage and facilitate the development of alternative and more sustainable solutions to flood risk and alleviation, taking into account the likely changes as a consequence of climate change.

Historic and Cultural Environments

Policy

CS5

Key buildings, structures and features which contribute to the Broads’ character and distinctiveness will be protected from inappropriate development or change, and enhancements which maintain the overall cultural heritage value of an area will be encouraged through:

- (i) The identification of locally important assets and their context through the cultural heritage strategy and the Landscape Character Assessment and by applicants in their design statements;
- (ii) The revision of the statutory list and the preparation and adoption of a local list published in a Supplementary Planning Document;
- (iii) The repair and appropriate re-use of buildings and structures of historic, architectural, cultural or landscape value where the repair and/or use would not be detrimental to the character, appearance or integrity of the building or structure, its context or setting; and
- (iv) Encouraging the highest standard of design to protect existing assets and add to the future cultural heritage value of the locality.

Policy

CS6

The archaeology of the Broads will be better understood, protected and enhanced by:

- (i) Protecting existing archaeology from inappropriate development or change;

- (ii) Raising awareness of potential archaeology through the identification of likely sites/finds;
- (iii) The adoption of methodology and procedures for the notification, recording and interpretation of unanticipated finds; and
- (iv) Encouraging the interpretation of archaeology.

Environmental protection

Policy

CS7 The environment will be protected and enhanced by ensuring all development addresses impacts on air quality, water quality, water resources and waste. Opportunities should be sought for incorporating measures to achieve resource efficiency, for re-use and recycling.

The Authority will seek their sustainable management and use by working with local authorities, Natural England, the Environment Agency, water companies, Internal Drainage Boards and landowners on land-use and water issues.

Response to Climate change

Policy

CS8 Contributions to climate change arising from development will be minimised by means of a reduction of greenhouse gas emissions. Potential impacts will be identified and assessed by developers and measures taken including:

- (i) Implementing green travel plans;
- (ii) Incorporating small-scale renewable energy technologies into development; and
- (iii) Using sustainable design principles that achieve energy efficiency throughout the development's lifecycle.

The Use and Enjoyment of Water and Land

Sustainable Tourism

Policy

CS9 The tourism base in the Broads will be supported, widened and strengthened by:

- (i) Encouraging a network of tourism and recreational facilities throughout the system and protecting against the loss of existing services;
- (ii) Protecting waterside employment sites to contribute to the local economy;
- (iii) Incorporating employment uses in new schemes;

- (iv) Supporting diversification of tourism where economically and environmentally sustainable; and
- (v) Promoting low-impact tourism.

Policy

CS10 Gateways and entrances between the Broads and settlements will be created and those already existing will be enhanced.

Policy

CS11 Tourism and recreational development will be directed to appropriate locations which have the necessary infrastructure and facilities to support such development by:

- (i) Identifying criteria for broad areas to ensure a network of facilities, to achieve a hierarchy from high-density comprehensive provision through to low key support facilities; and
- (ii) Requiring adequate levels and types of infrastructure and facilities to support development taking into account factors such as accessibility, water quality, sewer capacity, seasonal impacts.

Policy

CS12 Additional holiday accommodation will be situated in sustainable locations to achieve a variety of types of facility, support for long distance (walking/ cycling/ boating) routes, and continuing income to local businesses, and be sited and designed in order to protect and enhance the special features and character of the Broads.

Water Space Management

Policy

CS13 The water space will be managed in a strategic, integrated way and navigation and conservation interests will be maintained and enhanced.

Site management plans for key broads will be developed and implemented and opportunities for the extension or creation of navigable/recreational water space will be promoted, consistent with natural or cultural heritage conservation interests and other Broads' purposes.

Policy

CS14 The provision of a range of additional short and long-term visitor moorings will be encouraged in order to ensure that visitor moorings are available in appropriate locations and where they are most needed, where they contribute to the management of a safe and attractive waterway, and in settlements where services and facilities are available.

Policy

CS15 Adequate water depths will be maintained for safe navigation, and the disposal of dredged and cut material will be carried out in ways that mitigate unavoidable adverse impacts on the environment. Beneficial use of dredgings will be encouraged. Opportunities for the disposal of dredged materials to enable the management of the navigation will be sought and promoted in line with the Sediment Management Strategy. Control of sediment input from surrounding land, highways and river banks will be considered in development proposals.

Access and Transportation**Policy**

CS16 Improvements to transportation to, and to access facilities within the Broads will be sought in a manner and at a level which is compatible with sustainability objectives.

Integration between alternative modes of transport will be sought to encourage visitors to arrive and travel within the Broads via sustainable modes of transport.

Within the area particular improvements required include:

- (i) The improvement of access to and views of the waterside by the introduction of additional footpaths and cycle ways;
- (ii) The promotion of access to enjoy the built, historic and cultural landscape; and
- (iii) The creation of links from settlements.

Policy

CS17 Safe recreational access to both land and water and between the water's edge and the water will be protected and improved through:

- (i) Developing the Public Rights of Way (PRoW) network in line with the recommendations of the Norfolk and Suffolk Rights of Way Improvement Plans;
- (ii) Developing access to designated open country;
- (iii) Identifying and safeguarding potential crossing points of land and water;
- (iv) Protecting and improving staithe and slipways;
- (v) Creating new access to the waterside by boat (where there is good road access and provision for parking);
- (vi) Improving and maintaining launching facilities for small craft;

- (vii) Protecting and creating waterside spaces for informal recreation;
- (viii) Incorporating appropriate measures for disabled people.

Fostering Communities

Rural Sustainability

Policy

CS18 Development will be located to protect the countryside from inappropriate uses to achieve sustainable patterns of development, by concentrating development in locations:

- (i) With local facilities;
- (ii) With high levels of accessibility; and
- (iii) Where previously developed land is utilised.

Policy

CS19 Where development seeks to attract more than a small-scale or local level of visitors, it must be accessible by means other than the private car, be located at strategic positions throughout the area where it can be accessed by water and land, and be linked to settlements.

Policy

CS20 Development within the Environment Agency's flood risk zones will only be acceptable when it:

- (i) Is compatible with national policy and when the sequential test and the exception test, where applicable, as set out in PPS25, have been satisfied;
- (ii) Is demonstrated that it is necessary to support the social and economic needs of the local community;
- (iii) Would not increase flood risk elsewhere; and
- (iv) Would not affect the ability for future flood alleviation projects to be undertaken.

Policy

CS21 Developer contributions and management agreements will be sought if deemed necessary to deliver the policies/objectives in the Core Strategy and for the provision of infrastructure via planning obligations and/or conditions.

Economy

Policy

CS22

In order to support and strengthen the local and rural economy, sites and properties in employment uses will be protected from redevelopment resulting in a loss of employment, by:

- (i) Supporting and promoting appropriate diversification, subject to there being no consequent adverse local impacts;
- (ii) Strengthening a skilled workforce in the marine and tourism industries and in specialist craft skills on which the distinctive character of the Broads relies; and
- (iii) Supporting and promoting employment in nature conservation.

Policy

CS23

A network of waterside sites will be maintained throughout the system in employment use, providing:

- (i) boating support services;
- (ii) provision of visitor facilities;
- (iii) access to the water;
- (iv) wider infrastructure to support tourism;
- (v) recreational facilities; and
- (vi) community facilities.

Limited redevelopment of boatyards and other waterside employment sites for tourism or leisure-based operations will be permitted, subject to retention of a network of boating services and to the use for employment purposes of the major part of the sites.

Residential Development and the Local Community

Policy

CS24

In order to promote sustainable patterns of development and protect the rural nature of the Broads, new permanent open market residential development will only be acceptable within settlements, compatible with rural sustainability.

Housing will only be permitted outside settlements where it is necessary, and subsequently retained, in connection with agricultural, forestry, tourism or leisure operations or to provide affordable housing where local need has been demonstrated in District Councils' or local housing needs surveys.

A contribution from housing development – both new and conversions, permanent and holiday (second homes) - towards the provision of affordable housing will be sought.

Policy

CS25 New community facilities will be supported where there is a proven need identified and location within the Broads is fully justified.

APPENDIX 5: Key Diagram and accompanying maps

The Core Strategy is accompanied by a key diagram and several other factual maps:

Map 1: Sites of Special Scientific Interest and National Nature Reserves

Map 2: Sites of Special Scientific Interest that are also of European importance

Map 3: Conservation Areas

Map 4: Flood Risk Map

The Key Diagram