

Planning Committee

01 April 2022

Agenda item number 10

Local Plan - bite size pieces - April

Report by Planning Policy Officer

Summary

The review of the Local Plan for the Broads is underway. This report introduces some sections of the emerging draft Issues and Options stage of the Local Plan. These sections cover the topics of marketing and development boundaries. The Development Boundary Topic Paper is also introduced.

Recommendation

Members' thoughts and comments on the draft sections are requested. Members are recommended to endorse the Development Boundary Topic Paper.

1. Introduction

- 1.1. The review of the Local Plan for the Broads is underway. The first document produced as part of the review of the Local Plan will be an Issues and Options consultation. As well as advertising that we are reviewing the Local Plan, this stage identifies some issues and related options and seeks comments. Responses will inform the subsequent stages of the Local Plan.
- 1.2. This report introduces bite size pieces of the Issues and Options. Members will of course be presented with the final draft version of the Issues and Options to endorse it for consultation at a later Planning Committee.
- 1.3. The bite size pieces are attached as appendices to this report. Members' views on these reports/draft sections of the Issues and Options are welcomed.

Author: Natalie Beal

Date of report: 22 March 2022

Appendix 1: Marketing

Appendix 2: Development boundaries – section of the Issues and Options

Appendix 3: Development Boundary Topic Paper - covering note

Appendix 4: Development Boundary Topic Paper



**Local Plan for the Broads - Review
Issues and options bitesize pieces
March 2022**

Marketing

The following is one of the draft sections of the Issues and Options. It relates to marketing. Members' thoughts are welcomed as we finalise this section of the Issues and Options.

1. Introduction

Sometimes people want to change the use or redevelop the site. What they want to do may not necessarily be supported by policies.

2. Issue

We currently require applicants to market the site/property for a sustained period of 12 months. Some people think this time period is too long.

3. What some other Local Planning Authorities require

The table below shows the period used by our six districts and some National Parks. As you can see, the time period is similar, although some are longer and some are shorter.

Local Planning Authority	Policy and Time period	Document/policy
Broadland Council	<ul style="list-style-type: none">• Policy E2 – retention of employment sites – 12 months.• Policy CSU2 – Loss of community facilities or local services - 12-month marketing period.	Development Management DPD (2015)
South Norfolk	<ul style="list-style-type: none">• Policy DM 2.2 Protection of employment sites – evidence not viable and at least 6 months active professional marketing.• Policy DM 3.16 Improving the level of community facilities – 6 months.	Development Management DPD (2015)
North Norfolk	<ul style="list-style-type: none">• Policy E 3 - Employment Development Outside of Employment Areas - 12 months• Policy HC 3 - Provision & Retention of Local Facilities – 12 months	Emerging new Local Plan
East Suffolk	<ul style="list-style-type: none">• Policy WLP8.12 – Existing Employment Areas – 12 months.• Policy WLP8.3 – Self Build and Custom Build – 12 months.	Waveney Local Plan (2019)

Local Planning Authority	Policy and Time period	Document/policy
	<ul style="list-style-type: none"> • Policy WLP8.17 – Existing Tourist Accommodation - 12 months. • Policy WLP8.22 – Built Community Services and Facilities -12 months. 	
Great Yarmouth	<ul style="list-style-type: none"> • Policy CS6 – Supporting the local economy - Employment – 18 months (although the Local Plan part 2 says a shorter period could be considered with justification). • Community facilitates – the Core Strategy says ‘thorough’ but no timescale but policy C1: Community facilities of the Local Plan part 2 refers to change of use, 12 months • Policy H6 - Retention and removal of existing occupationally restricted rural dwellings – 12 months • Policy L1: Holiday accommodation areas – change of use of holiday accommodation - one year 	Core Strategy Local Plan and Local Plan Part 2 (2021)
Norwich City	<ul style="list-style-type: none"> • Policy DM20 - Managing change in the primary and secondary retail areas and Large District Centres – 9 months • Policy DM22 - Provision and enhancement of community facilities - 9 months 	Development Management DPD (2015)
Exmoor National Park	<ul style="list-style-type: none"> • HC-D19 Safeguarding Local Commercial Services • and Community Facilities - 12 months. • SE-D2 Safeguarding Existing Employment Land and Buildings - 12 months. • RT-D3 Safeguarding Serviced Accommodation - 12 months. • HC-D12 Replacement of Rural Workers • Occupancy Conditions – 12 months 	Local Plan (2017)
Peak district	<ul style="list-style-type: none"> • DMS2 Change of use of shops, community services and facilities - 12 months. • DME4 Change of use of non-safeguarded, unoccupied or under-occupied employment sites in Core Strategy policy DS1 settlements – 12 months 	Development Management Document (2019)

Local Planning Authority	Policy and Time period	Document/policy
Dartmoor	<ul style="list-style-type: none"> • Policy 3.9 Rural Workers' Housing – 12 months • Strategic Policy 2.8 Conservation of historic non-residential buildings in the • Open countryside – 6 months • Strategic Policy 5.3 Protecting Active Uses in Dartmoor's Settlements - Retail – 12 months • Policy 5.5 Tourist accommodation – 12 months 	Local Plan (2021)

Question: What are your thoughts about the 12-month marketing period? Why do you think this? What evidence do you have to support your view?



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Development Boundaries

The following is one of the draft sections of the Issues and Options. It relates to development boundaries. Members' thoughts are welcomed as we finalise this section of the Issues and Options.

1. Introduction

The purpose of a development boundary is to consolidate development around existing built-up communities where there is a clearly defined settlement where further development, if properly designed and constructed, would not be incongruous or intrusive because of the size of the settlement. Development Boundaries have twin objectives of focusing the majority of development towards existing settlements whilst simultaneously protecting the surrounding countryside.

The Local Plan for the Broads currently has four areas where there are development boundaries.

- a) Horning
- b) Oulton Broad
- c) Thorpe St Andrew
- d) Wroxham and Hoveton

The current development boundaries are shown on maps that can be found [here](#).

Do you have any comments on the current [development boundaries](#) as they are drawn now?

2. The Settlement Study (2022)

All settlements which have a significant number of dwellings within the Broads Authority area were assessed for their suitability for a development boundary. You can see the study here: [Local Plan for the Broads \(broads-authority.gov.uk\)](https://broads-authority.gov.uk).

The study identifies the settlements that score highest in the assessment, and therefore have best access to services and facilities and therefore seem to be the best places to direct development.

Do you have any comments on the Settlement Study?

3. Development boundaries in the New Local Plan

We have looked into each of the highest scoring settlements to further assess the suitability of the settlements for development boundaries. The Development Boundaries Topic Paper can be

found here *<Planning Committee Members, the Development Boundaries Topic Paper is on the agenda at the March 2022 Planning Committee>.*

To summarise each of the highest scoring settlements listed above, see the following table:

Do you have any comments on the Development Boundary Topic Paper?

4. Development boundaries in the new Local Plan

We are minded at this stage to roll forward the four current development boundaries. We wonder if you have any thoughts on other settlements that could have development boundaries, considering the information in the Development Boundary Topic Paper.

Do you have any suggestions for other development boundaries in the Broads? Please explain your suggestion.

5. The option of not having development boundaries

We would like to take this opportunity to hear what you think about the option of not having development boundaries, but instead having certain criteria to guide the location of development boundaries.

What are your thoughts about not having development boundaries?



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Development Boundaries Topic Paper – covering note

This is not a part of the Issues and Options; this paper introduces a completed piece of evidence base.

1. Introduction

Similar to what we did for the current Local Plan, we have assessed the settlements that are in/partly in the Broads. We note down what facilities or services are where. The main aim of this is to inform and justify the development boundaries.

2. The Topic Paper

This version of the Topic Paper is intended to support the Issues and Options version of the Local Plan. It sets out a broad description of some settlements that are in the Broads, but does not currently propose or seek to justify a development boundary or not for those settlements. Once the consultation responses on the issue of development boundaries has been received, we will take those on board as we produce the next version of the Topic Paper which will inform the Preferred Options version of the Local Plan. Proposals for development boundaries will be included in that version of the Local Plan.

3. Current Development Boundaries

There are currently four areas in the Broads Executive Area that have Development Boundaries. These are detailed in Policy DM35: Residential development within defined Development Boundaries and are shown on the [adopted policies maps](#). The four areas are:

- A. Horning
- B. Wroxham and Hoveton
- C. Oulton Broad
- D. Thorpe St Andrew

4. Settlement Study

This Topic Paper builds on the information gathered in the Settlement Study, which came before Planning Committee in March 2022.

5. Engagement to date

When producing the Development Boundaries Topic Paper, we engaged with Anglian Water Services, Environment Agency, Norfolk and Suffolk County Councils, as well as Officers at the Broads Authority.

6. Recommendation

It is recommended that Planning Committee, subject to any comments, endorse the Development Boundary Topic Paper as evidence to support the Local Plan for the Broads.

Development Boundaries Topic Paper

March 2022

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1. Introduction

The purpose of a development boundary is to consolidate development around existing built-up communities where there is a clearly defined settlement where further development, if properly designed and constructed, would not be incongruous or intrusive because of the size of the settlement. Development Boundaries have twin objectives of focusing the majority of development towards existing settlements whilst simultaneously protecting the surrounding countryside.

There are currently four areas in the Broads Executive Area that have Development Boundaries. These are detailed in Policy DM35: Residential development within defined Development Boundaries in the adopted Local Plan for the Broads (2019) and are shown on the [adopted policies maps](#). The four areas are:

- A. Horning
- B. Wroxham and Hoveton
- C. Oulton Broad
- D. Thorpe St Andrew

This version of the Topic Paper is intended to support the Issues and Options version of the Local Plan. It sets out a broad description of some settlements that are in the Broads, but does not currently propose or seek to justify a development boundary or not for those settlements. Once the consultation responses on the issue of development boundaries has

been received, we will take those on board as we produce the next version of the Topic Paper which will inform the Preferred Options version of the Local Plan. Proposals for development boundaries will be included in that version of the Local Plan.

2. The Settlement Study

The Settlement Study¹, completed throughout 2021/22, sets out the methodology for assessing if settlements have good access to facilities and services. This study scored settlements according to access to schools and shops for example. The settlements included in Section 3 were assessed as having the best access to services and facilities. Those highlighted in green already have development boundaries as discussed previously. It is important to note that just because a settlement may be sustainable in terms of the facilities and services nearby, it does not automatically follow that it should have a development boundary (or indeed development) as there may be on-site or local issues that would indicate a development boundary is not appropriate.

¹ Can be found here: [Local Plan for the Broads \(broads-authority.gov.uk\)](https://broads-authority.gov.uk)

3. Settlements in the Broads and the potential for Development Boundaries

The following table includes a summary of the built-up area in the Broads part of those settlements. Stakeholders' comments were also sought. See Appendix 1. Maps of the built-up areas of these settlements in the Broads, with some other spatial information such as flood risk and neighbouring development boundaries is also included at Appendix 2.

Settlement	District/Borough	Place in District's Settlement Hierarchy.	Commentary of built up area in the Broads
Norwich City	Norwich	City	The Broads part of Norwich is the river only as it flows through the centre of the City. But to the east, there are some built up areas. Cremorne Lane for example is an area of housing. The Utilities Site is an area of brownfield land that is allocated for mixed use in the current local plan. Close/adjoining the main settlement. Limited impact from flood risk.
Great Yarmouth	Great Yarmouth Borough	Main town	There are some dwellings on Riverwalk, to the south of Bure Park, near to the permission for dwellings and residential moorings. To the north of Gapton Hall Retail Park is some more urban uses, more industrial. Close/adjoining the main settlement. Seems all of the Broads part is at risk of flooding.
Beccles	Waveney	Market Town	To the east of the River Waveney are some dwellings, hotel and the Lido. There is also Hipperson's Boatyard and the Morrisons supermarket and fuel station. Close/adjoining the main settlement. Nearer to the road, no risk of flooding, but nearer to the water, flood risk. The incremental impacts of even small-scale developments or activities can ultimately have cumulative adverse effects on the local landscape character
Thorpe St Andrew	Broadland	Fringe Parish	There are areas of housing and pubs. There are development boundaries in place already. Close/adjoining the main settlement.

Settlement	District/Borough	Place in District's Settlement Hierarchy.	Commentary of built up area in the Broads
			Some of the area at risk of flooding. No obvious changes to the existing development boundary.
Loddon	South Norfolk	Key Service Centre	There are some dwellings along Mill Road and Pyes Mill Road, but these are some distance from the main area of Loddon. There is also the Loddon Boatyard. Other than the boatyard, Mill Road and Pyes Mill Road tends not to be at risk of flooding.
Oulton Broad	Waveney	Main Town	There are areas of housing and pubs and shops. There are development boundaries in place already. The scheme at the former Pegasus boatyard site has permission. Close/adjoining the main settlement. Some of the area at risk of flooding. No obvious changes to the existing development boundary.
Hoveton	North Norfolk	Small Growth Town	There are areas of housing, shops, boatyards and pubs. There are development boundaries in place already. There is also an allocation on Station Road in the current Local Plan. Close/adjoining the main settlement. Some of the area at risk of flooding. No obvious changes to the existing development boundary.
Brundall	Broadland	Key Service Centre	Boatyards and residential to the south of the railway. Entire areas subject to policies in the Local Plan already. Over the railway from the main settlement. Most of the riverside area is at risk of flooding. Access issues due to level crossing and width and alignment of Station Road.
Bungay	Waveney	Service Centre	Built up areas to the south of the River Waveney, especially along Bridge Street. Close/adjoining the main settlement. Development likely to have adverse effects on landscape character.
Wroxham	Broadland	Key Service Centre	There are areas of housing, shops, boatyards and pubs. There are development boundaries in place already. Close/adjoining the main

Settlement	District/Borough	Place in District's Settlement Hierarchy.	Commentary of built up area in the Broads
			settlement. Some of the area at risk of flooding. No obvious changes to the existing development boundary.
Trowse with Newton	South Norfolk	Fringe Parish	Ski centre, campsite and a few dwellings along Whitlingham Lane somewhat separated from the main settlement. Flood risk to the west of the Lane. No obvious extensions to the neighbouring LPA's settlement boundary.
Coltishall	Broadland	Village cluster	Dwellings and pubs along Anchor Street and Wroxham Road somewhat separated from the main settlement. Tends to be limited flood risk away from the river. Quite sensitive having a conservation area etc.
Reedham	Broadland	Village cluster	Dwellings, pubs and retail along the Riverside. Close/adjoining the main settlement. Some flood risk mainly up to the road itself. Visual impacts of built development could detract from the perceived naturalness and tranquillity of the area
Ditchingham Dam	Waveney	Open Countryside	North of the River Waveney, with some dwellings and business park. Over the river from the main settlement of Bungay. Most the area at risk of flood zone 2.
Ditchingham	South Norfolk	Village cluster	Ditchingham Maltings development, with some other dwellings near the Yarmouth Road/Ditchingham Dam roundabout. Also, sports facilities. Over the A143 from the main settlement. Limited flood risk issue – flood zone 2 if there is a risk.
Chedgrave	South Norfolk	Key Service Centre	Dwellings and boatyards to the north of the River Chet, and off Wherry Close. Close/adjoining the main settlement. Flood risk an issue for most of the built-up area.
Horning	North Norfolk	Small growth village	There are areas of housing, shops, boatyards and pubs. There are development boundaries in place already close/adjoining the main settlement. Some of the area at risk of flooding. No obvious changes

Settlement	District/Borough	Place in District's Settlement Hierarchy.	Commentary of built up area in the Broads
			to the existing development boundary. Capacity issues at Horning Water Recycling Centre a constraint.
Stalham Staithe	North Norfolk	Small Growth Town	There are areas of housing, shops, boatyards and pubs. Over the A149 from the main settlement. Some flood risk nearer the boatyard/river. Proximity of A149, settlement and large boatyards make this area less sensitive. Policy STA1 includes some landscape requirements which would help safeguard landscape character.
Ludham	North Norfolk	Large Growth Villages	Some boatyards and dwellings around Womack Water. Away from the main settlement. Most of the built-up areas are at risk of flooding. Womack water has special qualities which would be vulnerable to further development
Cantley	Broadland	Village cluster	Some dwellings along Station Road which are close/adjoining the main settlement as well as the Sugar Beat Factory. Parts of Station Road and parts of the factory not at risk of flooding.
Filby	Great Yarmouth	Secondary Village	Dwellings and pubs to the west of Thrigby Road. Generally, the settlement is linear in nature. Generally, nearer the road, no flood risk, but nearer the Broad, tends to be at risk of flooding.

4. Next Steps

The issue of development boundaries will be included in the Issues and Options version of the Local Plan to gauge the thoughts of the wider community and stakeholders. Comments will be assessed and proposed development boundaries will be included in the Preferred Options version of the Local Plan. This Topic Paper will be updated to reflect comments received as part of the Issues and Options consultation.

Appendix 1: Short technical consultation

In February/March 2022, some stakeholders were sent the table as set out in Section 3 for comments. These stakeholders were Anglia Water Services, Environment Agency, Norfolk and Suffolk Councils. Comments were also received from Broads Authority Officers.

The following comments were received and have been weaved into an amended Section 3.

Suffolk County Council

- **Archaeology:** We would not have any objection to the proposed development boundary, although potential developments may require archaeological investigation - most likely as mitigation secured through conditions on any consent although depending on the scale, nature and location of the development, historic features may be affected by individual development proposals, and SCCAS would be happy to advise on the scope of desk-based assessment in the first instance. The area of the development boundary at Oulton Broad includes sites and features of WW2 and post-medieval date in particular (see [Map - Suffolk Heritage Explorer](#)). The Broad itself is probably the remnant of a medieval turbary. There may also be peat deposits surviving and for this geoarchaeological work may be appropriate – peat deposits have the potential for waterlogged remains and environmental remains that allow reconstruction of changing environments over the long term. There may be cases where the Marine Management Organisation has jurisdictional boundary in some areas of the broads, who are advised by Historic England.
- **Flood and water:** content with the current commentary on flooding and have no substantive comments to make.

Landscape Architect

- **Beccles** – Open areas around Beccles are subjected to pressures from different settlement fringe type development which potentially can erode the traditional pastoral landscape of the marshland. The incremental impacts of even small-scale developments or activities can ultimately have cumulative adverse effects on the local landscape character. Development boundary likely to be inappropriate.
- **Brundall** – Development boundary is likely to be inappropriate.
- **Bungay/Ditchingham Dam** - Development likely to have adverse effects on landscape character. Visual impacts of built development and infrastructure around of Bungay allied to the leisure/holiday developments within the area tend to detract from the perceived naturalness of the area. As for Beccles, open areas around Bungay/Ditchingham are subjected to pressures from different settlement fringe type development, the incremental impacts of which can ultimately have cumulative adverse

effects on the local landscape character. Development boundary is likely to be inappropriate.

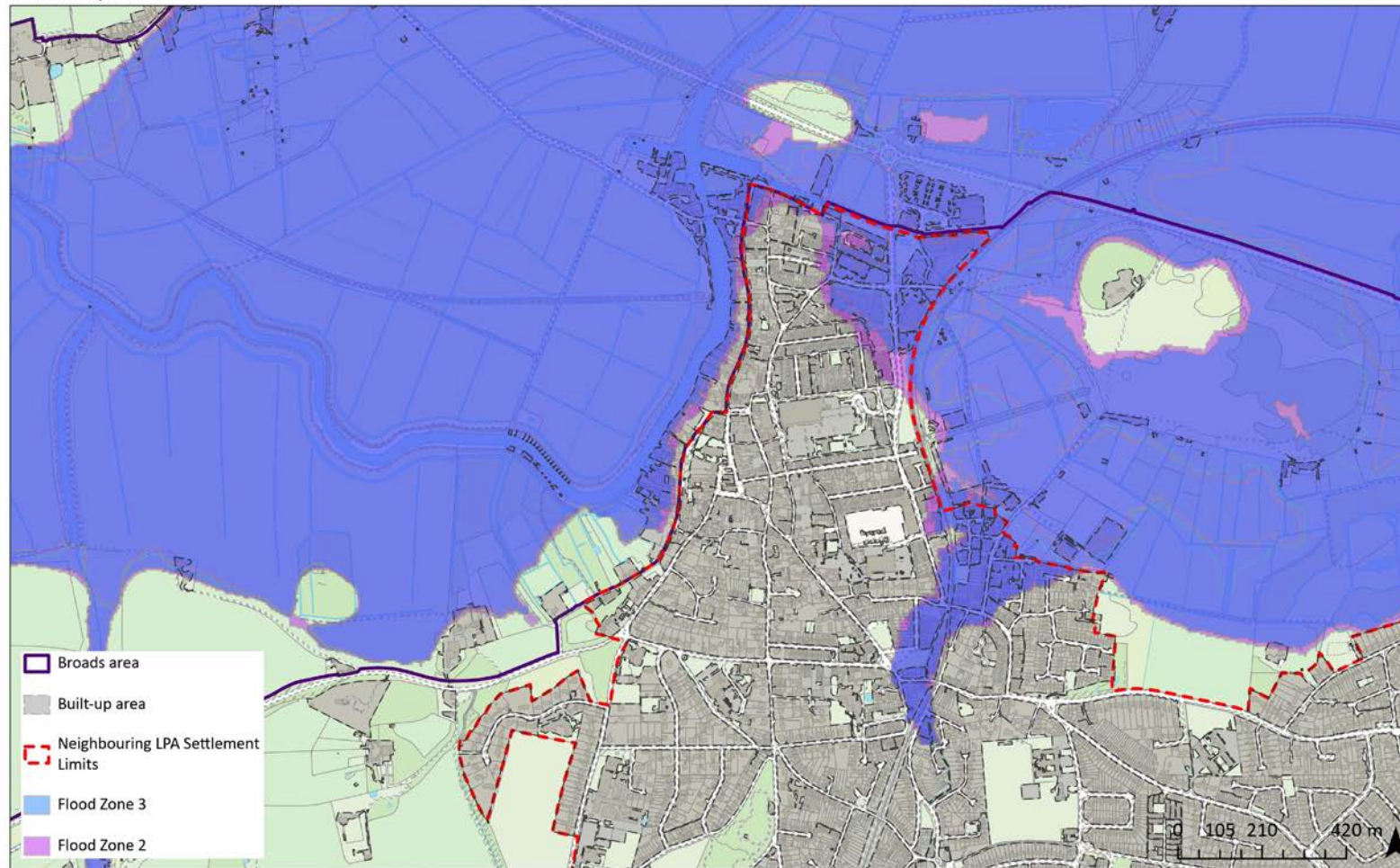
- **Chedgrave and Loddon** – Given the SNDC allocation of 200 dwellings which will cause pressures on the adjacent Broads, there doesn't seem to be justification for introducing a development boundary.
- **Coltishall** - Quite sensitive having a conservation area etc. The settlement is well vegetated and a neat and simple contrast to the apparently unmanaged surrounding valley. It is a main land-based access point to the river valley and is a principal base for recreational boating activity. As such development boundary is likely to be inappropriate.
- **Horning** - Further built development would be likely to exacerbate existing problems such as drainage, Crabbett's Marsh, suburbanisation, and cause erosion of the area's landscape and nature conservation value.
- **Ludham – Womack** Water has special qualities which would be vulnerable to further development. Development boundary is likely to be inappropriate.
- **Neatishead** - Development boundary is likely to be inappropriate.
- **Norwich** – I assume policy NOR1 will be updated to reflect the East Norwich Masterplan [[East Norwich Masterplan | Norwich City Council](#)] and forthcoming SPD.
- **Oulton Broad** – No specific comments. Aware of the Pegasus development.
- **Potter Heigham Bridge** – The only suitable development on this particular site would need to be 'Water Compatible' such as boat yards etc. Development boundary is likely to be inappropriate.
- **Reedham** – Visual impacts of built development could detract from the perceived naturalness and tranquillity of the area. Development boundary is likely to be inappropriate.
- **Stalham Staithe** – agree that there may be potential for development, including residential moorings. Proximity of A149, settlement and large boatyards make this area less sensitive. Policy STA1 includes some landscape requirements which would help safeguard landscape character.
- **Thorpe St Andrew** – Development is unlikely to help reduce urbanising effects in this area and create a more effective transition from the urban environment to the open countryside.

- **Wroxham and Hoveton** – Existing development boundary probably fine – extending it would not seem appropriate given density of current development/activity and lack of open space.
- **The Broads’ Landscape Character Assessment** identifies areas that are classed as Settlement Fringe. Many of the locations above are identified as such. See also map Appendix A in Settlement Fringe Topic Paper: [Settlement-Fringe-Topic-Paper-Jan-2017.pdf \(broads-authority.gov.uk\)](#)
- **Policy DM20:** *Protection and enhancement of settlement fringe landscape character* is useful in considering development in such areas. Clearly, we just need to be mindful that creating new development boundaries and extending existing ones should avoid potential friction between this policy and new development boundaries.

Appendix 2: Maps of settlements in the Broads with good access to services and facilities

Beccles

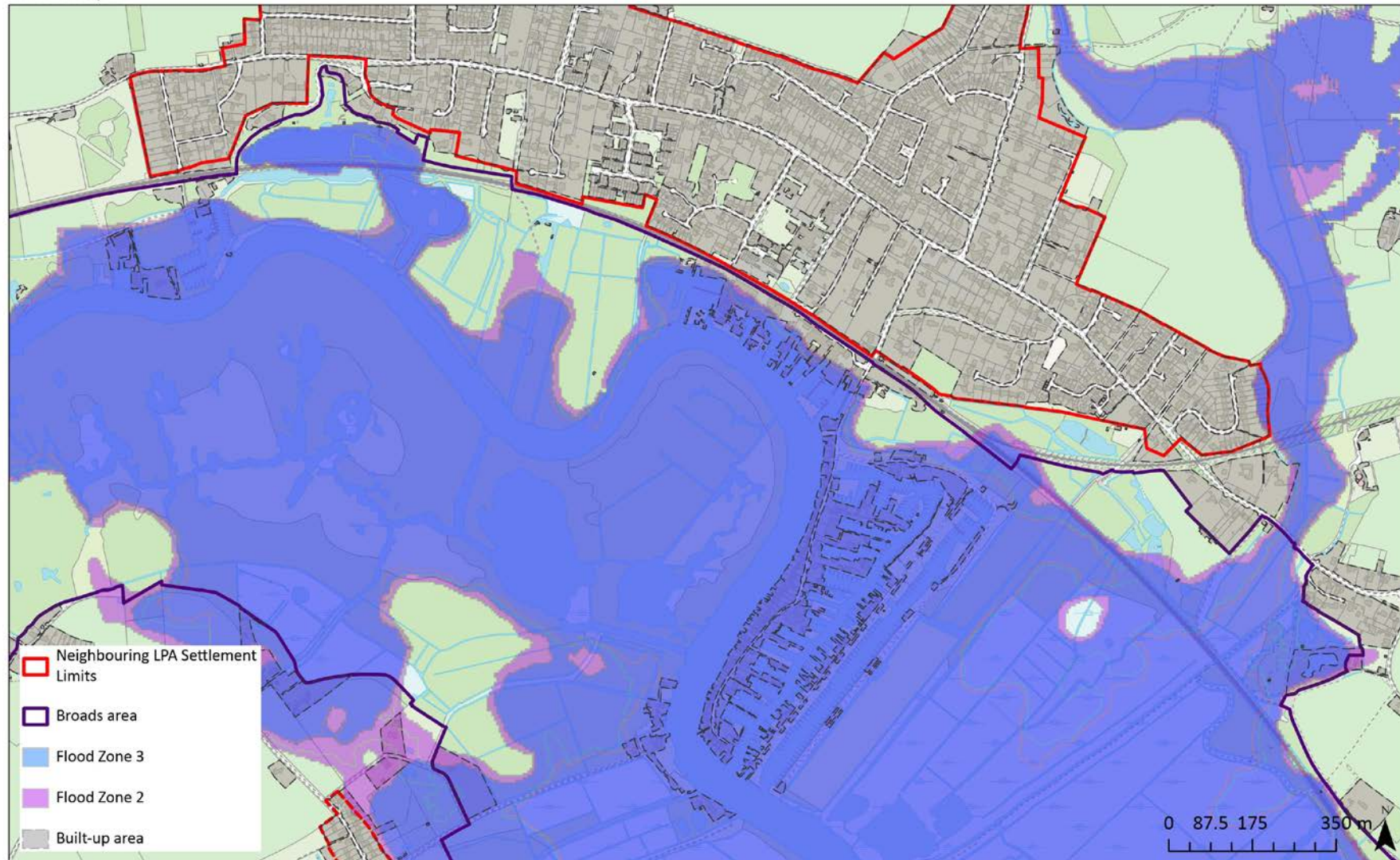
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Brundall

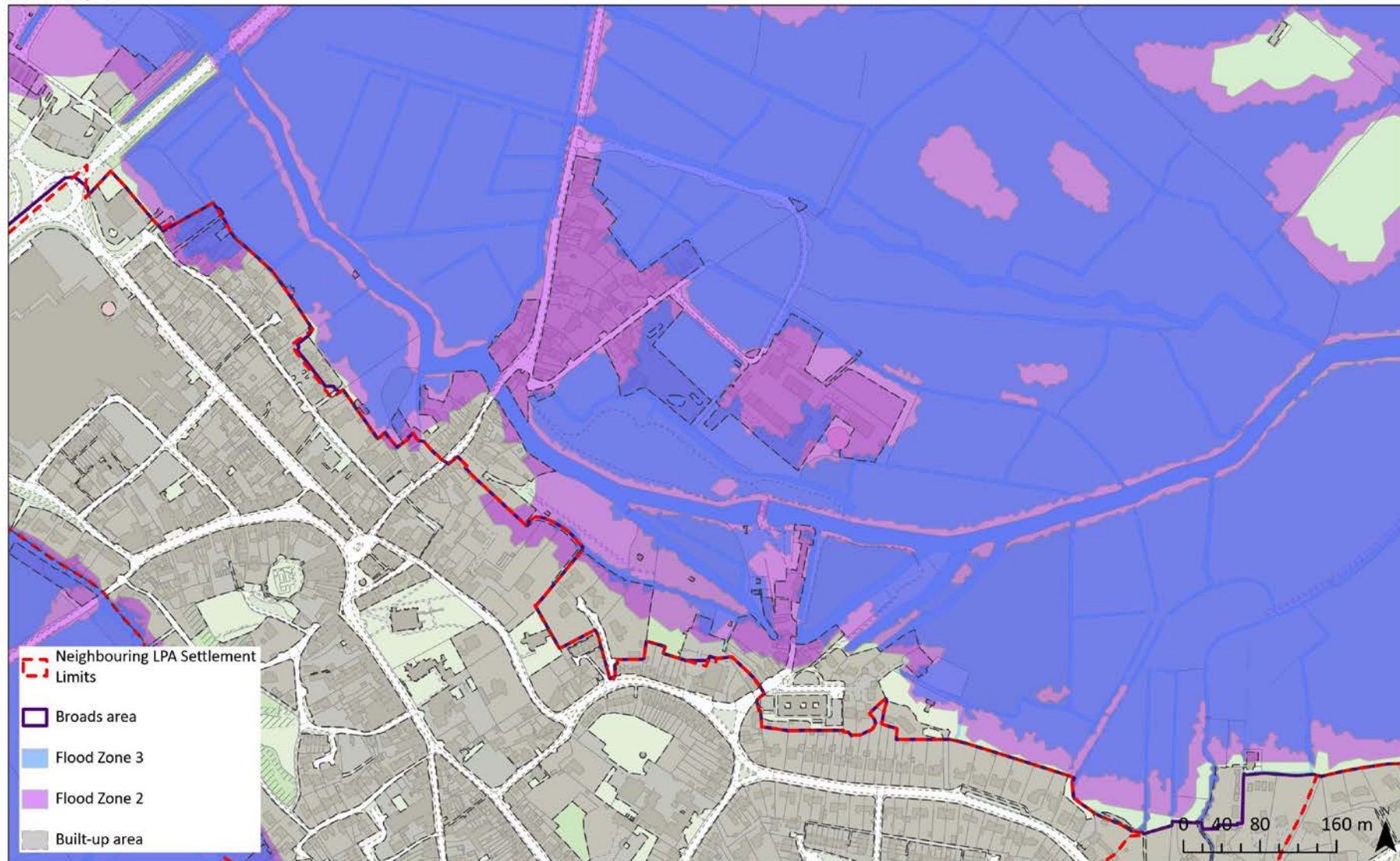
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Bungay

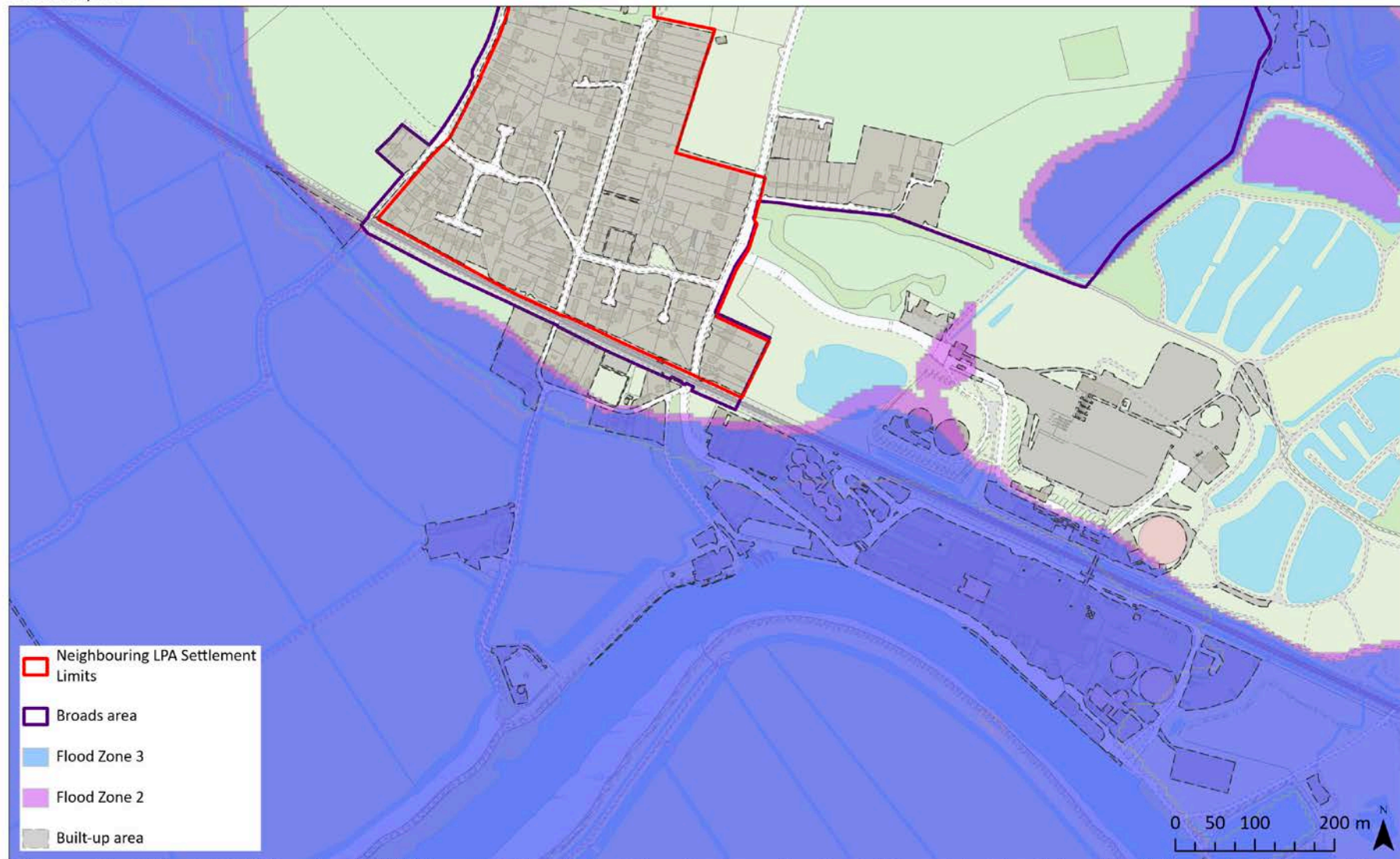
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Cantley

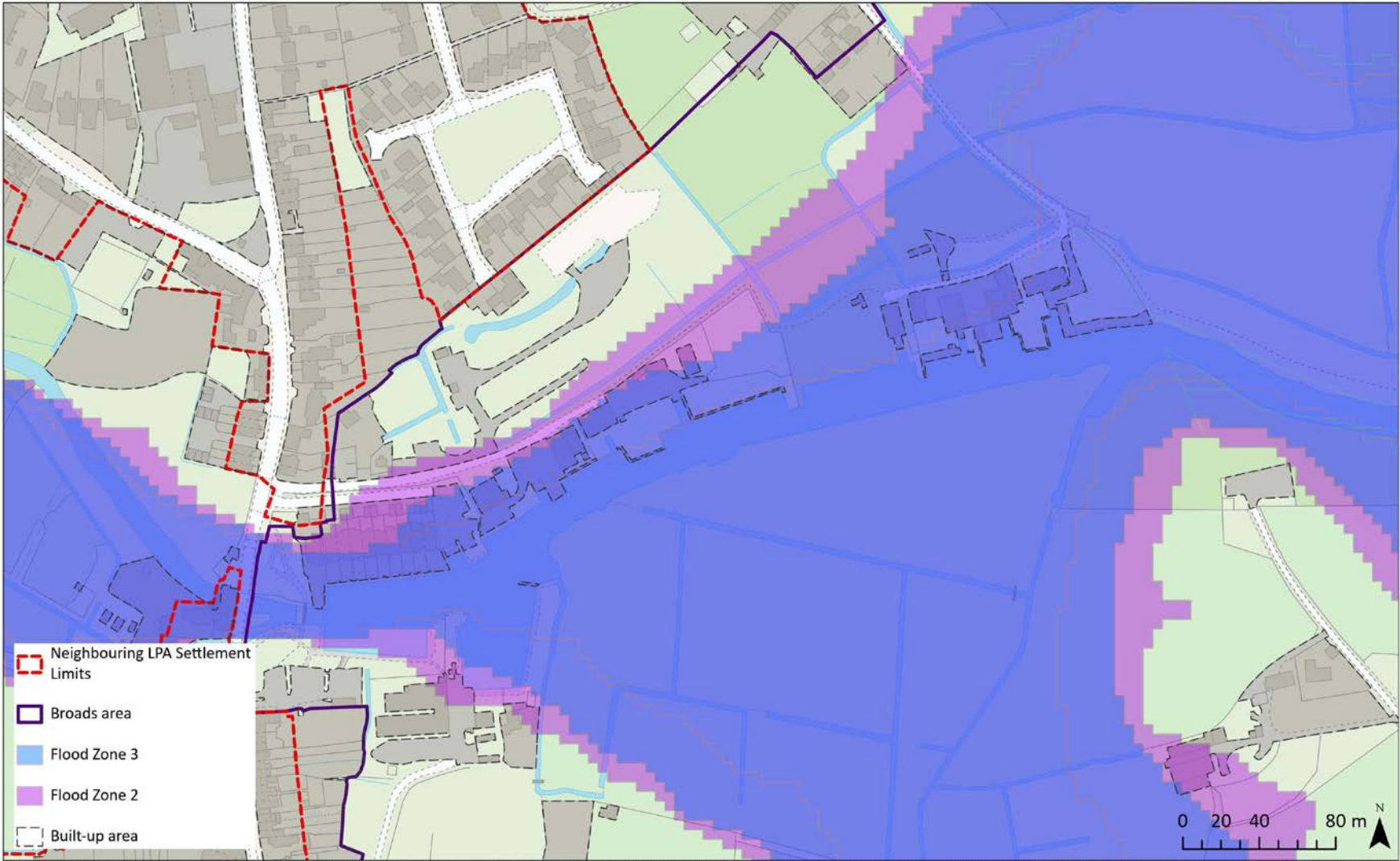
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Chedgrave

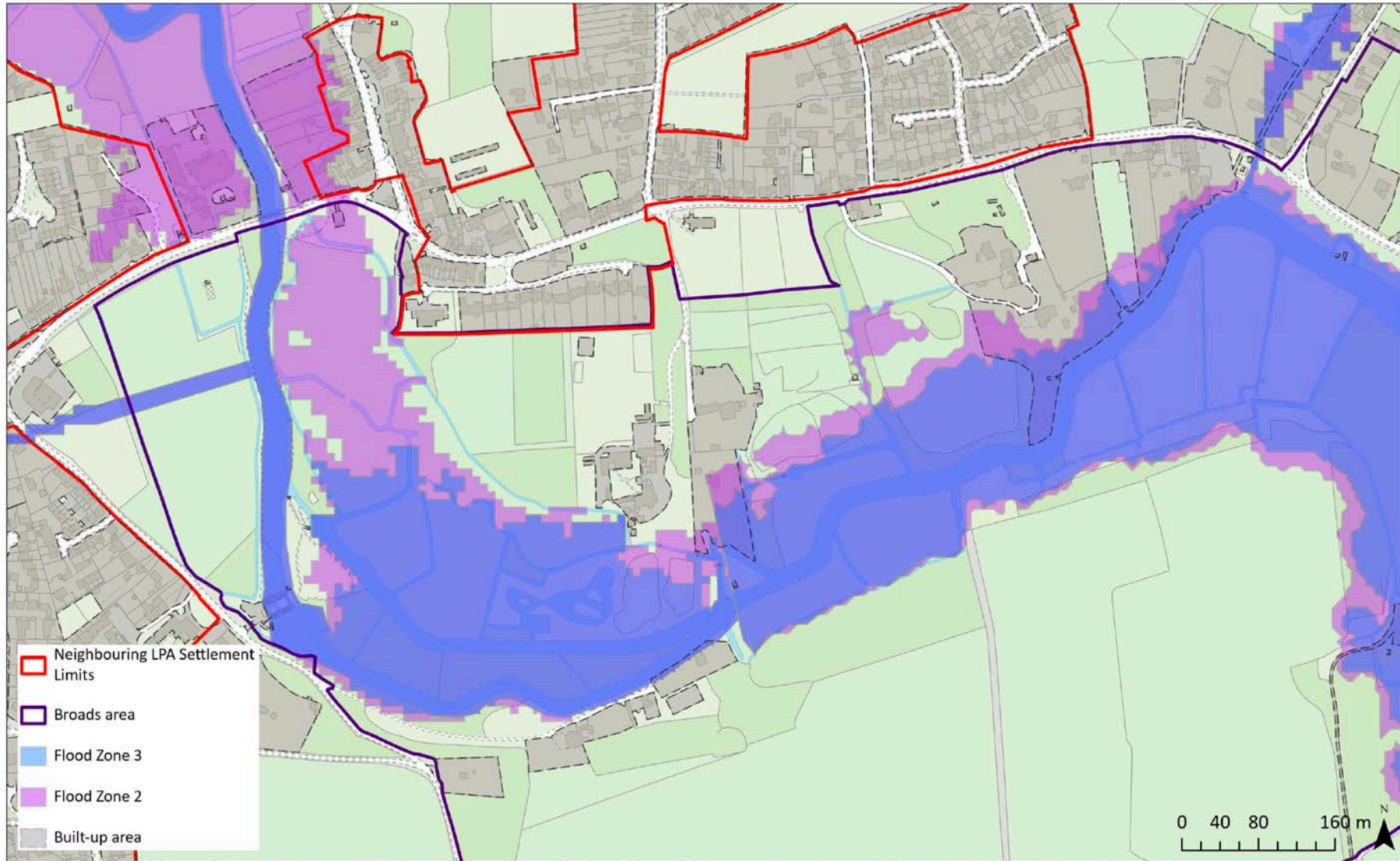
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Coltishall

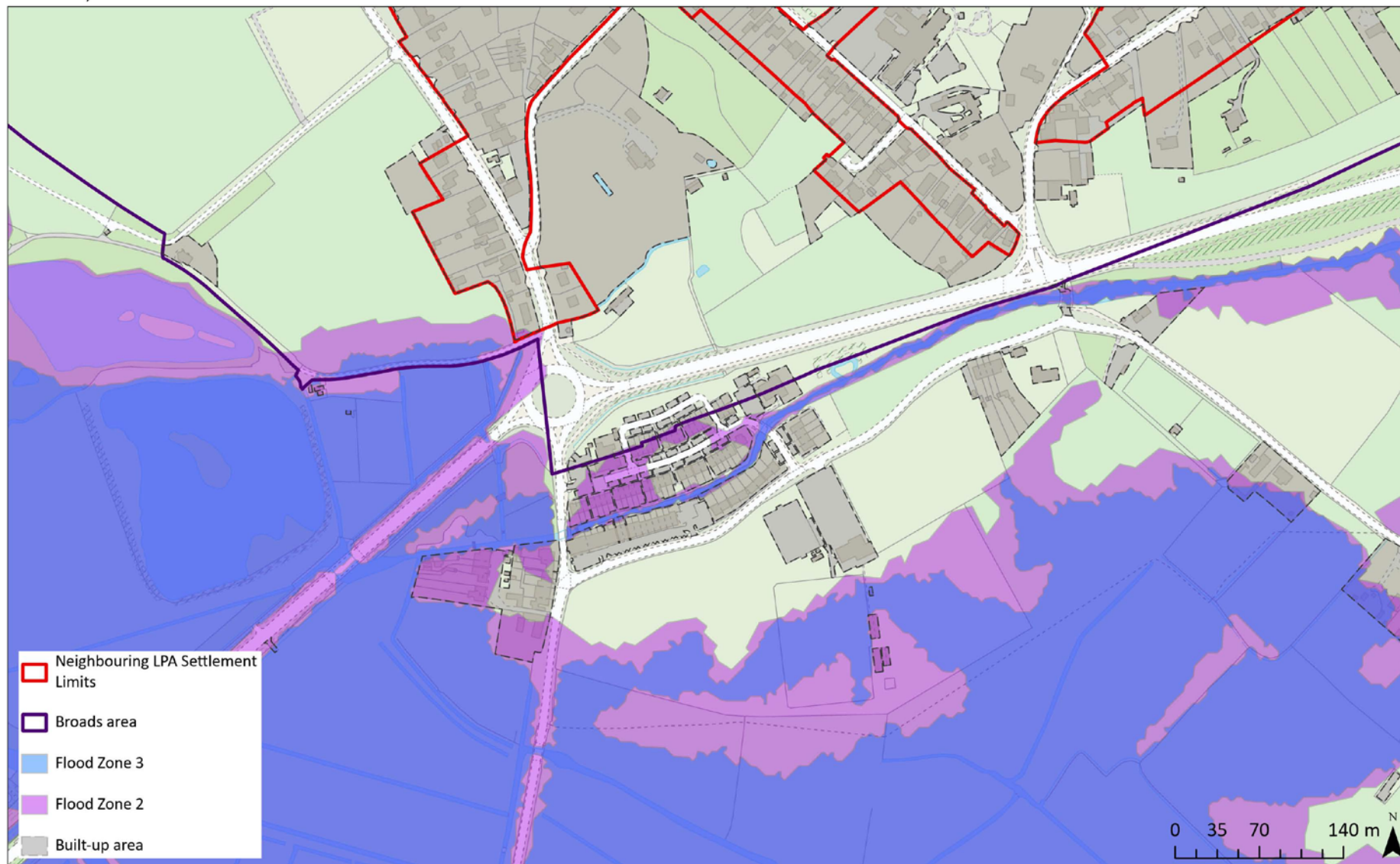
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Ditchingham

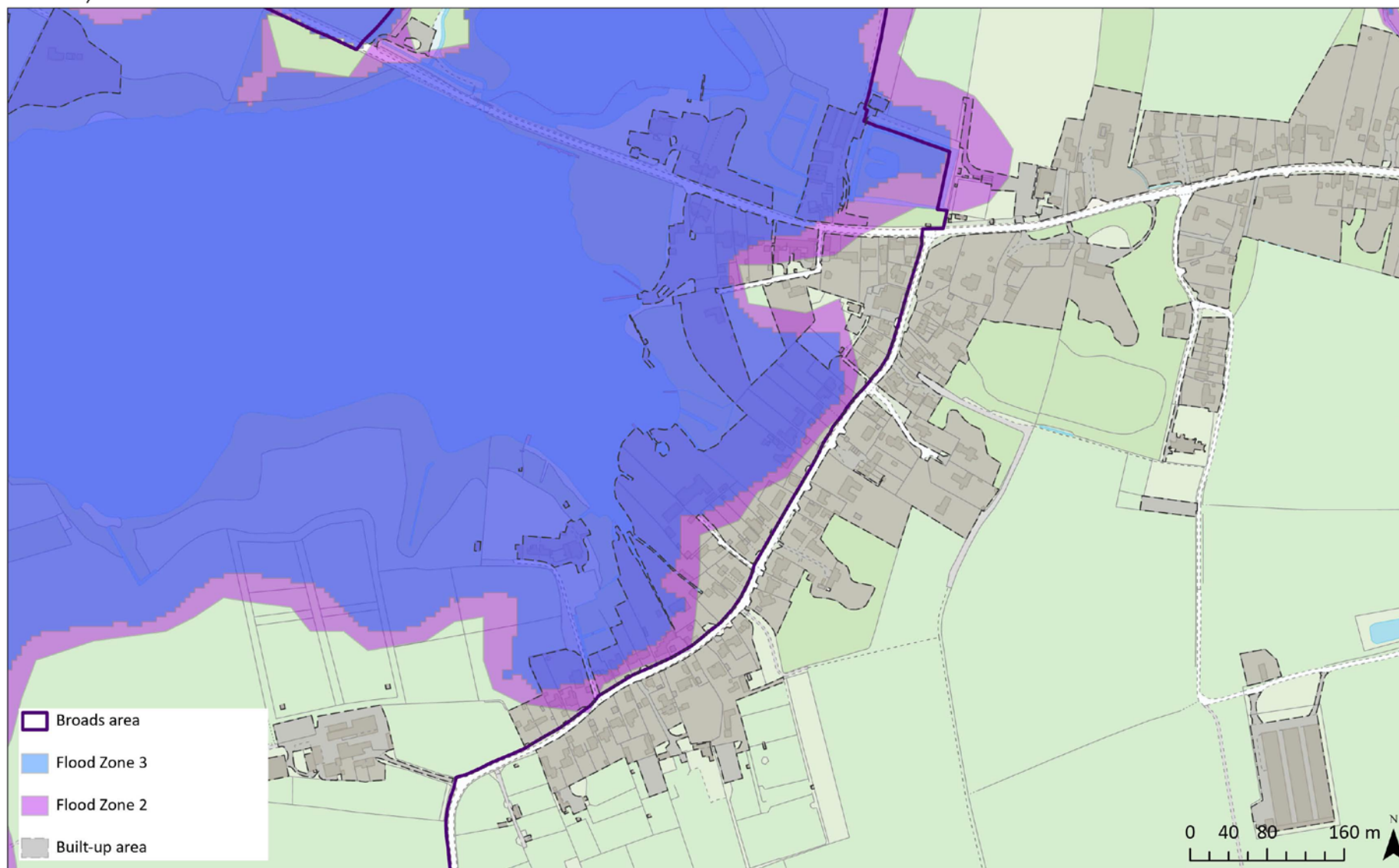
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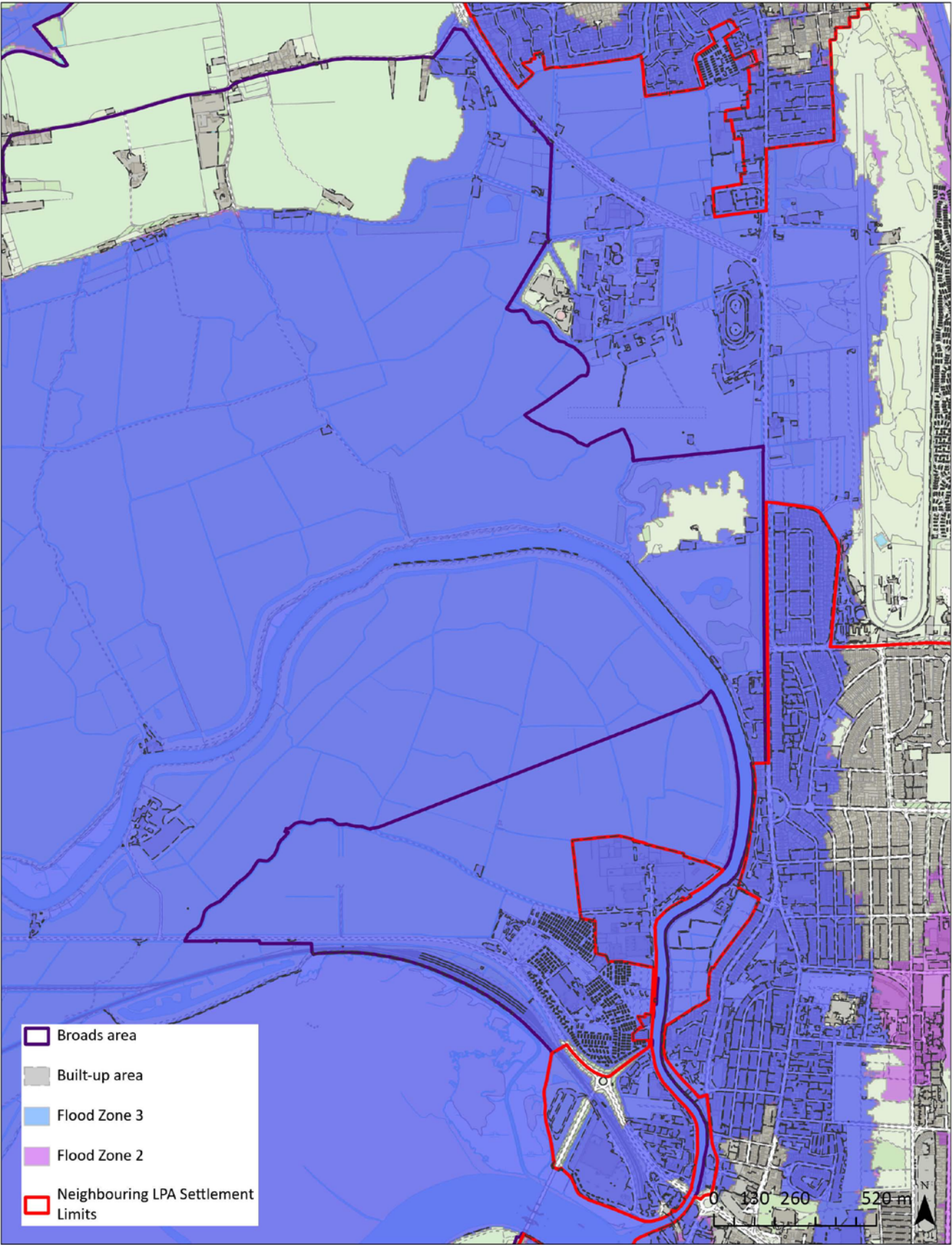
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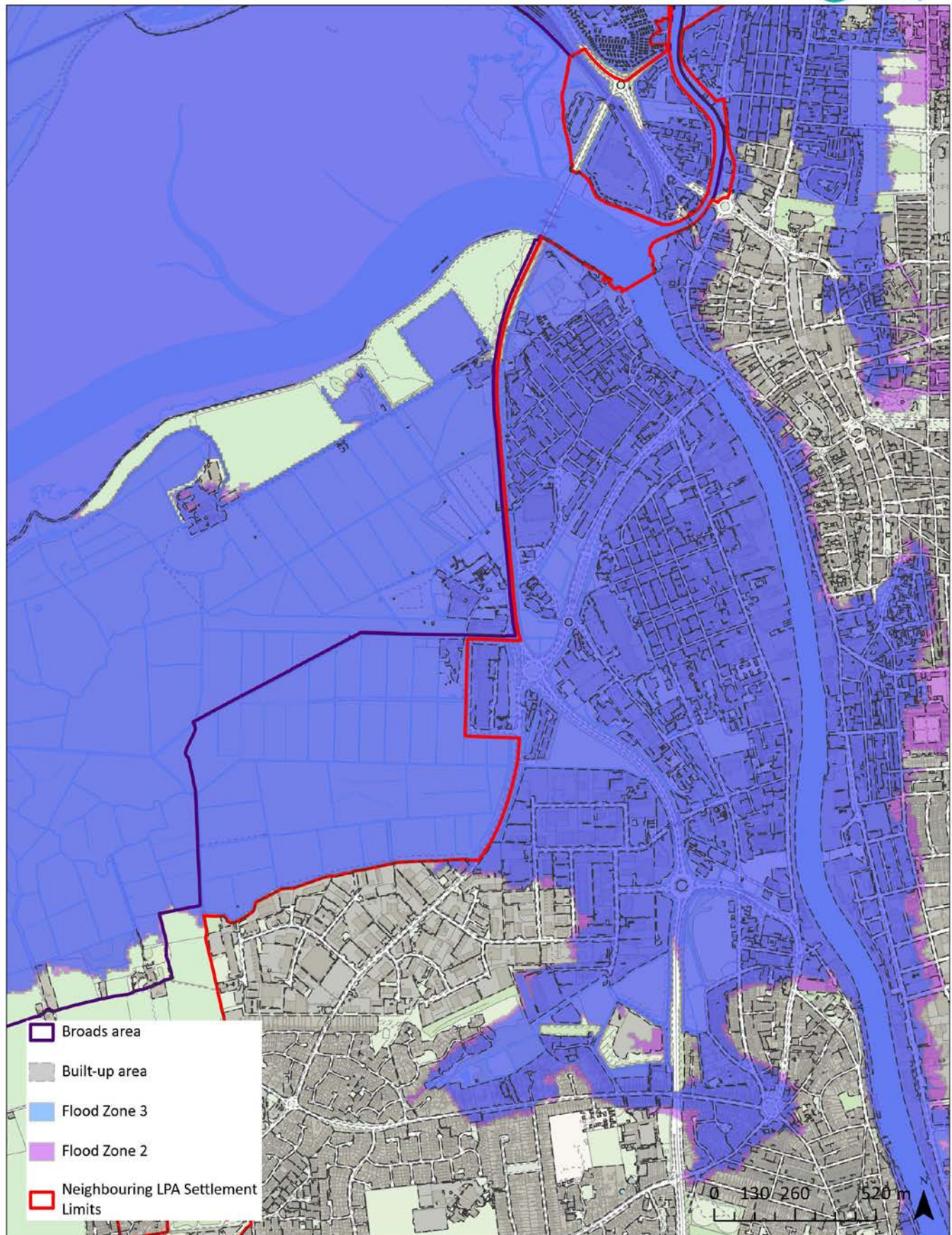
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Horning

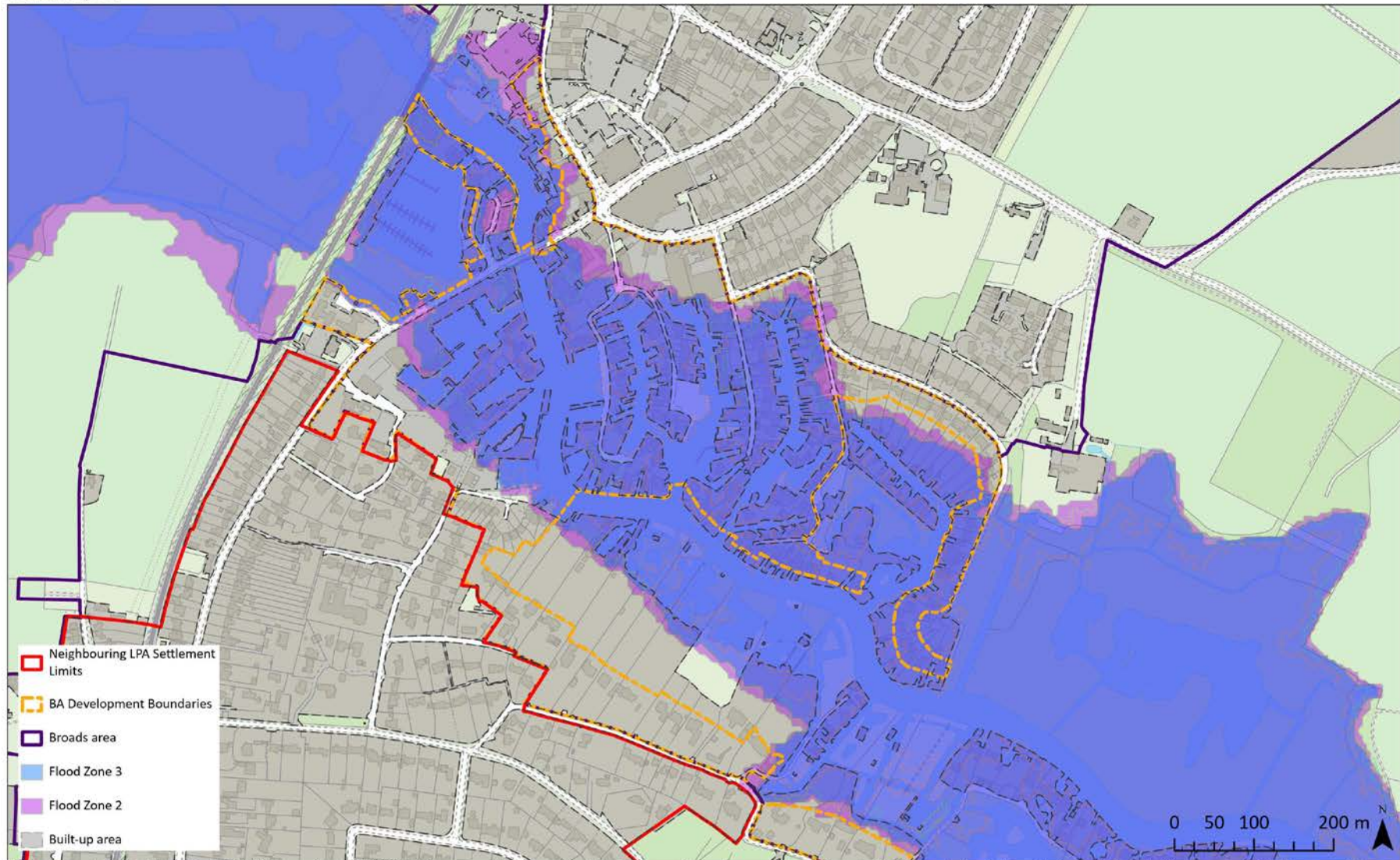
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Hoveton & Wroxham

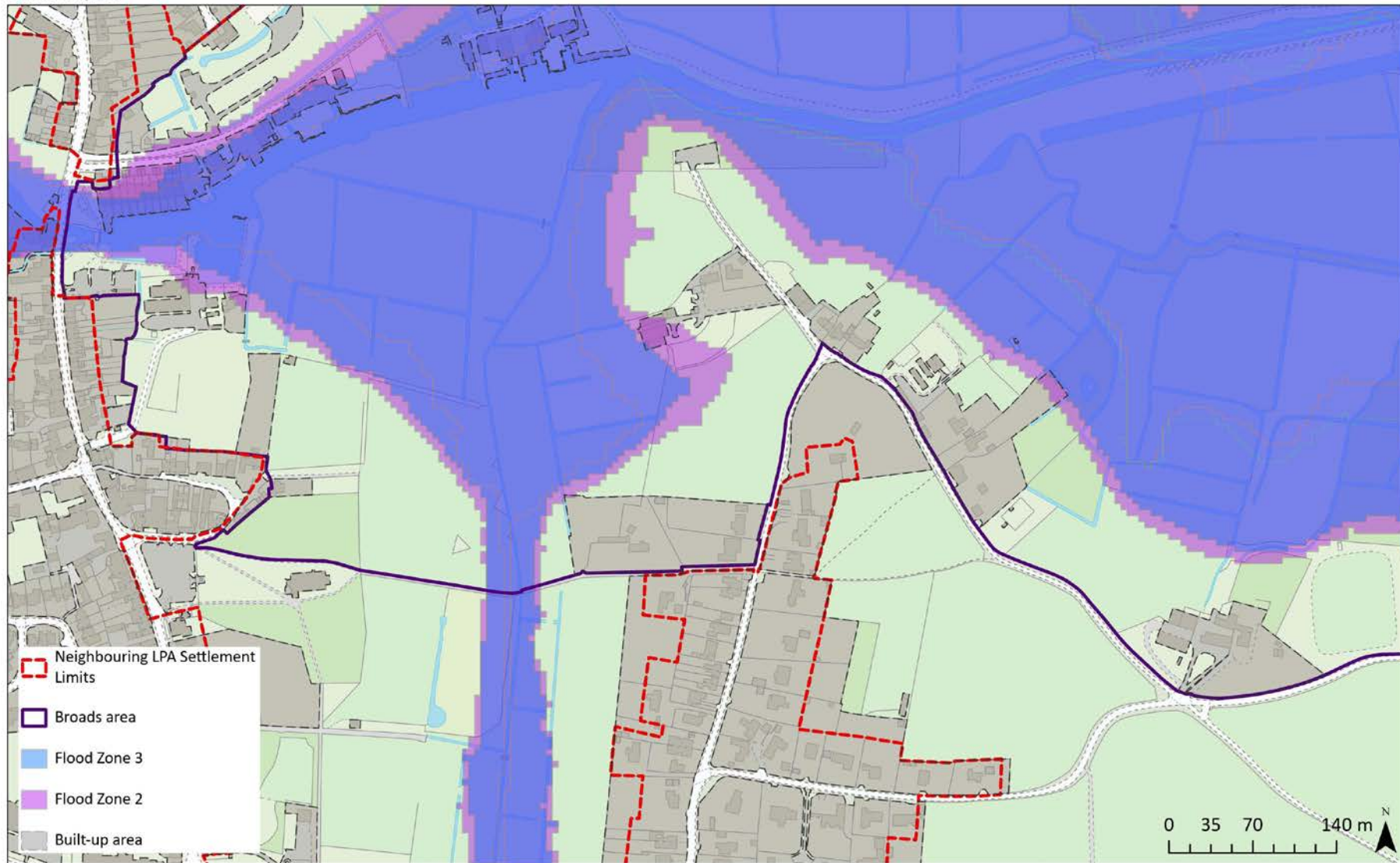
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Loddon

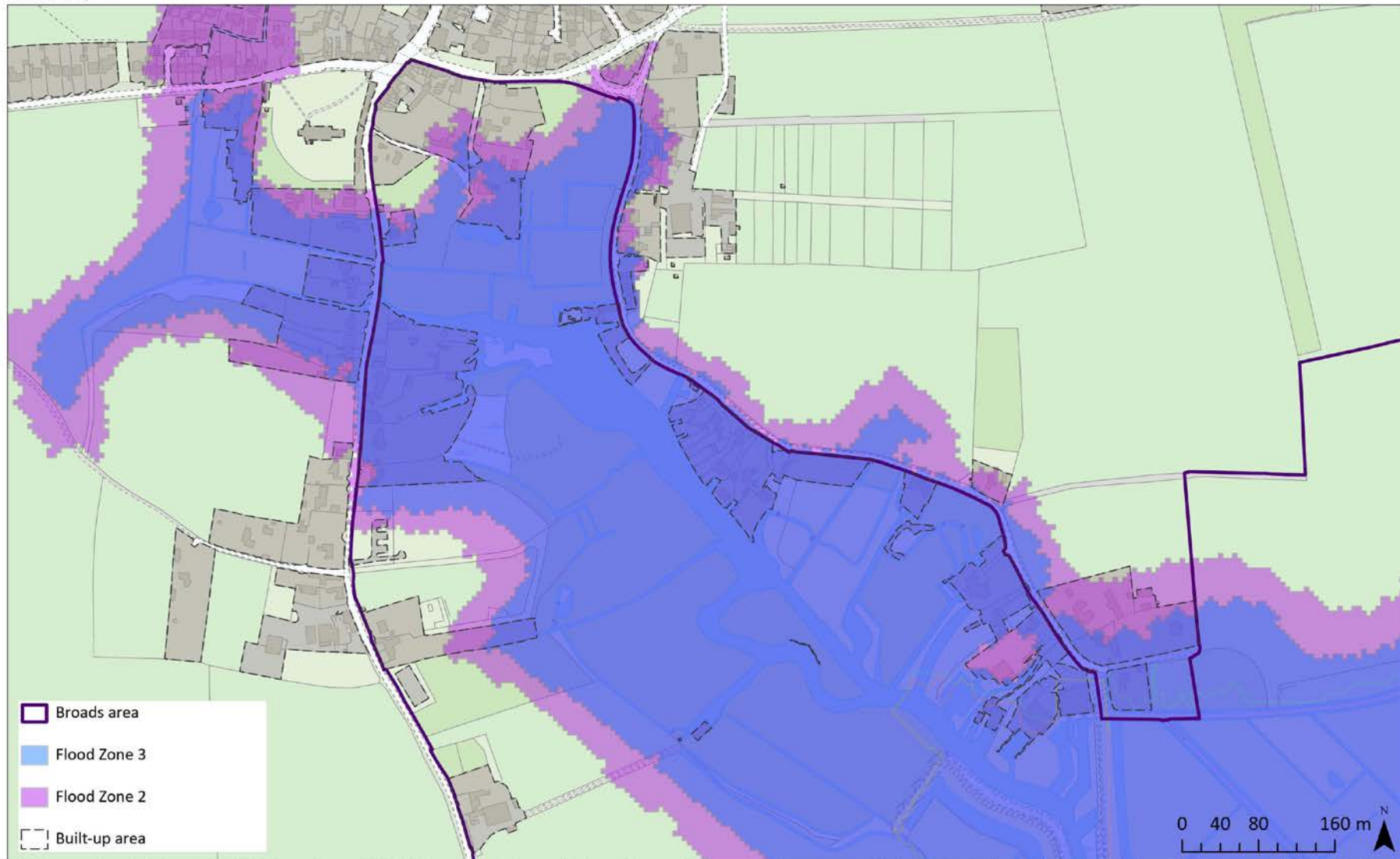
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Ludham

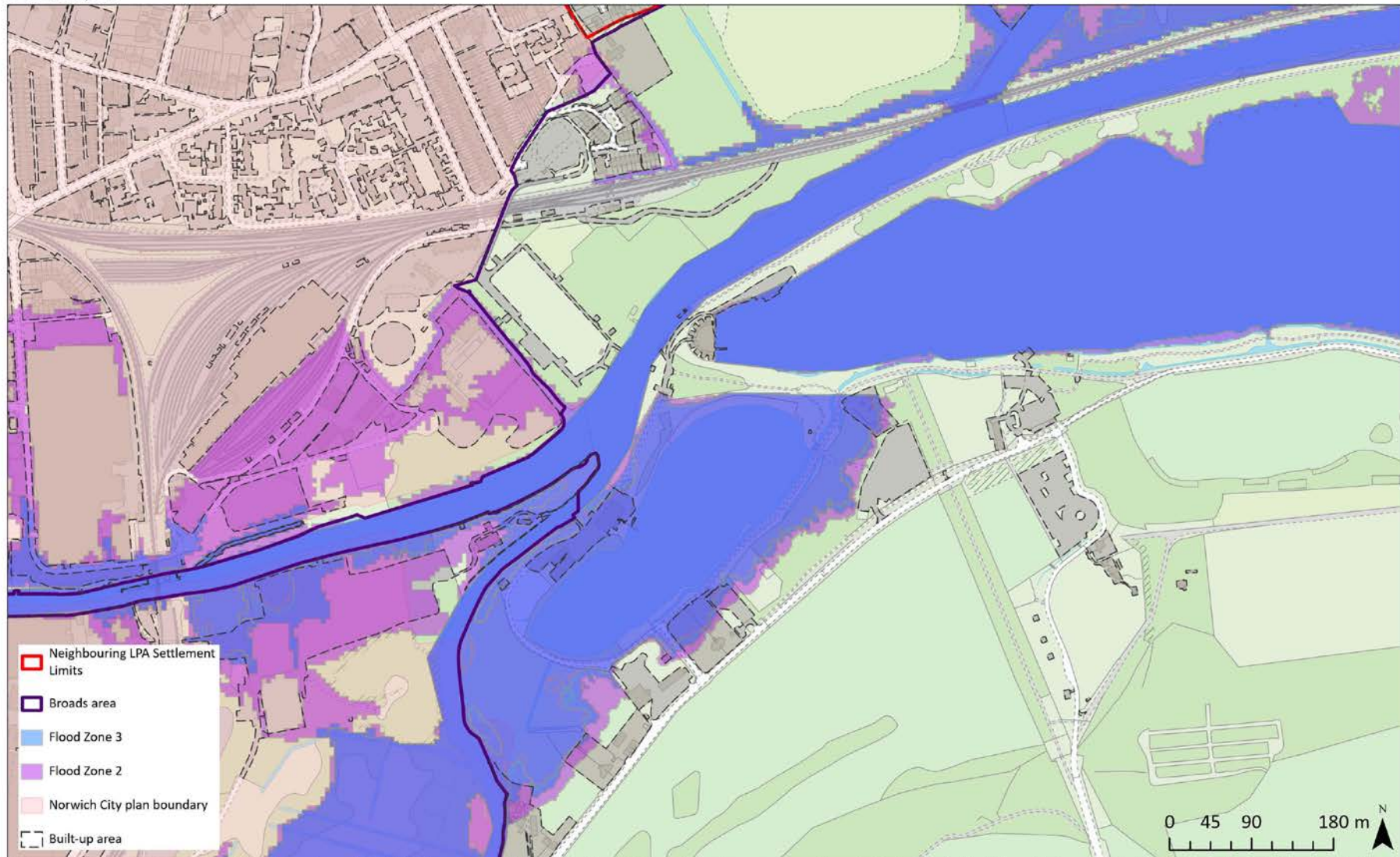
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Norwich

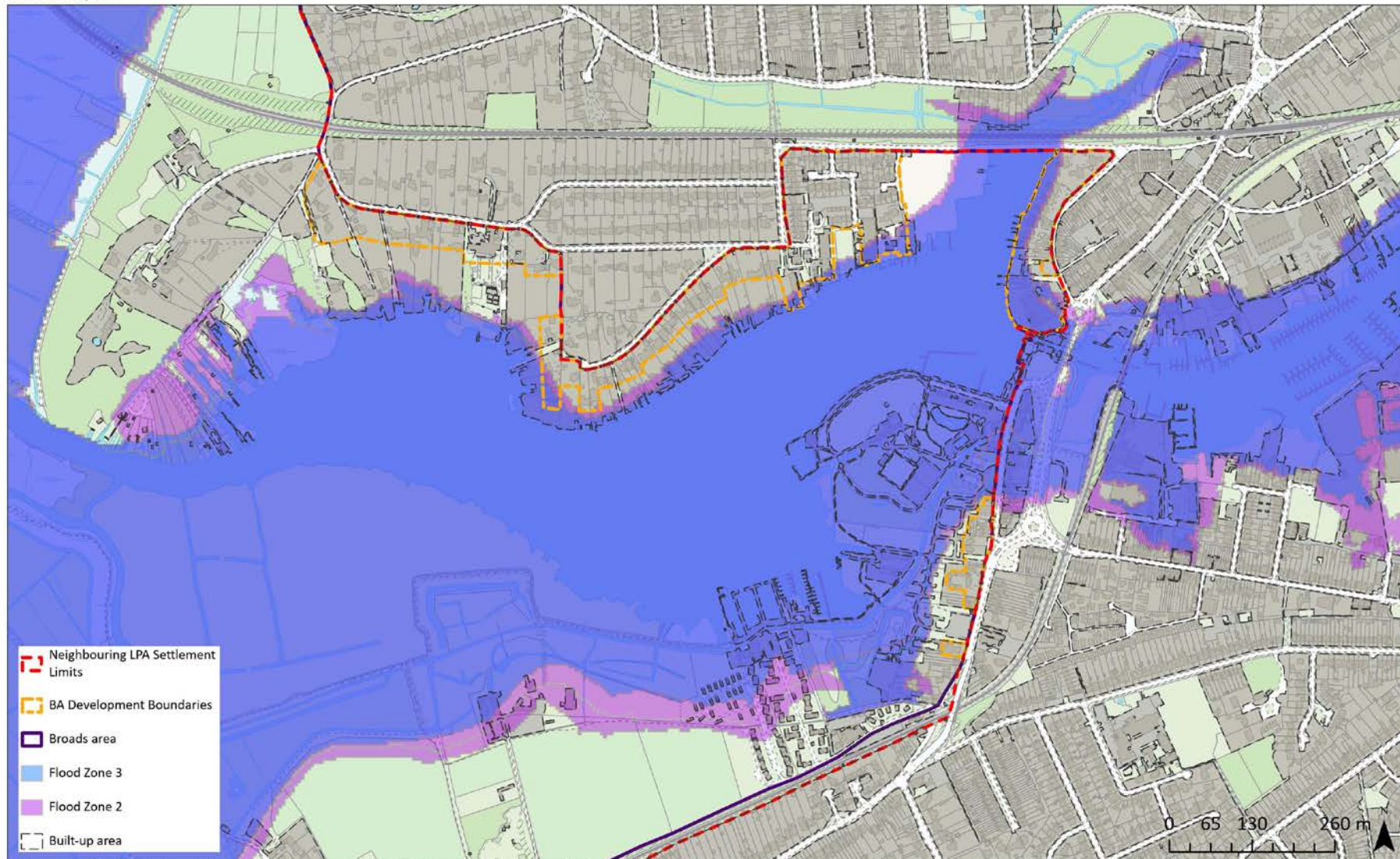
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Oulton Broad

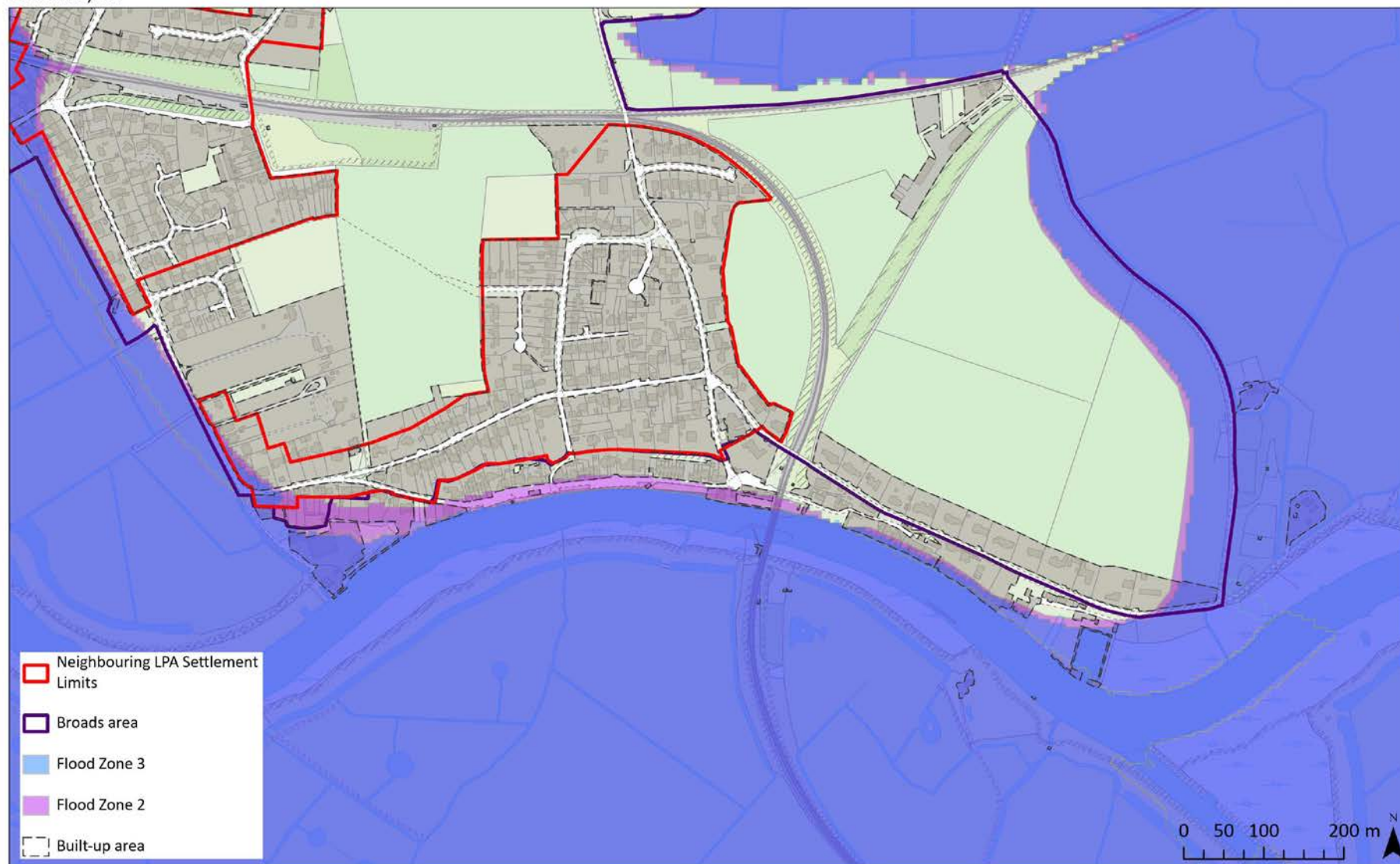
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Reedham

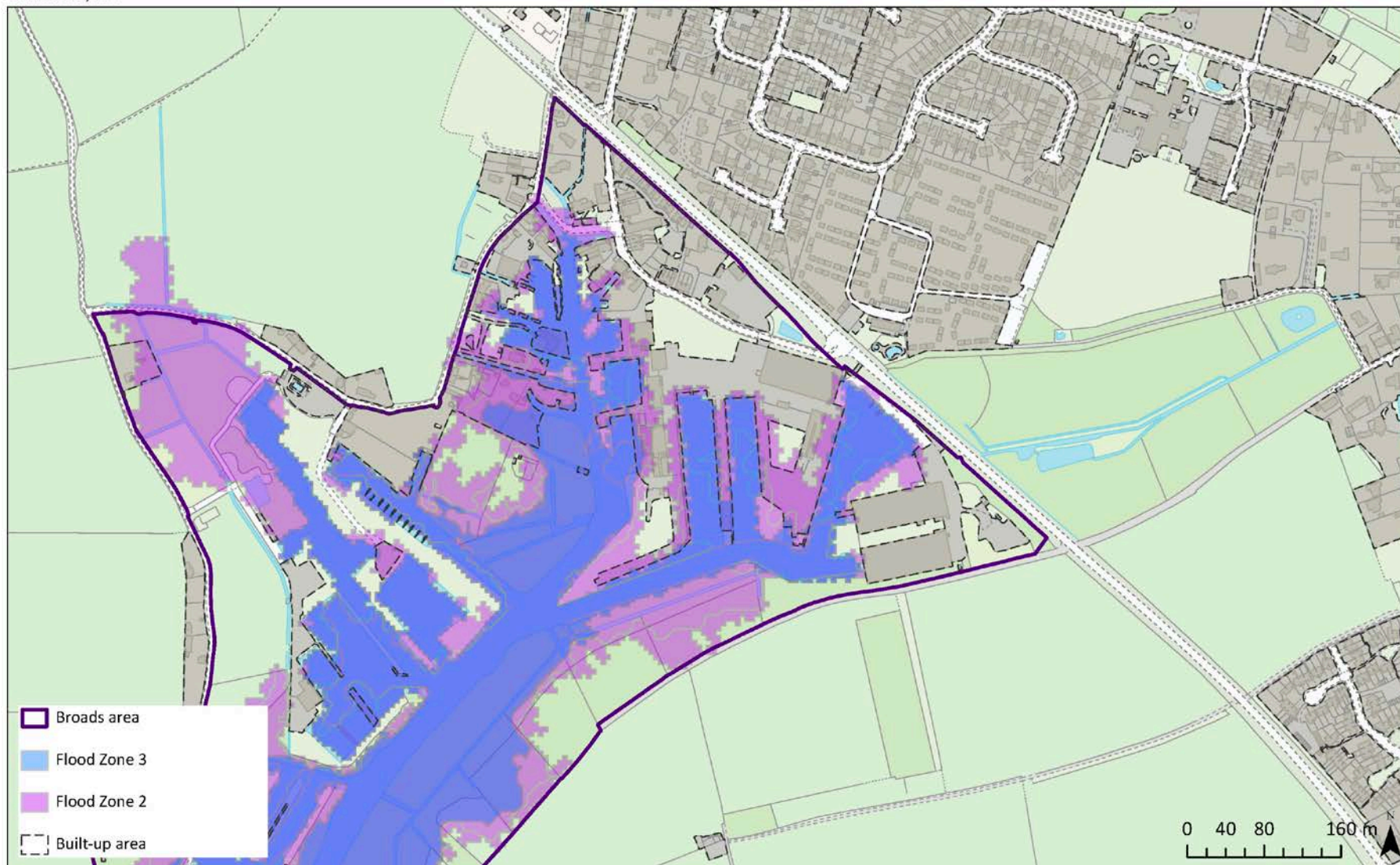
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Stalham

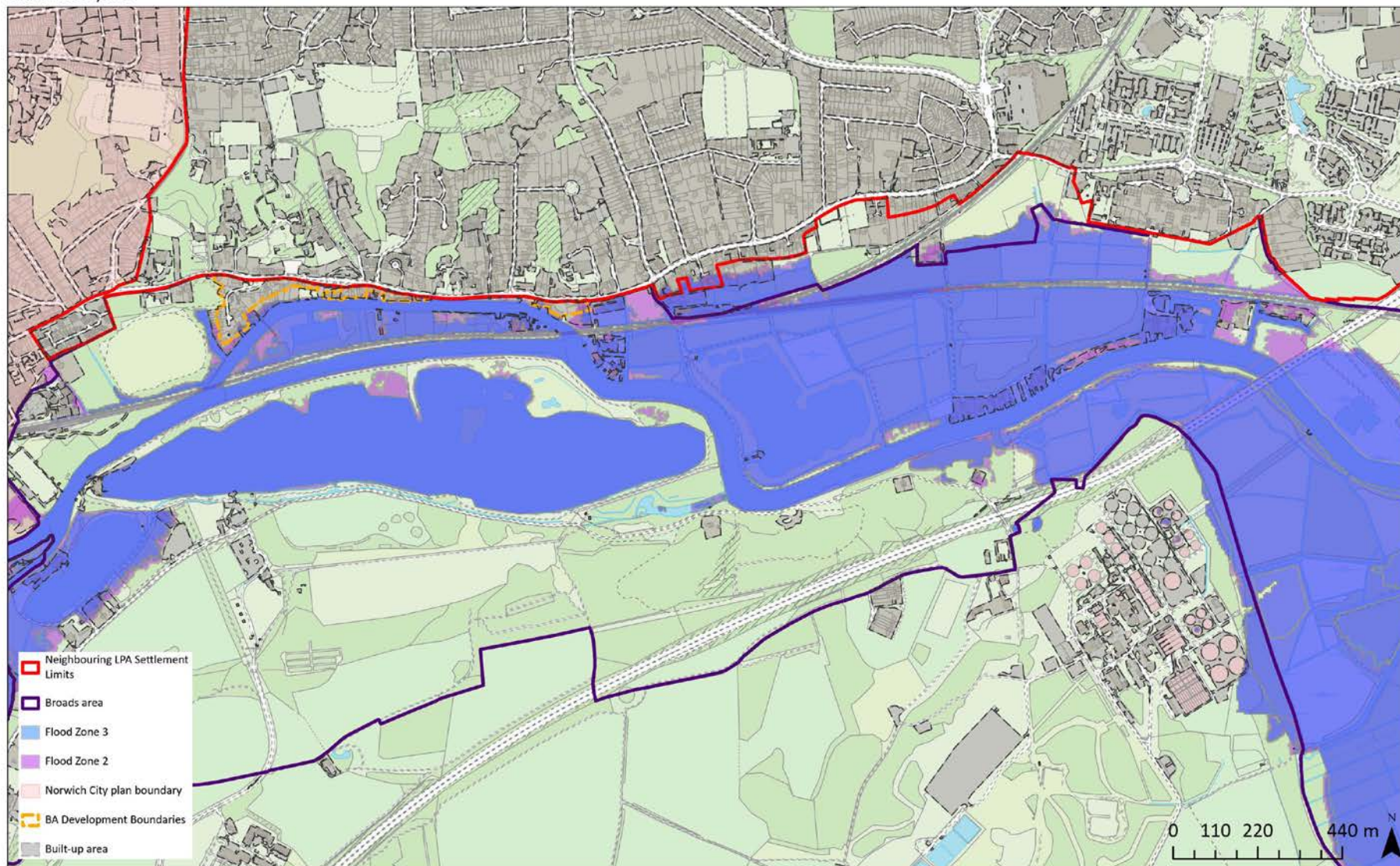
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Thorpe St Andrew

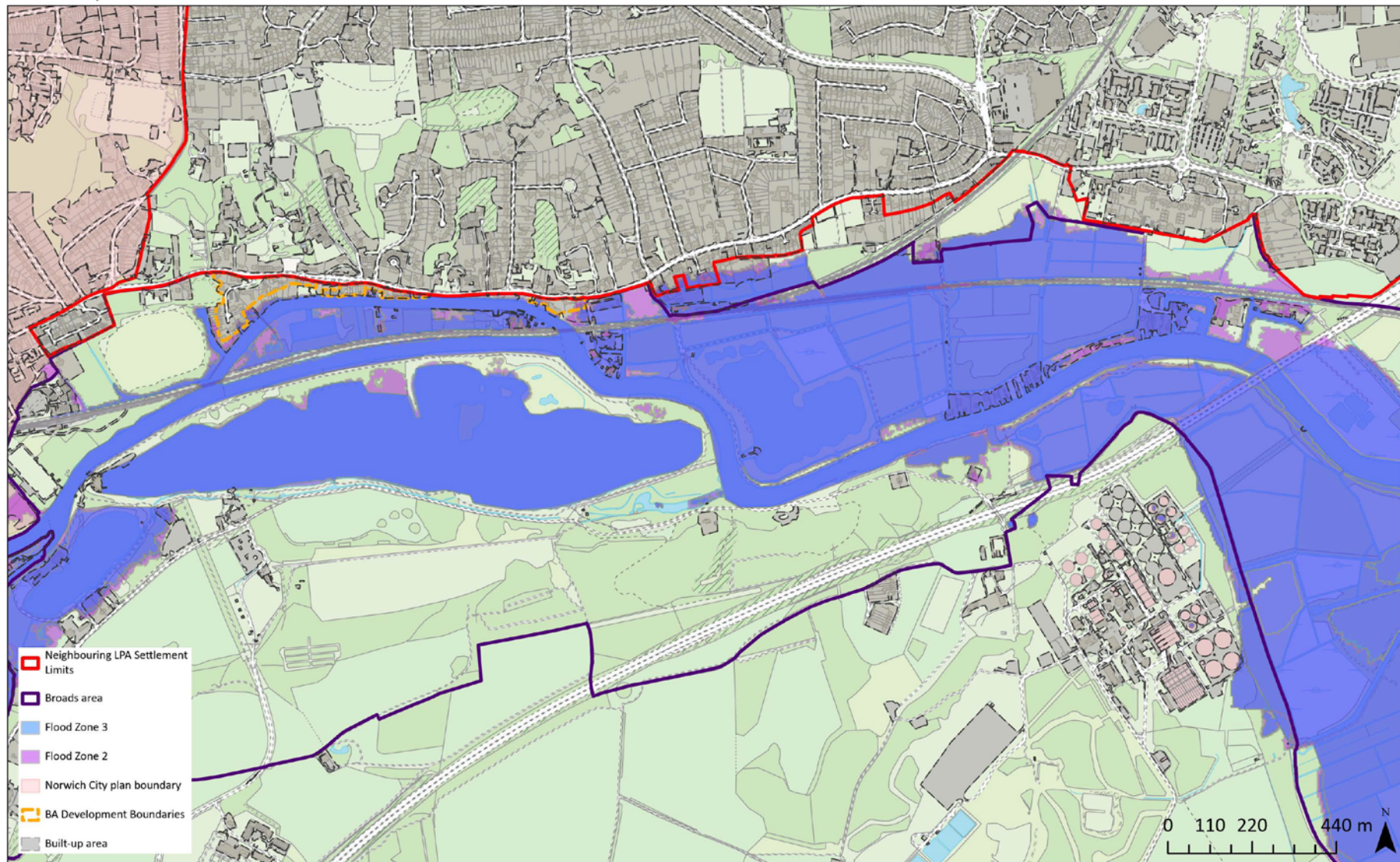
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Thorpe St Andrew

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