

Local Plan for the Broads

Publication Version for Navigation Committee and Planning Committee

Plan period: 2015 to 2036

Consultation period: 4 October to 4pm 15 November 2017



The National Planning Policy Framework states that every local planning authority in England should have a clear, up-to-date Local Plan that conforms to the Framework, meets local development needs and reflects local people's views about how they wish their community to develop.

The Preferred Options version of the Local Plan for the Broads includes proposed draft policies to help determine planning applications for development in the Broads Authority Executive Area.

We welcome your views on this Publication Local Plan document.

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1. Introduction

1.1. About the Local Plan

Local planning authorities must prepare a Local Plan that sets planning policies in a local planning authority area. These are very important when deciding planning applications, as all decisions must be made in accordance with the policies unless there are strong reasons not to do so. Local plans must be positively prepared, justified, effective and consistent with national policy, in accordance with section 20 of the Planning and Compulsory Purchase Act 2004 (as amended) and the National Planning Policy Framework (NPPF).

The NPPF states that every local planning authority in England should have a clear, up to date Local Plan that conforms to the Framework, meets local development needs and reflects local people's views about how they wish their community to develop. The plan preparation process should fully involve everyone with an interest in the document or area, and they should have had the chance to comment.

The Broads Authority has three adopted Planning Policy documents: The Core Strategy, Development Management Document and the Site Specific Local Plan. Some of these policies have existed since 2007 and are no longer fully in line with Government policy. As such, we are reviewing all our current policies and looking into current issues in order to produce a new, up-to-date Broads Local Plan.

This Publication stage of the process includes final draft policy wording. The final draft policies are based on evidence reports, consultation responses to the Issues and Options stage (Feb-Apr 2016) and the Preferred Options stage (Dec to Feb 2017), and on our current adopted policies.

For the avoidance of doubt, until the new Local Plan is adopted the existing adopted and saved policies are in place and will be used in determining planning applications.

1.2. Publication Sustainability Appraisal

A Sustainability Appraisal of the Publication Local Plan has been prepared and is also published for consultation¹.

The Planning and Compulsory Purchase Act 2004 requires a Sustainability Appraisal (SA) to be undertaken for Local Plans. The Broads Local Plan SA will examine whether the effects of the specific sites/areas allocations and policies, individually or collectively, give rise to sustainability benefits or dis-benefits. The SA assesses the short, medium and long-term social, environmental and economic effects of the individual policy options and the combined effects, in these terms, of the policies for the whole area.

1.3. Habitats Regulation Assessment

The Conservation of Habitats and Species Regulations 2010, as amended, normally referred to as 'the Habitats Regulations,' transpose the requirements of the EU Habitats and Birds Directives into UK law. The Regulations require a Habitats Regulations Assessment (HRA) to assess potential impacts from the plan on European wildlife sites. This plan has been the subject of HRA, and measures have been embedded within the plan to protect European sites, including in relation to recreation pressure, tourism and water based

¹ <http://www.broads-authority.gov.uk/broads-authority/how-we-work/transparency/consultations>

activities. The HRA is updated alongside the plan, informing any modifications in light of potential effects on European sites. The final plan is adopted with certainty that European sites will not be adversely affected by its implementation. Project level HRAs will be required to ensure that detailed project design secures European site protection. A HRA of the Broads Local Plan Publication version has been prepared and is also published for consultation².

The designated sites that are covered by the HRA are Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Ramsar sites. These will be referred to collectively as 'European sites' in the Local Plan document.

1.4. Local Plan Production process

The following table shows the proposed Broads Local Plan process. The Local Development Scheme, which shows when the various stages of the process are intended to take place, may be found at [on the Authority's website](#)³. This is the Publication stage, as highlighted below.

Table 1: Broads Local Plan Process

Sustainability Appraisal and Habitats Regulation Assessment	1: Identify issues	Review existing policies and identify current gaps in policies.
	2: Collect evidence	Research that will inform the Local Plan.
	3: Consult (Issues and Options)	The Authority will inform stakeholders and the public that the Local Plan is being produced and ask for views on what the plan should cover. Minimum of 6 week consultation period. (Regulation 18)
	4: Prepare Draft Plan	The evidence and comments received help produce a draft Local Plan.
	5: Consult (Preferred Options)	The Authority will consult with stakeholders and the public on the draft Local Plan for a minimum of 6 weeks.
	6: Improve Plan	The Authority will take on board comments received and any further evidence as they improve the Local Plan.
	7: Publish Plan (Publication)	The plan is available for stakeholders and the public to comment on for a minimum of 6 weeks. (Regulation 19)
	8: Submit	The Authority will assess the comments received. If it considers that the Local Plan is sound, it can submit the Plan to the Planning Inspectorate. Regulation 22. If the Authority wishes to improve the plan, then stages 6 and 7 are repeated.
	9: Examine	The Plan is examined by an independent Planning Inspector. There may be Public Hearings. (Regulation 24)
	10: Adopt	If the independent Planning Inspector finds the Local Plan sound, the Plan can be adopted by the Authority. (Regulations 25 and 26). If the Inspector does not find the Local Plan sound, the process goes back to stage 6.

1.5 BREXIT and Local Plan production

The UK's decision to leave the European Union following the Referendum in June 2016 has not, at the time of writing, created any changes to regulations relating to Local Plans.

² <http://www.broads-authority.gov.uk/broads-authority/how-we-work/transparency/consultations>

³ <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan>

Of relevance, the White Paper called *'The United Kingdom's exit from and new partnership with the European Union'*⁴ states up front that *'to provide legal certainty over our exit from the EU, [the Government] will introduce the Great Repeal Bill to remove the European Communities Act 1972 from the statute book and convert the 'acquis' – the body of existing EU law – into domestic law. This means that, wherever practical and appropriate, the same rules and laws will apply on the day after we leave the EU as they did before'*.

The Great Repeal Bill was announced to Parliament on 10 October 2016. The Bill has three primary elements:

- First, it will repeal the European Communities Act 1972;
- Second, the Bill will preserve EU law where it stands at the moment before the UK leaves the EU. Parliament (and, where appropriate, the devolved legislatures) will then be able to decide which elements of that law to keep, amend or repeal. The UK courts will then apply those decisions of Parliament and the devolved legislatures;
- Finally, the Bill will enable changes to be made by secondary legislation to the laws that would otherwise not function sensibly once the UK has left the EU.

In general this means that the current EU law will be in place once the UK leaves the EU. As such this Local Plan is based on current rules and regulations.

1.6 The Broads Plan⁵

The Broads Plan is the most important management plan for the Broads. It sets out a long-term vision and partnership actions to benefit the local environment, communities and visitors. The Plan integrates and guides a wide range of strategies, programmes and policies relevant to the Broads, and is reviewed and updated on a regular basis. Broads Plan 2017 updates the 2011 Plan, focusing on the period 2017-22.

The Broads Plan is different to the Local Plan. The Local Plan is about planning and planning applications in the Broads. The Broads Plan is about managing the Broads. Whilst the two plans are different, because the Broads Plan is so important to managing the Broads, an assessment has been made to show the links between the Broads Plan and the Local Plan⁶.

1.7 Ecosystem services/natural capital

'Natural capital' is the Earth's store of natural resources, including water, air, soil, geology and all living things. These resources provide us with a wide range of beneficial goods, services and cultural values, sometimes referred to as ecosystem services or public goods. This includes provisions such as food, fibre, fresh water and energy; regulating services such as clean air and water regulation, carbon storage and flood regulation; and cultural values such as recreation, education or simply admiring the view; all of which are supported by underpinning functions such as biodiversity, photosynthesis, and water and nutrient cycling.

There is no specific policy relating to natural capital or ecosystem services as all the policies seek to protect or reflect what nature provides for us in one way or another.

⁴

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/589191/The_United_Kingdoms_exit_from_and_p artnership_with_the_EU_Web.pdf

⁵ <http://www.broads-authority.gov.uk/broads-authority/how-we-work/strategy>

⁶ <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

2. Overview of Document

The Local Plan is unavoidably a long document. The document aims to tell a story by setting out the issues the Authority faces, a vision of what the Authority will be like in 2036 and a strategy consisting of policies and site allocations of how the Authority will get there.

Chapter 1, 2 and 3: Document background and how to respond

Chapters 4, 5, 6, 7 and 8: Background information on the Broads and the production of this document.

Chapters 9 to 20: Environmental issues.

Chapters 20 to 24: Economic issues.

Chapters 24 to 29: Societal issues.

Chapter 30: Developer contributions and obligations.

Chapter 31: Other development management policies.

Chapter 32: Site Specific policies.

There are three types of policies: Strategic, Development Management and Site Specific.

As this stage of the Local Plan process is called the Publication Stage, all draft policies start with 'PUB'.

Strategic policies have the suffix 'SP'.

Strategic Policies are in a box like this.

Development Management policies have the suffix 'DM'.

Development Management policies are in a box like this.

Site Specific policies have a three-letter suffix using the first three letters of the relevant settlement (for example 'ACL' for Acle). For area-wide policies the policy name reflects the content of the policy but have a prefix of SS.

Site Specific policies are in a box like this.

3. About this consultation

Tell us what you think!

This is the third stage of the Local Plan production process, where we consult on our draft final policies. This consultation stage still offers a real opportunity for you to influence the Local Plan.

We welcome your feedback on any part of this document.

All **consultation documents and maps** are available at www.broads-authority.gov.uk/broadsconsultations.

We are also holding public sessions at venues around the Broads, where you can drop in and talk to the Authority's officers. For more information, visit the above web page.

Printed copies of the Publication Local Plan and the Sustainability Appraisal, and a CD with other consultation documents, are available to view at the following venues. For opening times, please contact the venue directly or check on their website.

- Broads Authority, Yare House, 62-64 Thorpe Road, Norwich NR1 1RY
- Broadland District Council, 1 Yarmouth Road, Norwich NR7 ODU
- Great Yarmouth Borough Council, Town Hall, Hall Plain, Great Yarmouth, Norfolk NR30 2QF
- North Norfolk District Council, Holt Road, Cromer NR27 9EN
- Norwich City Council, City Hall, St Peter's St, Norwich NR2 1NH
- South Norfolk Council, Cygnet Court, Long Stratton NR15 2XE
- Waveney District Council, Marina Centre, Marina, Lowestoft NR32 1HH
- Norfolk County Council, County Hall, Martineau Lane, Norwich NR1 2DH
- Suffolk County Council, Endeavour House, 8 Russell Road, Ipswich IP1 2BX
- Acle Library, Bridewell Lane, Acle NR13 3RA
- Beccles Library, Blyburgate, Beccles NR34 9TB
- Brundall Library, 90 The Street, Brundall NR13 5LH
- Bungay Library, Wharton Street, Bungay NR35 1EL
- Cromer Library, Prince of Wales Road, Cromer NR27 9HS
- Great Yarmouth Library, Tolhouse Street, Great Yarmouth NR30 2SH
- Loddon Library, 31 Church Plain, Loddon NR14 6EX
- Lowestoft Library, Clapham Road South, Lowestoft, NR32 1DR
- Oulton Broad, Library Council Offices, 92 Bridge Road, Oulton Broad NR32 3LR
- Norwich Millennium Library, The Forum, Millennium Plain, Norwich NR2 1AW
- Stalham Library, High Street, Stalham NR12 9AN
- Wroxham Library, Norwich Road, Wroxham NR12 8RX
- Whitlingham Tourist Information Centre

We have also produced a **summary leaflet/questionnaire** Which summarises the thrust of the policy in one sentence. Visit <http://www.broads-authority.gov.uk/broadsconsultations>.

**This consultation ends at
4pm on Wednesday 15 November 2017.**

4. About the Broads – Spatial Portrait

The Broads is an internationally important wetland and designated protected landscape of the highest order. It is also a member of the family of UK National Parks.

4.1 The Broads Authority Executive Area

The designated Broads Authority Executive Area covers parts of Norfolk and North Suffolk, as shown in white in Map 1 below. The Executive Area includes parts of Broadland District, South Norfolk District, North Norfolk District, Great Yarmouth Borough, Norwich City and Waveney District. The councils for those areas do not have planning powers in the Broads area, but retain all other local authority powers and responsibilities. Norfolk County Council and Suffolk County Council are the county planning authority for their respective part of the Broads, with responsibilities that include minerals and waste planning and are also the Lead Local Flood Authority.

The Broads does not sit in isolation. There are important linkages with neighbouring areas in terms of the community and economy. What goes on outside the Broads affects the area within, and vice versa.

Map 1: Broads Authority Executive Area



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4.2 The Broads Authority

The Broads Authority is a Special Statutory Authority established under the Norfolk and Suffolk Broads Act 1988. It has a statutory duty to manage the Broads for three specific purposes, none of which takes precedence:

- *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.*

Additionally, in discharging its functions, the Broads Authority must 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 or work in the Broads.*

The Broads Authority is the local planning authority for the Broads. It is responsible for producing the new Broads Local Plan that guides development in the area and is used in determining planning applications. A primary aspect of the Broads is that it is a nationally designated area, protected and enhanced for the benefit of the nation as well as for the local population and businesses. This is the justification for control of local planning within the designated area to be entrusted to a special purpose body that includes representation of the national interest as well as of local councils and navigators.

4.3 The landscape of the Broads



The Broads is a landscape greatly modified by people over time and is of international historic and cultural significance.. Accordingly, having been awarded status equivalent to a national park, the highest status of protection has been conferred upon the landscape and natural beauty of the Broads.

The Broads is a low-lying wetland mosaic of flooded former peat workings ('broads') of various sizes, river channels, reed swamp, fen, carr woodland and drained grazing marsh, with some arable cultivation. It also includes a small stretch of undeveloped coastline near Horsey and Winterton.

Traditional settlements tend to be on slightly higher ground, with extensive areas of reed beds, grazing marsh and some carr in and on the edges of the floodplain. There is no particular general building vernacular, but the traditional villages tend to have a variety of surviving older buildings which may have

similar characteristics and be of considerable quality or interest, usually clustered near a staithe (traditional landing area), either on a river or connected to it by dyke, and surrounded by more modern housing of no particular distinction. That being said, the vernacular of the Broads is evolving and the Authority is open to the potential for modern design as this could contribute to the future cultural heritage of the Broads.

On the riverside, around both staithe and the few other road accesses to the waterside, is often a string of chalets/bungalows and sometimes grander houses. These display a distinctive palette of a progression of early 20th century architectural styles, including versions of Arts and Crafts, Cottage ornée and mock Tudor particular to the area. There are also boatyards, with buildings of a more utilitarian and industrial character, together with boat mooring basins cut into the marshes, both visually enlivened by boats and their to-ing and fro-ing. These centres of population can be crowded and busy in summer, but population elsewhere in the Broads is sparse.

Drainage mills and isolated farmhouses sparingly punctuate views across the marshland, and the relative absence of fences (because dykes and drains divide the marshes and contain grazing cattle) accentuates its open, flat and empty appearance. Boats, birds, cattle, field gates, willow pollards and reed-fringed ditches are also important landscape features across the area.

It is a landscape of contrast and surprise, with rivers and broads often concealed from immediate view by carr woodland, or extensive views across marshes to distant woodland and settlements, with the presence of an intervening river often only revealed by the procession of a boat's sail in the middle ground. With its limited road and rail system, much of the Broads feels surprisingly remote and isolated, although footpaths cross the area and boat access is extensive.

4.4 The Economy of the Broads



Tourism is the mainstay of the Broads economy. In 2015, the Broads and surrounding area (including the area of influence) received around 7.4 million visitors, bringing an estimated £431million and directly supporting more than 7,200 FTE jobs⁷. Land and water based tourism is important in the area with around 12,173 boats on the Broads in 2015 (10,691 private craft and 1,482 hire craft). Many people also enjoy birdwatching, walking, cycling, angling, visiting heritage sites and just being near the water.

Boatyards and other waterside businesses are critical to the enjoyment of the special qualities of the area by tourists and local residents alike. They are also important to the local economy and to local employment.

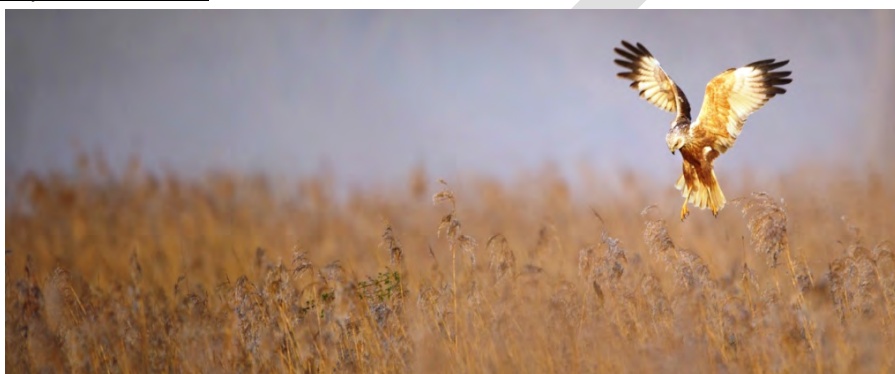
⁷ STEAM Report: Volume and Value of Tourism in the Broads 2014/15

Although many people come to the Broads as day visitors, provision of holiday accommodation is very important, as is the variety of types and locations of such accommodation.

The local economy is, however, not entirely tourism related. Agriculture is the predominant business use in terms of land area (though not in terms of numbers employed or monetary value). It has a vital role in maintaining the landscape and its scenic and environmental value. Boat building is also a locally important traditional industry.

A range of other businesses are located in the Broads. These tend to be small scale and service related, with a notable exception being the large sugar beet processing plant at Cantley.

4.5 The Biodiversity of the Broads

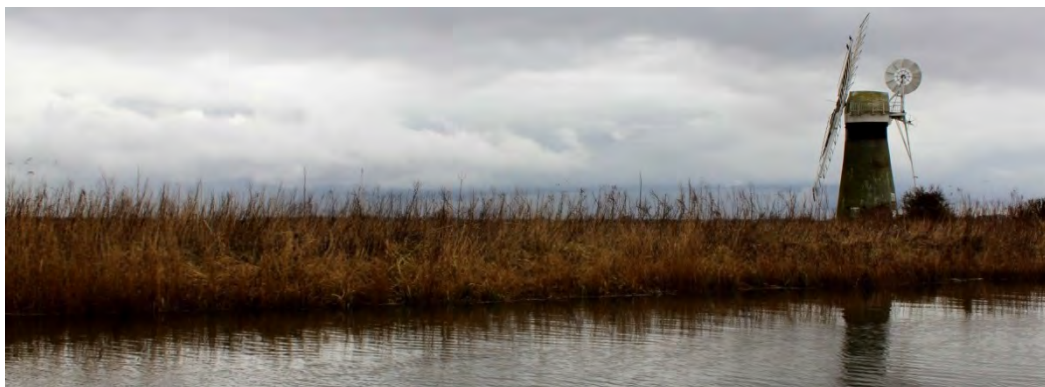


The Broads is one of Europe's most important wetlands for biodiversity and nature conservation. It is a predominantly freshwater ecosystem made up of meandering rivers connecting beautiful expanses of shallow water known as 'broads'. The surrounding habitats include botanically rich fens, home to the rare swallowtail butterfly, Norfolk Hawker dragonfly and the bittern. The invertebrate and bird rich wet woodlands, and the grazing marshes with their network of unique aquatic plant and animal ditch communities, make the Broads one of the most wildlife rich areas in the National Park family and in the UK.

The great importance for biodiversity is reflected in records for the Broads, which indicate:

- Around 25% of the Broads is designated for its international and nationally conservation status
- 11,067 species in total
- 19% of total protected species in the United Kingdom, and 26% of the UK's Biodiversity Action Plan species, occurring in an area only 0.4% of the United Kingdom
- 1,519 priority species, and particularly large numbers of priority bird species – 85% of Red, and 94% of Amber, designated UK Bird species
- Nineteen Global Red Data Book species
- A very wide range within taxonomic groups: e.g. 403 species of beetle, 251 species of fly and 179 species of moth
- 66 Broads Speciality species: 14 species entirely, and 17 largely, restricted to the Broads in the UK, and 35 with its primary stronghold in the area

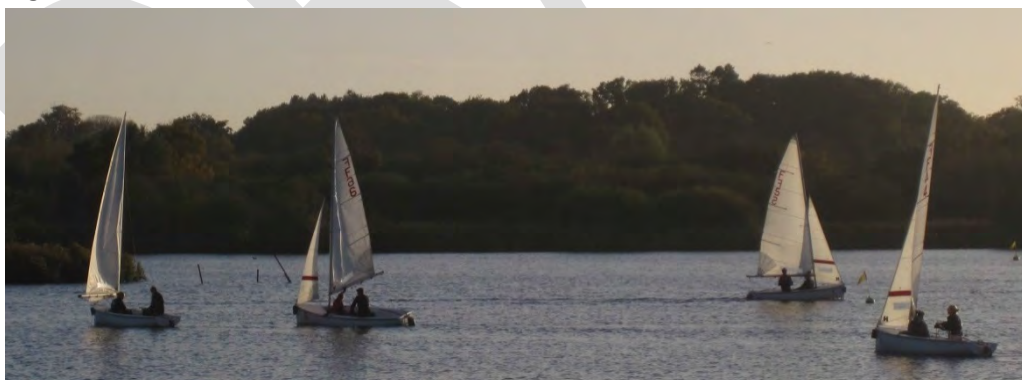
4.6 Historic Environment and Culture of the Broads



The unique quality and distinctiveness of the built environment of the area, its drainage mills, river and waterside settlements and the Broads origins as manmade medieval peat diggings makes the Broads itself arguably one of England's most extensive industrial monuments. Collectively these features provide the context for individual sites of built and archaeological interest resulting in a true cultural landscape. The Broads Authority Executive Area contains over 270 Nationally Listed Buildings, 15 Scheduled Monuments and 25 Conservation Areas. The area has been identified by Historic England as being a site of exceptional potential for waterlogged archaeology, and the Broads Authority has developed a Local List of heritage assets which is updated regularly. The Broads is also home to numerous heritage craft including the famous trading wherries, other historic sailing and motor vessels.

The cultural assets of the Broads are a fragile, precious and finite resource. While the cultural value of the area can be added to by outstanding new design, its past is documented by the historic environment. It is important, therefore, that policies are in place to protect, enhance and better understand the historic environment and cultural landscape of the Broads.

4.7 Navigating the Broads



One of the Broads Authority's statutory purposes is to protect the interests of navigation. The Broads is one of the most extensive and varied inland waterway systems in the UK, offering 200km of boating on lock-free tidal rivers. The navigation reaches from the quiet headwaters of the Bure, Ant, Thurne and Waveney to the bustling centre of Norwich and coastal resorts of Great Yarmouth and Lowestoft. The North Walsham and Dilham Canal is partly within the Broads and is a heritage canal.

The Executive Area comprises approximately 1,974ha of water space and 63 open water bodies, covering 843ha. Many of these water bodies are 'broads' in the traditional sense, having been formed from medieval peat diggings and used as water transport routes linking settlements with the main rivers and tributaries,

while others are of more recent and/or different origin, such as at Whitlingham Country Park, which was developed on the site of a gravel quarry. Some broads have public navigation rights, others have more limited access, generally for environmental or land ownership reasons, while some others are landlocked and inaccessible to craft.

As a harbour and navigation authority, the Authority is responsible for the maintenance of the navigation on the waterways, which is entirely funded through income generated by boat tolls. Its duties include health and safety provisions, dredging, management of vegetation, clearance of wrecks and other hazards, signing and marking the waterways, maintaining the network of free 24-hour moorings and providing a ranger service to assist the public and enforce the byelaws, particularly speed limits.

4.8 The boats and people who sail them

Visitors taking to the network of rivers and broads in the summer months find themselves sharing the water space with many types of vessels ranging from heritage sailing river-cruisers, canoes and paddle boards to period launches and day boats, some propelled by steam and dozens of types of nationally and internationally recognised racing/sailing dinghy. There are also the restored and maintained traditional trading wherries and leisure wherries. Boats are hired by the day or week or privately owned. Boat building, chandlery and repair is a significant local industry. This rich variety of boating heritage is probably unrivalled anywhere in the world. An indication of the commitment of local people to heritage boats and boating on the Broads is that there are over 50 voluntarily run clubs and classes affiliated to the Norfolk and Suffolk Boating Association.



4.8 The Community of the Broads

The resident population of the Executive Area is about 6,000 people. Living in the Broads, particularly close to the water, is highly prized and this is reflected in local house prices. Local communities strongly identify with the area and value its special qualities.

The National Census 2011 gives some facts and figures about the community of the Broads: **6,271** people live in the Broads. **49.8%** are male and **50.2%** are female. The mean age of the population is **49.3**. The **majority** work full time or are retired. **Most** identify their health as good or very good. **9.6%** residents reported having a long-term health problem or disability which limited their day to day activities 'a lot'. The Broads has a population density of **0.2 people per hectare**, and the number of households increased by **307** between 2001 and 2011.

The 2015 Indices of Multiple Deprivation (IMD) give an interesting insight into the community of the Broads. The IMD map for the Broads has been assessed as part of a Deprivation Topic Paper that can be found on the Broads Authority's website⁸.

⁸ <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

4.9 Pressure on the Broads

The Broads is a fragile wetland, and has come under increasing pressure from a variety of sources, including development both internal and external to the Executive Area. In the last century, habitat loss and fragmentation, nutrient enrichment and pollution of waterways, and increasing threats from non-native species and rising sea levels associated with climate change, have seen a decline in species and habitats. The Broads Plan and the Broads Biodiversity Action Plan commit the Authority and its partners to halting and reversing this decline in species and habitats in the Broads. Sea level rise and pressure on water resources related to new development will also increase pressure on the Broads over time.

4.10 Access and Recreation



The Broads is one of the most extensive inland waterways in the UK. Boating is a major recreational activity, with around 12,000 licensed craft using the navigation area, from rowing boats and canoes to sailing boats, motor cruisers and commercial passenger vessels.

Due to the nature of its wetland landscape, many parts of the Broads are most easily accessible by water, with the unique experience this brings. However, the Broads is not just about water, and there are many recreational opportunities to be enjoyed on land. The area has an extensive rights of way network, with around 303km of public footpaths and 17km of public bridleways available for public use. There are three promoted long distance routes and a number of circular walks and cycle routes in the area. Additionally, approximately 150ha of land in the Broads has been designated as open access land under the Countryside and Rights of Way Act 2000. The Broads is also one of the most popular areas in the UK for angling.

Access and recreation provision in the Broads can contribute to the health and quality of life of residents of neighbouring areas and is especially important for urban dwellers and people from deprived communities.

As the UK's premier wetland and member of the UK family of National Parks. Internationally recognised for its landscape, nature conservation and cultural features, the Broads is a popular recreational destination, with miles of open water space and a rich variety of natural, historic and cultural assets to be explored and enjoyed.

5. Policy Context

5.1 Introduction

The following documents are relevant key policy documents that have helped shape the production of the Local Plan.

5.2 National Planning Policy Framework (NPPF) (2012)⁹

The National Planning Policy Framework acts as guidance for local planning authorities and decision-takers, both in drawing up plans and making decisions about planning applications, and is a material consideration in decision-making. Throughout this Local Plan, we refer to the relevant part of the NPPF.

5.3 National Planning Policy Guidance (NPPG) (2014)¹⁰

On 6 March 2014 the Department for Communities and Local Government (DCLG) launched this planning practice guidance web-based resource. This guidance is intended to assist practitioners. Ultimately the interpretation of legislation is for the Courts but this guidance is an indication of the Secretary of State's views. Planning practice guidance will be updated by DCLG as needed.

5.4 UK Marine Policy Statement (2011)¹¹

Marine Policy Statement (MPS) is the framework for preparing Marine Plans and taking decisions affecting the marine environment. The Marine and Coastal Access Act 2009 requires all public authorities taking authorisation or enforcement decisions that affect or might affect the UK marine area to do so in accordance with the MPS unless relevant considerations indicate otherwise.

5.5 East Inshore and Offshore Marine Plans (2014)¹²

The East Inshore Marine Plan area includes the coastline stretching from Flamborough Head to Felixstowe, extending from mean high water out to 12 nautical miles, including inland areas such as the Broads and other waters subject to tidal influence, and covers an area of 6,000 square kilometres. The East Offshore Marine Plan area covers the marine area from 12 nautical miles out to the maritime borders with the Netherlands, Belgium and France, a total of approximately 49,000 square kilometres of sea.

Vision for East Marine Plan Areas in 2034

By 2034 sustainable, effective and efficient use of the East Inshore and East Offshore Marine Plan Areas has been achieved, leading to economic development while protecting and enhancing the marine and coastal environment, offering local communities new jobs, improved health and well-being. As a result of an integrated approach that respects other sectors and interests, the East marine plan areas are providing a significant contribution, particularly through offshore wind, to the energy generated in the United Kingdom and to targets on climate change.

5.6 National Parks Circular (2010)¹³

⁹ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

¹⁰ <http://planningguidance.planningportal.gov.uk/>

¹¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69322/pb3654-marine-policy-statement-110316.pdf

¹² <https://www.gov.uk/government/publications/east-inshore-and-east-offshore-marine-plans>

¹³ <https://www.gov.uk/government/publications/english-national-parks-and-the-broads-uk-government-vision-and-circular-2010>

While the National Parks and the Broads are established under two separate Acts of Parliament, the similarities between them are such that this circular has been produced to apply equally to them all. It sets out in relation to the Parks and the Broads:

- a vision for the English National Parks and the Broads for 2030;
- the key outcomes the Government is seeking over the next five years to ensure early progress towards the vision and suggested actions for achieving those outcomes;
- the key statutory duties of the National Park Authorities (NPAs) and the Broads Authority (together 'the Authorities') and how they should be taken forward;
- policy on governance of the Authorities;
- the contributions needed from others.

Vision for the English National Parks and the Broads

By 2030 English National Parks and the Broads will be places where:

- There are thriving, living, working landscapes notable for their natural beauty and cultural heritage. They inspire visitors and local communities to live within environmental limits and to tackle climate change. The wide-range of services they provide (from clean water to sustainable food) are in good condition and valued by society.
- Sustainable development can be seen in action. The communities of the Parks take an active part in decisions about their future. They are known for having been pivotal in the transformation to a low carbon society and sustainable living. Renewable energy, sustainable agriculture, low carbon transport and travel and healthy, prosperous communities have long been the norm.
- Wildlife flourishes and habitats are maintained, restored and expanded and linked effectively to other ecological networks. Woodland cover has increased and all woodlands are sustainably managed, with the right trees in the right places. Landscapes and habitats are managed to create resilience and enable adaptation.
- Everyone can discover the rich variety of England's natural and historic environment, and have the chance to value them as places for escape, adventure, enjoyment, inspiration and reflection, and a source of national pride and identity. They will be recognised as fundamental to our prosperity and well-being.

5.7 The Broads Plan

The Broads Plan is the key strategic management plan for the Broads. It sets out a vision, aims and objectives for the Broads and coordinates and integrates a wide range of strategies, plans and policies relevant to the area with the purposes and duties set out in the Broads Acts. There are ten aspirations:

- Aspiration 1 Improve water capture and efficient water use across the Broadland Rivers Catchment, and develop a longer-term integrated flood risk management strategy for the Broads and related coastal frontage
- Aspiration 2 Protect, conserve and enhance water quality and land and habitat condition to benefit priority species, recognising natural environmental change and retaining a thriving and sustainable agricultural industry
- Aspiration 3 Apply a catchment-scale approach to reduce sediment input and the sediment backlog, and sustainably reuse or dispose of dredged material
- Aspiration 4 Maintain a safe, open navigation and reduce pressures on busy or vulnerable areas

- Aspiration 5 Improve understanding, protection, conservation and enhancement of the Broads landscape character and distinctive built, cultural, archaeological and geological assets
- Aspiration 6 Provide opportunities for distinctive recreational experiences in harmony with the special qualities of the area
- Aspiration 7 Strengthen and promote key messages and tourism offer in keeping with the area's status, special qualities, history and traditions
- Aspiration 8 Support development growth within and adjacent to the Broads, while avoiding adverse impacts on the area's special qualities
- Aspiration 9 Strengthen connections between a wide audience, particularly local communities and young people, and the Broads environment
- Aspiration 10 Build the awareness and adaptive capacity of local communities to the challenges of climate change and sea level rise

5.8 Neighbouring Local Planning Authorities' Planning Policy Documents

The Broads Authority is the Local Planning Authority for the Broads Authority Executive Area. Parts of the Broads area cover Norwich City, Broadland, South Norfolk, North Norfolk, Great Yarmouth Borough and Waveney District Council areas. These districts are the Local Planning Authorities for the remainder of their areas. The Broads straddles both Norfolk and Suffolk, and those County Councils have produced minerals and waste planning policy documents.

5.9 Norfolk Strategic Framework (NSF)

All Norfolk Local Planning Authorities are working towards a Norfolk Strategic Framework (NSF) to ensure that planning is undertaken strategically and the requirements of the 'Duty to Cooperate' are met (see following section). . The Framework will identify cross boundary and strategic issues and seek ways to recommend to the Authorities how to address the issues in a coordinated manner. Not a policy document but a framework, the NSF follows the approach taken by Cambridgeshire Local Planning Authorities. The NSF will be nearing completion at the time of the publication stage of the Broads Local Plan. An assessment of this Local Plan against the draft NSF Agreements has been completed¹⁴.

5.10 Neighbourhood Plans

At the time of writing, the following Neighbourhood Plans are adopted or in preparation (as at June 2017):

Neighbourhood Plan	Status
Acle	Adopted 2015
Beccles Area	In preparation
Brundall	Adopted 2016
Bungay	In preparation
Horstead with Stanninghall	In preparation
Lound with Ashby, Herringfleet and Somerleyton	In preparation
Oulton	In preparation

¹⁴ <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

Neighbourhood Plan	Status
Rollesby	In preparation
Salhouse	In preparation
Strumpshaw	Adopted 2014
Thorpe St Andrew	In preparation
Worlingham	In preparation
Wroxham	In preparation

5.11 Housing White Paper

On 7 February 2017 the Government published the Housing White Paper¹⁵ entitled “Fixing our broken housing market”. The Paper explains that since the 1970s, there have been on average 160,000 new homes completed each year in England. The consensus is that the country needs 225,000 - 275,000 more homes per year to keep up with population growth and to tackle under supply. The Housing White Paper sets out a broad range of reforms that government plans to introduce to help reform the housing market and increase the supply of new homes. The changes discussed are to come forward through amendments to the NPPF, regulations and further consultations. The Authority will keep informed of changes to the planning system and have responded accordingly as required in the production of this Local Plan.

¹⁵ <https://www.gov.uk/government/collections/housing-white-paper>

6. Duty to Cooperate

The Duty to Cooperate was created in the Localism Act 2011 and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local and Marine Plan preparation in the context of strategic cross boundary matters.

The Duty to Cooperate is not a duty to agree; however, local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination.

Local planning authorities must demonstrate how they have complied with the Duty at the independent examination of their Local Plans. If they cannot do so, then the Local Plan will not be able to proceed further in examination.

The Localism Act states that relevant bodies must ‘...engage constructively, actively and on an ongoing basis...’. The Broads Authority meets this Duty in many ways as set out in the Duty to Cooperate Statement¹⁶. The following summarises the Duty to Cooperate Statement in relation to working with neighbouring Local Planning Authorities:

- In Norfolk, all Norfolk Local Planning Authorities have assisted in the completion of and signed up to the Norfolk Strategic Framework which is being consulted on at the time of writing. This has been overseen by members from all Local Planning Authorities.
- Fundamentally, the Broads Authority Executive Area straddles the area of our six constituent councils and two county councils.
- The six constituent councils undertake the Housing Authorities for their entire area and also undertake the Economic Development function for their entire area which are key areas for working together.
- There are regular meetings with between Norfolk Planning Policy leads as well as bespoke meetings between Great Yarmouth Borough Council and Waveney District Council.

The Authority therefore considers that it engages constructively and on an ongoing basis with relevant authorities.

¹⁶ <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

7. Challenges and Opportunities

This section identifies some of the principle sustainability challenges and opportunities in the area that are potentially relevant to the Broads Local Plan.

Strengths

- Extensive, diverse and very highly valued landscape, habitats, flora, fauna and cultural and heritage assets.
- A unique wetland and low-lying area and member of the National Parks family.
- Formal nature conservation designations of the Broads and many areas within it provide relatively high levels of policy protection or conservation.
- A short undeveloped stretch of coastline.
- High levels of tranquillity through much of the Broads; in particular, a sense of remoteness in some parts despite these being located close to concentrations of housing and industry.
- Attractive environment, providing the basis for most of the Broads' economy and recreation for residents and visitors.
- Britain's largest protected wetland and fourth largest inland waterway, with the status equivalent to a National Park
- High level of interaction with the surrounding area, with complementary provision of facilities and opportunities. For example, employment and development opportunities, community facilities, etc. in surrounding districts, towns and in Norwich also serve Broads residents, while the Broads provides recreational and business opportunities to those from the wider area.
- Thriving hire boat industry contributing to the local economy.
- Many organisations and individuals caring for or promoting the value of various aspects of the Broads.
- Importance of the Broads for the identity and recreation of a much wider area.
- The age profile of the area shows more older-aged persons than the surrounding area. Older people are often motivated, educated and experienced and play an important role in the community.
- Substantial, engaged community of private boat owners.
- Local boating clubs and classes that enable local people (whether or not boat owners), including children, to acquire and hone the skills required to become good sailors
- Only few (or localised) visual impacts from development outside the area of the Broads.
- Many heritage assets including conservation areas and drainage mills.
- The international significance of the paleo-archaeological remains within the Broads and the unusually well preserved organic remains.
- A wealth of archaeological deposits that are not well represented elsewhere within the country

Weaknesses

- Some of the protected habitats in less than optimal condition and/or vulnerable to change as a result of, for example, fragmentation, inappropriate land management and pressure from nearby development. Some areas of fen and some lakes in decline.
- Almost the whole of the Broads area subject to, or at risk of, flooding.
- High levels of listed buildings and other heritage assets at risk, and particular problems in finding compatible and beneficial uses that could help secure the restoration and maintenance of heritage assets such as wind pumps/drainage mills.
- Continuing (though declining) problems of water quality in the rivers. Ground water quality problems.

- Difficulty of modernising and adapting existing buildings and uses, and accommodating new ones, due to flood prone nature of the area.
- Decline in traditional industries such as millwrights and reed and sedge cutters.
- High reliance on tourism which can leave the economy vulnerable and mean a loss of resilience as a result of changes to the holiday/recreational patterns.
- Car dependence of local communities and businesses and fragmentation of settlements.
- Depleted local community and/or visitor facilities, often through displacement by higher value activities (principally housing).
- Tensions and perceptions of incompatibility between interests of conservation, recreation, tourism, navigation and local communities, and between local interests and the national value of the Broads.
- The ageing population could lead to imbalance in the community.
- Lack of housing that is affordable resulting in some people having to commute to places of work.
- Deficiencies of moorings in some places to meet the needs of various waterspace users.
- Increasing pressures for land use change around areas of settlement.
- Resourcing difficulties for organisations that help to manage the environmental assets.
- Reliance on agricultural subsidies to promote land management for nature conservation.

Opportunities

- Climate change:
 - Likely impacts that may create opportunities such as changes in flora, fauna and landscape, patterns of recreation and changes in agriculture and its practices.
 - Adaption through erecting, raising and strengthening flood defences, realignment in more flood prone locations to make more space for water and linking wildlife habitats to provide resilience.
 - Evolving low carbon lifestyles, construction and patterns of land use and settlement.
- Maintaining the recovery and improvement of water quality achieved over the last few decades by long term and ongoing action across a range of agencies.
- Potential to put in place environmental and recreational management measures as part of the implementation of major housing and employment growth outside but close to the Broads area.
- To connect wetland habitats on a landscape scale, to enhance and buffer biodiversity rich areas.
- Potential for revival in the use of the area's rivers and railways for freight and passenger traffic.
- Changes in patterns of recreation and expectations of visitors, including impacts of earlier major decline in hire boat fleet and growth of private boat ownership; higher expectation of facilities for leisure plots, holiday chalets and other accommodation.
- Potential for complementary and mutually supportive actions and benefits across environmental, recreational, navigation, and local community issues.
- Provision of jobs, facilities, services and homes for local residents through the development plans of constituent Local Authorities.
- The status of the Broads as equivalent to a National Park – held in high regard at a local and national level.
- Training opportunities for traditional skills and crafts.
- Encouraging sustainability through the design of buildings as well as innovative designs, new technologies and building in resilience.

- Opportunities to encourage both local residents and visitors to join one of the many boating clubs, take part in organised events, go on formal sailing courses and gain recognised Royal Yachting Association (RYA) qualifications.
- To Improve awareness of general public and residents of the special qualities of the Broads
- Major highway improvements and the benefits to the community and economy they could bring.
- Flat land favouring healthy travel modes.
- More home based working lessening carbon impacts but retaining wealth in the locality.

Threats

- Climate change - likely impacts that may be threats:
 - Increased frequency and severity of all sources of flooding
 - Increased risk of coastal inundation
 - Changes in water quality and quantity
 - Increased frequency and severity of saline incursion into fresh water systems
 - Changes in flora, fauna and landscape
 - Changes in patterns of recreation
 - Changes in agriculture and its practices
 - Redundancy/degradation of infrastructure and material assets
- Erosion of the special character of the area's landscape and built heritage through:
 - Loss of archaeology built/landscape and cultural heritage assets.
 - Saline intrusion.
 - Coastal erosion.
 - Incremental 'suburbanisation' and other changes, including through domestic and holiday home extensions/enlargements and paraphernalia:
 - Metalling of unmade tracks;
 - 'Horsiculture' – proliferation of pony paddocks, stables, Manéges, etc.;
 - Road, rail and navigation improvements/changes;
 - Proliferation of advertisements.
- Potential landscape and economic effects of change, including that driven by market changes (e.g. food prices, bio-fuel).
- Changes in patterns of recreation, including impacts of earlier major decline in hire boat fleet and growth of private boat ownership; higher expectation of facilities for leisure plots, holiday chalets and other accommodation.
- Declining boatyard and boatbuilding industry.
- Loss of local and traditional skills.
- Pinch-points at bridges, no passing places and low levels of infrastructure allied to industry / business and even residential could limit potential for more use of water.
- Major housing and employment growth planned for nearby areas, and associated potential impacts such as:
 - Water quality and quantity loss arising from effluent input and supply extraction.
 - Increased recreational pressure, on both visitor 'honeypots' and remoter, more tranquil and sensitive localities.
 - Traffic growth.
- Passing of the economies, practices and ways of life that generated and sustained those landscapes.

- Unsympathetic design, construction and alterations.
- Loss of local community and/or visitor facilities, often through displacement by higher value activities (principally housing).
- High house prices in the rural areas could affect the willingness of some to train in traditional skills such as reed and sedge cutting as they would need to commute.
- Recent and likely future cuts in budgets and consequent challenges organisations face in light of reduced funds.
- Palaeo-environmental and organic archaeological remains are especially vulnerable and significant in the Broads.
- Potential damage to protected wildlife sites through activities in the Broads and more development in the wider area.
- Major highway improvements and the threat to the special qualities of the Broads that could result.
- Further loss of moorings.
- Vulnerability of subsidised public transport services within the broads (bus and rail).

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8. Vision, Objectives and Existing Policies

8.1 Vision for the Broads

The vision for the Broads below is taken from the Broads Plan 2017. The Broads Plan is the key management plan for the Broads. It sets out a vision, aims and objectives for the Broads and coordinates and integrates a wide range of plans and policies relevant to the area with the purposes and duties set out in the Broads Acts. It is proposed that the Broads Local Plan uses the Vision for the Broads as set out in the Broads Plan.

By 2036 the Broads will be a place where...

The natural environment and the beneficial goods, services and cultural values it provides, from food and energy to landscape character and recreation, are in good condition, are used fairly and sustainably, and are valued by society. In particular, the precious nature of clean, fresh water as a fundamental resource is understood and respected by all.

The past and present importance of the waterways for navigation, biodiversity and recreation is recognised and cherished, and the asset is protected, maintained and enhanced. Wildlife flourishes and habitats are maintained, restored, expanded and linked effectively to other ecological networks. Land and water are managed in an integrated way, with local and landscape scale management creating resilience and enabling flexible approaches to meet changing environmental, economic and social needs.

This living, working, 'big skies' landscape is notable for its natural beauty, distinctive local character and historic significance. People of all ages, abilities and circumstances experience and enjoy it as a place of escape, adventure, enjoyment, work, learning and tranquillity, and as a source of national pride and identity. Sustainable living can be seen in action and there is a buoyant rural economy. Local communities are taking an active part in decisions about their future and are known for having been pivotal in the transformation to a low carbon, 'climate-smart' society.

The Broads National Park will be forever recognised as fundamental to our prosperity and to our mental and physical health and wellbeing. It will be forever treasured as a place that provides a "breathing space for the cure of souls".

8.2 Broads Local Plan Objectives (2015 to 2036)

The following objectives reflect the Vision for the Broads and the area's special qualities and assets. The policies in the Local Plan taken as a whole will seek to ensure these objectives are met by 2036 (and even beyond).

Objective		Relevant policies in the Local Plan
OBJ1.	The Broads remains a key national and international asset and a special place to live, work and visit.	Generally all policies are relevant as together they aim to meet this objective.
OBJ2.	There are areas of true tranquillity and wildness, giving a real sense of remoteness.	Upper Thurne and Trinity policies. Dark sky policy. Amenity policy.
OBJ3.	The Broads is a unique, highly valued and attractive environment where the landscape character and setting	Landscape character section.

Objective		Relevant policies in the Local Plan
	is protected, maintained and enhanced.	
OBJ4.	The rich and varied habitats and wildlife are conserved, maintained, enhanced and sustainably managed.	Natural environment section.
OBJ5.	The coastal section of the Broads is used and managed in a beneficial and integrated way for people and wildlife.	Coast site specific policy.
OBJ6.	Water quality is improved and water is managed using appropriate measures to increase capture and efficiency, prevent pollution and reduce nutrients. Flood risk to people, property and landscapes is managed effectively.	Water section.
OBJ7.	'Climate-smart thinking' minimises future adverse impacts and makes use of opportunities in an area vulnerable to a changing climate and sea level rise.	Climate change section.
OBJ8.	The area's historic environment and cultural heritage are protected, maintained and enhanced. Local cultural traditions and skills are kept alive.	Historic Environment section.
OBJ9.	The housing needs of the community are met.	Housing section and allocations in sites specific section.
OBJ10.	Development and change are managed to protect and enhance the special qualities of the Broads as well as the needs of those who live in, work in and visit the area. The Broads Authority maintains close cooperation with the Local Planning Authorities adjoining its executive area.	Generally all policies are relevant as together they aim to meet this objective. Also see Duty to Cooperate section.
OBJ11.	The Broads offers communities and visitors opportunities for a healthy and active lifestyle and a 'breathing space for the cure of souls'.	See health section.
OBJ12.	There is a buoyant and successful rural economy.	See economy section.
OBJ13.	The Broads is renowned for sustainable tourism and supports a prosperous tourism industry.	See tourism section.
OBJ14.	People enjoy the special qualities of the Broads on land and on water. Access and recreation is managed in ways that maximise opportunities for enjoyment without degrading the natural, heritage or cultural resource. Navigation is protected, maintained and appropriately enhanced, and people enjoy the waterways safely.	Generally most policies address this objective. See transport section.
OBJ15.	The Broads continues to be important for the function, identity and recreation of the local community as well as over a wider area.	Generally most policies address this objective
OBJ16.	Waste is managed effectively so there is no detriment to the environment.	See water section and navigation section.

8.3 The existing policies of the Broads Development Plans

All policies in the Core Strategy, Development Management DPD and Sites Specifics Local Plan as well as the saved TSA2 from the 1997 Local Plan are replaced by the policies in this Local Plan. See [Appendix H](#).

8.4 Special Qualities of the Broads

The special qualities of the Broads that the Local Plan will seek to protect or enhance (if appropriate) are well known. The following list is based on that set out in the Broads Climate Change Adaptation Plan and Landscape Character Assessment. These special qualities have been developed through the consultation associated with the production of the last three Broads Plans. These qualities together help create the distinctiveness of the Broads' landscape.

- Rivers and open water bodies ('broads')
- Fens, reed beds and wet woodlands
- Grazing marshes and dyke networks
- Flood plains, estuary and coast
- Navigable, lock-free waterways
- Special wildlife
- Countryside access on land and water
- Views, remoteness, tranquillity, wildness and 'big skies'
- The people, the visitors, the activities
- History: Geo-heritage, heritage assets, archaeology, historic structures
- Cultural assets, skills and traditions.
- People's interactions with the landscape
- The settlements
- Variety of patterns and textures of the landscape.

8.5 Assumptions made when producing this Local Plan

The following general assumptions have been made when producing this Local Plan. There are also specific assumptions made in particular evidence studies. In particular we have assumed that:

- Great Yarmouth is able to accommodate our unmet housing need as set out in the Housing Topic Paper and at policy PUBSP19.
- The Local Plan will start to be reviewed within around 18 months of being adopted.
- That in general many of the existing policies are fit for purpose, albeit with some amendments and so have been rolled forward to this Local Plan. No policies have been saved.
- That the impact of Brexit on the production of the Local Plans is unknown and that this Local Plan has been produced in line with current regulations. See Brexit statement in section 1.

8.6 The next sections of the Publication Local Plan

The following sections cover the same themes as in the Broads Local Plan: Issues and Options consultation document and Preferred Options document. Taking into account the responses to the issues and related options, preferred options and evidence we have produced the following policies.

The maps referred to can all be found on this webpage:

<http://www.broads-authority.gov.uk/broads-authority/how-we-work/transparency/consultations>

9. Sustainable Development in the Broads

Policy PUBSP1: DCLG/PINS Model Policy

When considering development proposals the local planning authority will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that meets the Broads' statutory purposes and improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in the development plan will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the local planning authority will grant permission unless material considerations indicate otherwise – taking into account whether:

- i) Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- ii) Specific policies in that Framework, and particularly those relating to national parks and the Broads, indicate that development should be restricted.

Reasoned justification

The National Planning Policy Framework states that Local Plans should be based upon and reflect the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally (paragraph 15). The Planning Inspectorate considers that the DCLG's model wording will, if incorporated into a draft Local Plan submitted for examination, be an appropriate way of meeting this expectation.

It is important to note that the presumption in favour does not apply where there is a likely significant effect on a European site, triggering an appropriate assessment.

Evidence used to inform this section

- The NPPF/Planning Inspectorate.

10. Water and flooding

Policy PUBDM1: Water quality and foul drainage

Development will only be permitted where it can be demonstrated that it will not have an adverse impact on waterbodies, including surface and ground water, in terms of quality and quantity. This should include the requirements of the Water Framework Directive and Habitats Regulations.

Applicants are required to demonstrate there is adequate sewage treatment provision to serve the development or that this can be made available in time for the occupation of the development and demonstrate that there is available capacity within the foul sewerage network or that capacity will be made available.

Development is required to be connected to a foul sewer unless proven not to be feasible. If connection to a foul sewer is proven to not be feasible, only then will other arrangements of package sewerage treatment works and septic tanks be considered and only in that order. These will only be permitted if the Authority is satisfied that these systems will work for the expected use and there would be no adverse effects on the environment.

The Authority encourages proposals to consider the use of constructed reed beds¹⁷ as a filtration system to remove nutrients before the waste water from small sewage treatment plants, package treatment works and septic tanks enters waterbodies. Production of a management plan will be required to demonstrate the constructed reed beds will continue to function as intended in perpetuity

Extensions that increase occupancy and proposals for replacement development as well as proposals to intensify an already permitted use are required to improve the existing method of foul drainage of the entire property if feasible.

To ensure the protection of designated sites, no new development that increases foul water flows requiring connection to the public foul drainage system within the Horning Knackers Wood Catchment, will be permitted until it is confirmed capacity is available within the foul sewerage network and at the Water Recycling Centre to serve the proposed development.

Reasoned Justification

The water bodies and wetland environments of the Broads are particularly sensitive to water pollution. Diffuse pollution, including from sewage treatment, remains a problem for the Broads. This has the potential to have a detrimental impact on water quality and biodiversity and thereby adversely affect the Authority's ability to meet its obligations under the Water Framework Directive and Natural Environment and Rural Communities Act 2006.

This policy applies to residential and commercial development and to new build as well as replacements and extensions. In the case of replacement dwellings, the current foul water drainage system is expected to be improved in line with Government Guidance, with the ultimate aim being to connect to the public sewer. The policy also requires betterment for an entire property as a result of an extension that will increase the

¹⁷ That is to say reed beds constructed for the purpose of being a filtration system and not natural reed beds.

occupancy of the building. By increasing the occupancy it is likely there will be more foul water generated. The works associated with an extension or replacement to a building provides an opportunity to improve the foul water drainage system.

The National Planning Practice Guidance¹⁸ sets out a hierarchy of drainage options that must be considered (and discounted as appropriate) in the following order:

1. Connection to the public sewer
2. Package sewage treatment plant
3. Septic tank

The first presumption should be to provide a system of foul drainage discharging into a public sewer to be treated at a public sewage treatment works. A private means of foul effluent disposal is only acceptable when foul mains drainage is unavailable. Anglian Water Services should be consulted regarding the available capacity in the foul water infrastructure.

Due to the low-lying nature of the area and remoteness of some settlements, connection to a public sewer is not always possible in the Broads. The alternative non-mains drainage proposals, including the use of septic tanks, can have an adverse effect on the quality of controlled waters, the environment and amenity, particularly if the dwelling is close to watercourses, there is a high water table at any point of the year, or the site is susceptible to flooding.

To minimise the likelihood of development having an adverse impact on water resources, new development will only be permitted if it can be properly serviced. If an application proposes to connect a development to the existing drainage system, details of the existing system are expected to be provided and confirmation provided that sufficient capacity exists. If the development would necessitate any alterations to the system or the creation of a new system, detailed plans of the new foul drainage arrangements must also be provided. The costs of providing these systems will, where appropriate, fall on the developer. Anglian Water will have the responsibility for the provision and adoption of any new foul sewers provided as part of a new development.

Where development involves the disposal of trade waste or the disposal of foul sewage effluent other than to the public sewer, a foul drainage assessment will be required to demonstrate why the development cannot connect to the public mains sewer system and to provide details of the method of effluent storage, treatment and disposal. The statement should include a thorough examination of the impact of disposal of the final effluent, whether it is discharged to a watercourse or disposed of by soakage into the ground. An Environmental Permit or exemption will be required from the Environment Agency if it is proposed to discharge treated sewage effluent to controlled waters or ground. Further guidance on the information that should be incorporated into this statement is available on the EA website¹⁹. Where development proposes non-mains drainage, early liaison with the Environment Agency is expected. The method of non-mains disposal should be the most appropriate to minimise the risk to the water environment. Septic tanks should only be considered if it can be clearly demonstrated by the applicant that discharging into a public sewer to be treated at a public sewage treatment works or a package sewage treatment plant is not feasible.

¹⁸ <http://planningguidance.communities.gov.uk/blog/guidance/water-supply-wastewater-and-water-quality/water-supply-wastewater-and-water-quality-considerations-for-planning-applications/>

¹⁹ <https://www.gov.uk/guidance/discharges-to-surface-water-and-groundwater-environmental-permits>

With regards to reed bed filtration systems (reed beds constructed for the purpose of being a filtration system and not natural reed beds), this is a more natural way of treating sewerage that provides multiple benefits such as habitat and landscape benefits as well as being a low energy and low carbon option. While it may take more space than other treatment options, the end discharge from a reed bed system could be similar and when combined with other methods, could be even better quality than other methods on their own. Constructed reed bed systems should only be formed where there is no impact on the existing broads wetland habitat.

Horning Knackers Wood Water Recycling Centre discharges to the River Bure and contributes nutrient loads to the downstream watercourses as well as the Bure Broad and Marshes Site of Special Scientific Interest (SSSI), a component of the Broads Special Area of Conservation (SAC)/ Broadland Special Protection Area (SPA). Both Anglian Water and the Environment Agency agree that the Horning Knackers Wood Water Recycling Centre (WRC) does not currently have capacity to accommodate further foul flows. Anglian Water Services (AWS) have undertaken investigations to identify why the WRC is receiving excessive flows. There is a Joint Position Statement which sets out more detail. The Authority will keep abreast of progress on this issue.

Policy PUBDM2: Boat wash down facilities

- a) Where development is proposed for recreational boating club facilities (new, rebuild or extensions) that increase the use of the club, there will be a requirement to designate and sign a suitable area for wash-down of vessels as part of good biosecurity practice.
- b) That Where development is proposed (new, rebuild or extensions) that increases the use of existing boatyards, marinas and mooring basins that have facilities to take boats out of the water or maintain boats on site or is related to maintaining or washing down boats, there will be a requirement to designate a suitable area with adequate facilities to enable the filtration of waste water from the washing of boat hulls with the ultimate aim of preventing anti fouling paint residues (including paint flakes) entering the water.

Reasoned Justification

When vessels are removed from the water they tend to be washed down as part of the maintenance regime. Wash-down of vessels is also important to stop the spread of invasive aquatic species such as the killer shrimp. The equipment used ranges from a pressure hose to a closed loop system that filters contaminants.

Biosecurity means taking steps to make sure that good practices are in place to reduce and minimise the risk of spreading invasive non-native species. Non-native species (such as Killer Shrimp, Zebra Mussel and New Zealand Pygmyweed) can devastate populations of native species and change whole ecosystems, for example by competing with and displacing native species, spreading disease, altering the local ecology and physically clogging waterways. A good biosecurity routine is always essential, even as the life stages of some invasive non-native species are microscopic and are not always apparent.

Recreational boating club users (for example sailing, rowing, wind surfing, water-skiing) tend to remove boats/vessels from the water when not in use or transport them to other water bodies. Users should be aware of the good practice of 'check, clean and dry' to help stop the spread of invasive aquatic species. The policy seeks the designation of areas that are signed and equipped to help in the biosecurity process. The Authority considers that requiring boating clubs to provide such facilities is not onerous.

Anti-fouling paints are applied to boat hulls to prevent growth of organisms, such as algae and mussels. They work by creating a toxic barrier that prevents organisms attaching to the hull. Fouling increases the resistance of the hull to its movement through the water, which slows the boat and reduces its energy efficiency and manoeuvrability. When boats are maintained, antifouling paint could run off into the nearby waterbody. Recent research shows that past use of antifouling paints, such as TBT (tributyltin) based products, had a severe impact on wildlife in the Broads. Although today's anti-fouling products are less persistent, they are still potentially harmful to aquatic life. For example increased copper levels are now being found in the sediment, which can have harmful effects on water snails.

The policy requires commercial operations to have the facilities in place to prevent anti-fouling paint from entering the watercourse. The Green Blue Guide to Boat Wash Down²⁰ provides more information and gives detailed advice and guidance on wash down systems. Applicants are required, as part of their application, to address the issue of boat-wash down and justify the chosen system. If this requirement could affect the viability of an operation, evidence is required to be produced that proves installing a wash down facility could make an operation unviable.



Policy PUBDM3: Water Efficiency

All new/replacement/converted dwellings will be designed to have a water demand equivalent to 110 litres per head per day.

All new/replacement/converted buildings for non-residential land uses served by Anglian Water Services will be designed to score at least 50% in the water section of the relevant BREEAM assessment.

Reasoned Justification

All new homes already have to meet the mandatory national standard set out in the Building Regulations (125 litres/person/day). The NPPG says 'Where there is a clear local need, local planning authorities can set

²⁰ http://thegreenblue.org.uk/~media/TheGreenBlue/Files-and-Documents/Leaflets/The_Green_Guide_to_Boat_Washdown_Systems.ashx

out Local Plan policies requiring new dwellings to meet the tighter Building Regulations optional requirement of 110 litres/person/day²¹.

The policy seeks 110 l/h/d in and the reasons for this are set out in the Local Infrastructure Study and summarised below²².

The Water Stressed Areas Classification (Environment Agency, 2013)²³ summary table shows that the area of Essex and Suffolk Water and Anglian Water are water stressed.

In relation to the area which is served by Anglian Water Services, there is clear support from them in adopting this approach. Turning to the area served by Essex and Suffolk Water, the Waveney District Council Water Cycle Study is of relevance. This study includes a recommendation to adopt the 110l/h/d standard and the draft Local Plan for Waveney District Council includes such an approach. As such, the approach to water efficiency has changed from the Preferred Options version of the Local Plan which applied this level to only the AWS area. This version of the Local Plan applies this standard to the whole of the Broads Authority Executive Area.

New development should therefore incorporate measures to minimise water consumption. Water management systems, including grey water recycling and rainwater harvesting, should be incorporated into new development unless proven unfeasible.

For non-residential buildings, an assessment of the efficiency of the building's domestic water consuming components is undertaken using the BREEAM Wat 01 calculator²⁴. The water consumption (litres/person/day) for the assessed building is compared against a baseline performance and BREEAM. The aim is to reduce the consumption of potable water for sanitary use in new buildings from all sources through the use of water efficient components and water recycling systems.

The Authority will consider site constraints, technical restrictions, financial viability and the delivery of additional benefits to the Broads where requirements of the policy cannot be met. The Authority will expect developers to make a case on a site by site basis.

Policy PUBSP2: Strategic Flood Risk Policy

All new development will be located to minimise flood risk, mitigating any residual risk through design and management measures, and ensuring that flood risk to other areas is not materially increased.

All new development will incorporate appropriate surface water drainage mitigation measures, and will implement sustainable drainage (SuDS) principles, to minimise its own risk of flooding and to not materially increase the flood risk to other areas.

²¹ The 'optional' enhanced national standard is defined within the 2015 Approved Document G, Building Regulations 'Sanitation, hot water safety and water efficiency' March 2015, page 15, G2(3). At 2015 this is defined as consumption 110 litres per person per day to be demonstrated http://www.planningportal.gov.uk/uploads/br/BR_PDF_AD_G_2015.pdf

²² Local Infrastructure Study: http://www.broads-authority.gov.uk/_data/assets/pdf_file/0003/817914/Broads-Local-Plan-Local-Infrastructure-Study.pdf

²³ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/244333/water-stressed-classification-2013.pdf

²⁴ http://www.breeam.com/BREEAM2011SchemeDocument/Content/08_Water/wat01.htm

Particular care will be required in relation to habitats designated as being of international, national, regional and local importance in the area and beyond which are water sensitive.

Development proposals that would have an unacceptable adverse impact on flood risk management will be refused.

Reasoned Justification

Flooding can cause damage to property and infrastructure. The threat of flooding can also cause fear and distress to people and in some cases, flooding can lead to injury²⁵ and even loss of life. 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. On the other hand, flooding is also a natural process within a floodplain. In some circumstances it can be beneficial to wildlife.

Approximately 95% of the Broads Authority area is at some risk of flooding. This includes more than 2,000 properties and almost 30,000 hectares. The Broads Authority boundary is tightly drawn around the edge of the floodplain. The extent and nature of flood risk, with significant areas of 'functional floodplain', mean that flood risk is a major constraint on development in the Broads.

The flood risk in the Broads is mainly from both fluvial and tidal sources and the whole character and development in the Broads over many hundreds of years has been closely associated with the water environment and flood risk. Much of the Broads area is defended by flood defence embankments, which are maintained by the Environment Agency to reduce flooding. The flood defences, where they exist, only reduce the risk of flooding and will never eliminate it; the risk of overtopping or a breach of defences remains. This has been the historic case within the Broads.

Policy PUBDM4: Development and Flood Risk

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, have been satisfied;
- ii) a site specific Flood Risk Assessment, where required, demonstrates an acceptable flood risk and/or suitable flood protection mitigation measures are incorporated into the proposals, where necessary, which can be satisfactorily implemented; and
- iii) Would not affect the ability for future flood alleviation projects to be undertaken.

The Site Specific Flood Risk Assessment will need to meet the requirements of the NPPG and demonstrate/assess the following:

- a) That the development is safe for its lifetime taking into account the vulnerability of its users and climate change;
- b) Whether the proposed development will make a significant contribution to achieving the objectives of the Local Plan;
- c) Whether the development involves the redevelopment of previously developed land or buildings and would result in environmental improvements over the current condition of the site;
- d) Whether appropriate measures to ensure resilience to potential flooding have been incorporated into the development;
- e) Whether appropriate measures to reduce the risk of flooding (on and offsite), including

²⁵ There is a residual risk from all water, especially if it is moving (a flood, at certain velocity and above 4-6cm in depth) which would sweep people and things before it.

- sustainable drainage systems have been incorporated;
- f) Where the proposal involves the replacement of an existing building, whether the replacement building is located and/or designed without increasing flood risk and, where possible, to reduce the risks and effects of flooding;
 - g) Demonstrates an acceptable flood risk and/or suitable flood protection mitigation measures are incorporated into the proposals, where necessary, which can be satisfactorily implemented;
 - h) Whether the risk of flooding is not increased elsewhere and, wherever possible, is reduced;
 - i) Demonstrates that the integrity of existing coastal and river defences are not undermined;
 - j) Do not reduce the potential of land used for current or future flood management;
 - k) Are compatible with the appropriate Catchment Flood Management Plan or Shoreline Management Plan;
 - l) Use development to reduce the risk of flooding through location, layout and design and incorporate sustainable drainage systems to minimise surface water run-off and avoid pollution (see PUBDM5);
 - m) Demonstrate that sites at little or no risk of flooding are developed in preference to areas at higher risk;
 - n) Safe access and egress from the site;
 - o) Management and maintenance plans for flood protection/mitigation measures, including arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime;
 - p) It would not negatively impact on water quality of surface water and ground water; and.
 - q) Includes a Flood Response Plan (FRP).

The relocation of existing development to an undeveloped site with a lower probability of flooding will be permitted where:

- r) The vacated site would be reinstated as naturally functioning flood plain;
- s) The benefits of flood risk reduction outweigh the benefits of leaving the new site undeveloped; and
- t) The development of the new site is appropriate when considered against the other policies of the Local Plan.

In the case of the replacement of an existing residential property in flood zone 3a, the replacement dwelling must be on a like-for-like basis, with no increase in the number of bedrooms, on the same sized footprint²⁶ and wherever possible being relocated in a less vulnerable part of the site.

Any required additional or enhanced flood defences should not conflict with the purposes and special qualities of the Broads.

Reasoned Justification

According to the National Planning Practice Guidance (NPPG), “flood risk” is a combination of the probability and the potential consequences of flooding from all sources – including from rivers and the sea, directly from rainfall on the ground surface and rising groundwater, overwhelmed sewers and drainage systems, and from reservoirs, canals and lakes and other artificial sources.

²⁶ The “footprint” is the aggregate ground floor area of the existing on site buildings, including outbuildings which affect the functionality of the floodplain but excluding temporary buildings, open spaces with direct external access between wings of a building, and areas of hardstanding.

Flood Zones refer to the probability of river and sea flooding, ignoring the presence of defences. They are shown on the Environment Agency's Flood Map for Planning (Rivers and Sea)²⁷ and defined in the NPPG. They are also shown in a Strategic Flood Risk Assessment (see text later).

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.

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. It will also be essential to ensure that measures to minimise the risk of flooding from all sources of flood risk 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.

All developments should be located in areas identified as being at the lowest risk of flooding. Development proposals of one hectare or greater and all proposals for new development in Flood Zones 2 and 3 will be accompanied by a site specific Flood Risk Assessment (FRA) (except those covered by Environment Agency standing advice). This FRA should demonstrate how flood risk from all sources of flooding to the development itself and flood risk to others would be managed. It will also be expected to take climate change into account, identify flood reduction measures that will be incorporated into the development (including the use of Sustainable Drainage Systems) and provide an assessment of any residual risk. The FRA should be proportionate to the level of risk and the scale, nature and location of the development. The checklist as set out in the NPPG²⁸ should be used to produce an FRA but the FRA should also address the additional considerations as set out in the policy.

To assist the production of Flood Risk Assessments for householder development and other minor extensions in Flood Zones 2 and 3, the Authority, in liaison with the Environment Agency, has produced a Ticksheet template²⁹.

In accordance with national policy, development in Environment Agency Flood Zones 2 and 3 will only be permitted when the sequential test and the exception test, where applicable, have been satisfied. The Sequential Test will be carried out by the Authority drawing upon information submitted by the applicant. Where an exception test is necessary, the applicant's FRA must include sufficient information to enable this assessment to be undertaken. For the purposes of this policy, footprint will be defined as the aggregate ground floor area of the existing on site buildings, including outbuildings which affect the functionality of the floodplain but excluding: temporary buildings, open spaces with direct external access between wings of a building, and areas of hardstanding.

Part n) requires the FRA to demonstrate safe access and egress from the site. Where it has been demonstrated that this would not be possible due to unsafe flood depths on or surrounding the site, the

²⁷ See the flood maps here: http://maps.environment-agency.gov.uk/wiyby/wiybyController?x=357683.0&y=355134.0&scale=1&layerGroups=default&ep=map&textonly=off&lang=_e&to pic=floodmap

²⁸ <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/site-specific-flood-risk-assessment-checklist/>

²⁹ http://www.broads-authority.gov.uk/_data/assets/word_doc/0006/917862/Appendix-F-Flood-Risk-Assessment-Tick-Sheet.doc

safety of occupants will need to be managed through a Flood Response Plan (FRP). The FRP should demonstrate that occupants will be kept safe and not exposed to flood hazards. This may be through evacuation in advance of a flood and/or remaining in situ within an appropriate refuge. The Authority has produced a Flood Response Plan template³⁰ for applicants to use. The acceptability of the plan and its ability to keep occupants safe will be assessed as part of the planning application.

With regards to replacement dwellings in flood zone 3a, replacement dwellings are required to be on a like for like basis as any increase in size is likely to expand into functional floodplain (flood zone 3b) thus putting more property and possibly more people at risk of flooding. The change to the functional floodplain could increase flood risk elsewhere.

Surface water run-off proposals should address the requirements of the Flood and Water Management Act 2010.

Sustainable Drainage Systems (SuDS) are an alternative to traditional drainage systems that attempt to reduce the total amount, flow and rate of surface water run-off. There is a range of possible SuDS techniques that can be utilised. However, not all techniques will be appropriate for individual development sites. See policy PUBDM5: Surface water run-off.

Given the importance and relevance of flood risk issues to the Broads applicants should, in developing proposals, have regard to National flood risk guidance and policy as set out in the NPPF and NPPG.

The Government also states in the NPPG that '*Local authorities and developers should seek opportunities to **reduce the overall level of flood risk in the area and beyond***'. The policy seeks opportunities to reduce the overall level of flood risk.

Dry Islands

Dry Islands are areas of flood zone 1, surrounded by flood zone 3. So whilst development may be suitable in flood risk terms in the area that is in zone 1, in times of flood, the area effectively could become an island. The issue here is related to safe access and egress at times of flood. In the Broads, dry islands tend to occur in more isolated areas that may not experience development. However, there may be requirements for a Flood Response Plan to be produced for development in dry islands.

Environmental Permitting Regulations 2010

Applicants should be aware that there is a need to obtain an Environmental Permit³¹ from the Environment Agency, for flood risk activities for work or structures in, under, over or within 16m from a main river and from any flood defence structure or culvert. The works may fall under one or more of the following categories: 'Exemption', 'Exclusion', 'Standard Rules Permit', 'Bespoke permit'. Anyone carrying out these activities without a permit where one is required, is breaking the law.

Status of the 2017 Flood Risk Supplementary Planning Document on adoption of the Local Plan.

The Broads Authority has a Flood Risk Supplementary Planning Document (SPD)³². That is based upon the Development Management Policy DP29 which this policy replaces. Consequently, on adoption of this Local Plan, the SPD is out of date. The Authority will review the SPD immediately after adoption, but in the meantime (between adoption of the Local plan and adoption of the revised SPD), we will still refer to the SPD (albeit along the lines of guidance) as there is much detail relating to flooding in that document.

³⁰ http://www.broads-authority.gov.uk/_data/assets/pdf_file/0007/917863/Appendix-D-Flood-Response-Plan-Guidance-and-Structure.pdf

³¹ New forms and further information can be found at: <https://www.gov.uk/guidance/flood-risk-activities-environmental-permits>.

³² http://www.broads-authority.gov.uk/_data/assets/pdf_file/0006/917844/Broads-Flood-Risk-SPD-Final-March-2017.pdf

Strategic Flood Risk Assessment (SFRA)

SFRAs are very important for the production of Local Plans. Work is currently underway to provide up to date SFRAs for most of Norfolk together as well as separately in Waveney (as at July 2017). However a large area of the Broads Authority Executive Area will not be assessed as part of this work because the model needs to be purchased and updated by the Environment Agency and the model run to produce SFRA equivalent information. It is intended that this will be completed by around June 2019. Please see the Position Statement between the Broads Authority and Environment Agency³³.

Policy PUBDM5: Surface water run-off

All development proposals will need to incorporate measures to attenuate surface water run-off in a manner appropriate to the Broads. This will need to reflect the characteristics of the site in accordance with a drainage hierarchy for rainwater so that, in order of priority, they:

- a) continue natural discharge processes;
- b) store water for later use;
- c) adopt shallow infiltration techniques in areas of suitable porosity;
- d) store water in open water features for gradual release to a watercourse;
- e) store water in sealed water features for gradual release to a watercourse;
- f) discharge direct to a watercourse;
- g) discharge direct to a surface water drain (highways, Anglian water or other body or within private ownership);
- h) discharge direct to deep infiltration or borehole soakaways; or
- i) discharge direct to a combined sewer

The surface water run-off rates that will occur as a consequence of the development are required to be no more than the greenfield rate for the equivalent event for greenfield sites. If the site is brownfield then no more than those prior to development. However applicants are encouraged to seek betterment in surface water run off as part of their proposals.

Sustainable Drainage Systems (SuDS) shall be used unless, following adequate assessment, soil conditions and/or engineering feasibility dictate otherwise.

Proposals to address surface water must be considered at an early stage of the scheme design process. The following criteria need to be addressed when designing measures to address surface water:

- i) Use a risk assessment on treatment stages to reflect the type of proposed development and how surface water run-off and drainage will affect the receptor;
- ii) Take the current drainage arrangements of the area into account (including groundwater levels);
- iii) Take natural site drainage and topography into account;
- iv) Effectively manage water including maintenance of and, where possible improvement to water quality; and
- v) Provide amenity for local residents whilst ensuring a safe environment.

Where SuDS via ground infiltration is feasible, in order to ensure that SuDS discharge water from the development at the same or lesser rate as prior to construction, developers must undertake groundwater monitoring within the winter period and winter percolation testing in accordance with the current procedure³⁴.

Minor developments which increase the footprint of an impermeable surface are required (where appropriate) to incorporate mitigation measures to reduce surface water runoff, manage surface water flood risk to the development itself and to others, maximise the use of permeable materials to increase

³³ <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

³⁴ Currently BRE Digest 365

infiltration capacity, incorporate on-site water storage and make use of green roofs and walls wherever reasonably practicable and appropriate in accordance with design policies..

Within the critical drainage catchments as identified by the Lead Local Flood Authority and in other areas where the best available evidence indicates that a serious and exceptional risk of surface water flooding exists, all development proposals involving new buildings, extensions and additional areas of hard surfacing shall ensure that adequate and appropriate consideration has been given to mitigating surface water flood risk.

Schemes that involve SuDS will be required to provide details of the management regime to ensure effective operation of the type of SuDS delivered in perpetuity.

Reasoned Justification

The policy seeks to ensure that surface water run-off is discharged as high up the following **hierarchy** (as set out in the NPPG) as possible:

- into the ground (infiltration);
- to a surface water body;
- to a surface water sewer, highway drain, or another drainage system;
- to a combined sewer.

Sustainable drainage systems (SuDS) slow the rate of surface water run-off and improve infiltration, by mimicking natural drainage in both rural and urban areas. This reduces the risk of “flash-flooding”, which occurs when rainwater rapidly flows into the public sewerage and drainage systems. SuDS can also be used to enhance the environment of a site by contributing to green infrastructure and providing habitats for wildlife.

The Government has issued a written statement in relation to SuDS³⁵ saying that ‘*we expect local planning policies and decisions on planning applications relating to major development (developments of 10 dwellings or more; or equivalent non-residential or mixed development) to ensure that sustainable drainage systems for the management of run-off are put in place, unless demonstrated to be inappropriate.*’. The policy seeks to address this direction.

Types of SuDS

The Broads is ideally suited for this sort of approach as dykes and other forms of holding basins are characteristic of the landscape. There is a range of possible SUDs techniques that can be utilised. However, not all techniques will be appropriate for individual development sites. Examples of SuDS include retention ponds (a depression which holds water even during dry weather conditions), water butts and swales (long vegetative depression which is normally dry except during and after heavy rainfall).

Designing SuDS

An appropriate amount of land take should be allowed to account for SuDS within any development. To be most effective SuDS proposals need to be integrated into scheme designs at an early stage and not retro-fitted once layout has already been established.

Special consideration will need to be given to the design of the drainage system when there is known flooding issues within the immediate catchment of the development. Generally known flooding issues do correlate with areas shown as high risk flooding on the Government Risk of Surface Water Flooding (RoSWF) maps however the LLFA will highlight any relevant information if they are consulted on a scheme.

³⁵ <http://www.parliament.uk/documents/commons-vote-office/December%202014/18%20December/6.%20DCLG-sustainable-drainage-systems.pdf>

It is acknowledged that the scope of any drainage strategy should be proportionate to the scale of the development and the amount and type of flood risk the development site is subject to. As part of any drainage strategy it will be important to identify existing drainage arrangements in order to determine the available options for draining the site as well as to ascertain the impact of the proposal post development.

In certain instances it may not be appropriate to attenuate significant amounts of water due to ecological considerations however water quality issues should always be considered. A risk assessment should be undertaken and appropriate treatment stages should be introduced if the receiving environment is assessed as being sensitive to development.

Normal infiltration SuDS should be no deeper than 2m, below ground level with a minimum of 1.2m clearance between the base of infiltration SuDS and the peak seasonal groundwater levels. Monitoring/testing of groundwater must be undertaken in winter as this tends to be the time of year that sees most precipitation and higher groundwater levels.

Advice from Norfolk County Council (one of the two Lead Local Flood Authorities (LLFA) covering the Broads) is that deep infiltration or borehole soakaways should be one of the final options for consideration. Whilst these methods can provide groundwater recharge via infiltration at depth, it does not mimic the natural drainage system as would shallow infiltration.

Furthermore, the Environment Agency have also stated that they would not normally support the use of deep bore soakaway systems as these can present an unacceptable risk to groundwater environment. Where applications are proposing their use, they should provide supporting documentation that clearly demonstrates why other SuDS discharge options are not appropriate. Each application for deep bore soakaways should also be supported by a detailed risk assessment demonstrating that their use will not impact on groundwater quality. If deep bore soakaways are proposed the developer may require an environmental permit from the Environment Agency for a direct discharge to groundwater³⁶. Granting of planning permission does not automatically mean a developer will be awarded an environmental permit and early engagement with the EA is recommended where deep bore soakaways are proposed. Applications are expected to clearly demonstrate with supporting information as to why other SuDS discharge options are not appropriate prior to proposing deep infiltration/borehole soakaway. If deep bore soakaways are proposed the developer may require an environmental permit from the Environment Agency for a direct discharge to groundwater.

Good examples of how development can be planned to manage water and deliver multiple benefits effectively are outlined in the RSPB/WWT report 'Sustainable drainage systems: maximising the potential for people and wildlife – A guide for local authorities and developers'³⁷.

Areas with concentrated surface water risk will be identified by the Lead Local Flood Authorities as Critical Drainage Catchments³⁸ (CDCs). The CDCs form the main focus for partner engagement, detailed analysis and potential implementation of flood protection schemes as well as the production of Surface Water Management Plans³⁹ which look in detail at places that have suffered surface water flooding or have a high surface water flood risk. Currently there are no CDCs in the Broads Authority area.

³⁶ More information can be found at <https://www.gov.uk/guidance/discharges-to-surface-water-and-groundwater-environmental-permits>.

³⁷ Available at https://www.rspb.org.uk/Images/SuDS_report_final_tcm9-338064.pdf.

³⁸ A Critical Drainage Area is a discrete geographic area (usually a hydrological catchment) where multiple or interlinked sources of flood risk cause flooding during a severe rainfall event thereby affecting people, property or local infrastructure

³⁹ <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/flood-and-water-management-policies/surface-water-management-plans> and <https://www.suffolk.gov.uk/roads-and-transport/flooding-and-drainage/flood-management-in-suffolk/>

Management, maintenance and adoption of SuDS

The management of SuDS during the construction phase, to ensure they operate in an effective manner is of importance. Once constructed a management plan needs to be in place, along with appropriate resources, to ensure they continue to operate in perpetuity. With regards to adopting SuDS, Anglian Water's current standards for SuDS adoption are available to view at the following address:

<http://www.anglianwater.co.uk/developers/suds.aspx>. SuDS can also be adopted by other bodies such as Management Companies.

Additional information

There are various sources of technical information that can be used when addressing surface water and designing SuDS:

- NPPG: <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/reducing-the-causes-and-impacts-of-flooding/why-are-sustainable-drainage-systems-important/>
- Non-statutory technical standards for the design, maintenance and operation of sustainable drainage systems:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/415773/sustainable-drainage-technical-standards.pdf
- SuDS manual produced by CIRIA: In delivering SuDS there is a requirement to meet the framework set out by the Government's 'non statutory technical standards' and the revised SuDS Manual complements these but goes further to support the cost-effective delivery of multiple benefits.
http://www.ciria.org/Resources/Free_publications/SuDS_manual_C753.aspx

Evidence used to inform this section

- <http://www.nonnativespecies.org/checkcleandry/documents/species-guide.pdf>
- http://thegreenblue.org.uk/~media/TheGreenBlue/Files-and-Documents/Leaflets/The_Green_Guide_to_Boat_Washdown_Systems.ashx
- ENVIRONMENTAL SCIENCE & TECHNOLOGY / September 1, 2009 - 'Widely used antifouling biocide lingers in freshwater ecosystems'. <http://pubs.acs.org/doi/10.1021/es902146k>
- Environmental Change Research Centre, Research Report No. 165, Recent heavy metal contamination of the Thurne Broads, Report to the Broads Authority, 2015.
- The Local Infrastructure Study⁴⁰.
- Flood Risk SPD (2017) for the Broads.
- Environment Agency Flood Zones and Risk of flooding from Surface Water maps
- The NPPG and NPPF.
- Strategic Flood Risk Assessment (2007) and Draft 2017 version.
- SFRA Position Statement, EA and BA (2017)
- Environment Agency : Environmental management – guidance on discharges to surface water and groundwater: environmental permits: <https://www.gov.uk/guidance/discharges-to-surface-water-and-groundwater-environmental-permits>.
- Joint Position Statement on Development in the Horning Water Recycling Centre Catchment (2017). Prepared by Anglian Water Services and the Environment Agency.
- The NPPG and advice from Norfolk County Council as the Lead Local Flood Authority.

⁴⁰ <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan>

11. Open Space, Play and Allotments

Policy PUBDM6: Open Space on land, play, sports fields and allotments

See Open Space map bundle and various Inset Maps.

a) Existing Provision. See Open Space map bundle.

Development that would result in the loss of existing sport, recreational, allotment or amenity open space as identified on the policies maps will only be permitted if it can be demonstrated (through a local assessment):

- i) that there is an excess of recreational or amenity open space in the catchment area (in and out of the Broads) and the proposed loss will not result in a current or likely shortfall during the plan period; or
- ii) the proposal is for ancillary development on an appropriate portion of the open space which enhances the recreational facilities and their setting; or
- iii) the open space which would be lost as a result of the proposed development, would be replaced by an open space of an equivalent or better quality and of equivalent or greater quantity, in an equally accessible and convenient location subject to equivalent or better management arrangements, which continues to meet the needs of the existing community as well as new development, prior to the commencement of development; and
- iv) the proposal would not cause significant harm to the amenity or biodiversity value of the open space

b) New Provision

The Broads Authority will have regard to the approach and/or standards set by the relevant constituent district council. Any contribution will need to be towards a specific deliverable scheme in consultation with the relevant parish or district council and having regard to the developer contributions policy in this document. The contribution will be required to name a specific scheme (site and type of provision). Open space provision may also be required to reduce recreation pressure on sensitive designated wildlife sites.

c) Cemeteries and burial grounds

Development proposals for new cemeteries and burial grounds that comply with other relevant policies will be permitted where they are:

- i) appropriately sited in a sustainable location;
- ii) designed to make the most of opportunities to improve and/or create new biodiversity, habitats and green infrastructure; and
- iii) will have no adverse impact on controlled waters including groundwater and surface water.

Reasoned Justification

The provision of public open space, sports fields, play space and allotments is essential in promoting active living and providing important physical, psychological and social health benefits for the community. These areas can also contribute to mental health and community wellbeing. The Authority therefore considers it important to retain open spaces, including children's play space and sports facilities, which are valued by local communities and/or add to the local character, unless a suitable alternative can be provided; and to create new open spaces that are located within or close to housing developments, that are safe and accessible for all members of the community. This policy sets out criteria for assessing proposals relating to these land uses.

Because our constituent districts assess the entire district in relation to need for these uses, including that part which is the Broads, it is appropriate and reasonable to have regard to the approach taken by the relevant district council which could reflect standards set in their Local Plans or other relevant documents. To do otherwise could skew open space need and does not reflect that these facilities are beneficial to and used by the entire community/settlement regardless of Local Planning Authority boundary.

Some of the Authority's constituent councils have adopted the Community Infrastructure Levy (CIL) and play, allotments and open space are part of the charging schedule. There is no CIL in the Broads Authority and therefore the Authority relies on S106 agreements (to which there are pooling restrictions now in place) to provide these.

The Authority will liaise with the constituent councils regarding ongoing management of the space. It should be noted that some Districts may not adopt and maintain open space and the developer may need to address the maintenance responsibility.

If any assessments are required in relation to open space provision, the assessment must look at the entire catchment of a facility (as facilities such as playing fields often serve users beyond the immediate settlement they are located in) including that part of the settlement outside of the Broads.

Turning to any relocation or loss of open space, play and allotments, It is important that where it is relocated it firstly still meets the needs of the existing community and the secondly meets the needs of the new development unless it is clearly demonstrated that the existing open space in question is surplus to requirements.

Cemeteries and burial grounds are a much valued and sensitive type of green infrastructure asset. All proposals for new cemeteries and burial grounds should be in a sustainable location with good links to suitable access networks. The development proposals should have due regard to the character of the surrounding areas, especially relating to the special qualities, and retain any existing landscape features such as hedges and trees. Any opportunities to improve and/or create new biodiversity, habitats and green infrastructure should also be taken. It will be necessary to demonstrate that the proposed cemetery will not have an adverse impact on ground or surface water.

The design of any open space and its integration into a proposed scheme, streetscape and landscape is an important consideration. Larger facilities have the potential to adversely affect the local landscape character through a change in land use and landscape patterns, through the introduction of more urban features and additional clutter. Design standards and experience of the relevant council will be applied.

The maps in the Open Space map bundle show areas of open space assessed as part of open space assessments by the Authority's constituent districts. While the districts assessed the entire district, including that which is the Broads, they only allocated open space in their Local Planning Authority area. Working with its districts, the Authority has allocated the open space assessed as part of their assessments that falls within the Broads Authority Executive Area. It is important to note that only reflects the open space at the time of writing. Many of our districts intend to update their assessments as part of their Local Plan production. The Authority will defer to the most up to date open space assessment.

Evidence used to inform this section

- Open Space Assessments of the Broads Authority's constituent district councils.
- Sport England's full policy in relation to playing fields: <https://www.sportengland.org/facilities-planning/planning-for-sport/development-management/planning-applications/playing-field-land/>

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12. Green Infrastructure

Policy PUBDM7: Green Infrastructure

There is an expectation that new development proposals will enhance, and integrate with, the local green infrastructure network. Development shall contribute to the delivery and management of green infrastructure that meets the needs of communities and biodiversity both within and beyond the proposal boundaries, including establishment of new and enhancement of existing green infrastructure.

Through its layout and design, new development shall respond to the existing local green infrastructure network and help connect areas of green infrastructure.

Where it is considered that the development will have a detrimental effect on the quantity, quality or function of existing green infrastructure then the development will not be permitted unless it can be demonstrated that an assessment has been made and suitable mitigation measures proposed. Any mitigation measures should be of equal or greater value than that which is to be compromised or lost through development.

Development that compromises the integrity of green infrastructure assets, the delivery of Green Infrastructure strategies, and/or conflicts with the findings of relevant studies of the Authority, Authority's constituent districts and county councils without suitable justification and mitigation will not be permitted.

Green infrastructure proposals shall:

- a) protect and enhance existing natural and historic environments;
- b) strengthen connectivity and resilience of ecological networks;
- c) be locally distinctive through reflecting and enhancing landscape character;
- d) maximise opportunities to mitigate and adapt to climate change;
- e) improve quality of life through provision of benefits for health and wellbeing, including opportunities to access open space and enjoyment of the Broads and its special qualities; and
- f) ensure long term beneficial maintenance and management of green infrastructure.

Reasoned Justification

The NPPF defines Green infrastructure (GI) as '*a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities*'.

Green infrastructure typologies/components include:

- **Parks and Gardens** – urban parks, Country and Regional Parks, formal gardens
- **Amenity Greenspace** – informal recreation spaces, housing green spaces, domestic gardens, village greens, urban commons, other incidental space, green roofs
- **Natural and semi-natural urban and rural greenspaces** - woodland and scrub, grassland (e.g. meadow), heath, wetlands, open and running water, brownfield land and disturbed ground, bare rock habitats (e.g. cliffs and quarries)
- **Green corridors** – rivers and canals including their banks, hedgerows and other natural features, road and rail corridors, cycling routes, pedestrian paths, commons and public rights of way
- **Other** - allotments, community gardens, city farms, cemeteries and churchyards

Sustainable Drainage Systems (SuDS) can also be Green infrastructure (see policy PUBDM5).

The NPPF says at paragraph 114. *'Local planning authorities should (inter alia) set out a strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure'.*

There are essentially three elements to the policy. The first relates to the importance of incorporating existing green infrastructure assets within development proposals and enabling connectivity to other assets. This could include reflecting the green infrastructure features on site or nearby. The Broads Authority has produced a Biodiversity Enhancements Guide that could help.

The second element relates to protecting existing assets as well as ensuring proposals do not affect the ability of our constituent district councils to deliver their Green Infrastructure Strategy recommendations. Some of our districts have green infrastructure Strategies that fundamentally benefit the wildlife and visitors of the Broads, but also act as mitigation of the effects of their development requirements and enable the delivery of housing and other development that benefits the community and visitors of the Broads.

The third element sets our criteria that proposals for green infrastructure need to address and the benefits it can provide, namely that it:

- contributes to high quality and accessible landscapes benefiting people and wildlife;
- plays an essential role in maintaining and enhancing the health of the natural environment and its ability to provide a wealth of 'ecosystem services';
- increases ecological connectivity to overcome habitat fragmentation and to increase the ability of the natural environment to adapt to climate change;
- in coastal locations, helps to provide recreational space and to enhance and protect our marine environment;
- creates attractive and accessible places for people to socialise, enjoy direct and regular contact with and learn about the natural environment;
- strengthens links between urban areas and their surrounding countryside, and brings the natural world into every neighbourhood, with benefits for individual and community health and wellbeing;
- supports the efficient management of water resources. A network of green spaces reduces the likelihood of flooding by allowing water to permeate through the ground;
- can also contribute to delivery of sustainable land management;
- can also create a range of social and economic benefits, both directly (through employment in capital projects and future management) and indirectly (increased visitors and visitor spend);
- supports functioning ecosystems and robust natural systems for the management of basic resources such as water, clean air, soil, and the maintenance of biodiversity;
- delivers a broad range of ecosystem services and linked social and economic benefits that clearly demonstrate the relevance of the natural environment to the lives and livelihoods of individuals and communities;
- makes a direct contribution to reducing the effects of the climate change; and
- enhances the self sufficiency of communities though providing local food production and recreational areas.

Any sites created as green infrastructure will need to be maintained. In order to do this effectively this should be done in accordance with an agreed management plan. The works needed to maintain the asset will need to be resourced in perpetuity to ensure that it continues to function as intended. This will therefore require appropriate developer contributions or a planning obligation.

Water open space/blue infrastructure

The water open space of the Broads can be enjoyed in many ways for example by boating, sailing, canoeing and water-skiing (where permitted), by being by the and by being in the water where open water swimming events are permitted and organised. 'Blue' infrastructure is also important in the Broads.

Many policies in this Local Plan relate to water open space and blue infrastructure, such as water quality, moorings and navigation elements of policies and the policy on staithes (PUBSSSTAITHES).

Evidence used to inform this section

- Advice from Norfolk County Council.
- Ecological networks mapping

13. Climate Change

Policy PUBSP3: Climate Change

The Authority welcomes positives actions from development which enables a move to a low carbon economy and society and helps biodiversity to adapt to climate change.

Contributions to climate change arising from development will be minimised by means of a reduction of greenhouse gas emissions (mitigation).

Proposals are required to consider how climate change could impact development through its lifetime (adaptation and resilience).

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;
- iii) Using sustainable design principles that achieve energy efficiency throughout the development's lifecycle; and
- iv) Considering the potential impacts as a result of climate change on development, the natural and historic environment and users of the development

Reasoned Justification

Climate change and sea level rise are key challenges facing the Broads. 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 non-native and invasive species; and
- a more productive wetland system, requiring more management intervention.

There are two general approaches to the issue of climate change, both of which have a role:

- Climate change adaptation and resilience is about being prepared for a changing climate - for example connecting up habitats to allow species to move according to climate conditions, or identifying particular areas ready to take excess water in times of flood.
- Climate change mitigation is about reducing greenhouse gas emissions through changing behaviour - for example, improving housing insulation to reduce energy demand, installing solar panels so relying less on fossil fuels, and using the car less.

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.

Policies elsewhere in this Local Plan 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 landscape character or visual amenity of an area.

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.

It is imperative that climate change contribution from transport use 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, encouraging walking, cycling the use of public transport and sailing, promoting the port gateways at Great Yarmouth and Lowestoft for boats arriving and leaving the area, and raising awareness about the effects of climate change on the Broads.

The Authority encourages the use of a 'climate smart' ([Appendix C: Climate-smart planning cycle](#)) approach whereby any proposed development is reviewed against climate projections to see what resilience and adaptation options might be possible to help inform the detail of the proposal.

Policy PUBDM8: Climate Smart Checklist

Development proposals which would result in new build, replacement, change of use or an increase in floor space must demonstrate how climate change has been taken account of in the scheme with the submission of a Climate Smart Checklist (see [Appendix B: Climate-Smart Checklist](#)).

Reasoned Justification

The current projections are that by mid-century we will start to see significant climate change (UKCIP 2009) and early adaptation planning is likely to save money and better protect property and lives in the long run.

Climate projections for the Broads will depend on how effectively we deal with global greenhouse gas emissions. There will be some inevitable change to the climate due to the gases already in the atmosphere, but the more extreme changes should be avoided if there is prompt action to reduce emissions in the short term. In simple terms, the best current opinion⁴¹ about likely changes that will impact on the Broads include warmer, drier summers, slightly wetter, warmer winters and more extreme events in terms of frequency and severity. The sea level is already rising and this is being increased by a changing climate.

The Broads is therefore very vulnerable to greater flood risk, storms, droughts and heatwaves that could affect how we are able to use land and buildings, how we get around, the wildlife around us and how the environment we enjoy appears and functions.

It is acknowledged that the extent to which climate change happens, and its impact on the Broads, will be affected by actions nationally and globally, and Local Plan policies cannot protect the Broads from this. They can, however, contribute to an approach which seeks to reduce climate change where possible through positive action and mitigate its effects.

Section 19 (1A) of the Planning and Compulsory Purchase Act 2004 requires local planning authorities to include in their Local Plans '*policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change*'.

The Local Plan includes specific policy approaches that seek to address mitigation and adaptation needs, such as through the approach to renewable energy (PUBDM14), flood risk management PUBDM4), design ((PUBDM42), and transport (PUBDM22).

Additional to these specific policies, the Authority promotes the use of a 'climate-smart' approach whereby any proposed development is reviewed against climate projections⁴² to see what resilience and adaptation

⁴¹ UK CIP (Climate Impacts Programme) 2009 'medium emissions' scenario for the East of England

⁴² <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>

options should be included to help inform the detail of proposals. This includes identifying changes that will need to be implemented when certain 'trigger' conditions are reached and building in sufficient flexibility to cope with differing climate scenarios. It could also suggest seeking revised outcomes if the climate changes cannot be accommodated in the initial ideas (see [Appendix C](#) for details of the climate smart planning cycle).

Evidence used to inform this section

- Broads Authority Climate Change Adaptation Strategy
<http://www.broads-authority.gov.uk/looking-after/climate-change>

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14. Soils

Policy PUBSP4 Soils

See map at [Appendix M](#)

Proposals shall address the following in relation to soils in the Broads:

- i) Protect the best and most versatile agricultural land, defined as Grades 1, 2 and 3a of the Agricultural Land Classification;
- ii) Address decontamination where needed in order to improve quality;
- iii) Re-use top soil locally;
- iv) Take particular care in the transportation and disposal of soil during development to prevent possible movement of invasive species; and
- v) Address soil erosion and possible contamination of the water environment

The Authority will require all applications for development to include realistic proposals to demonstrate that soil resources were protected and used sustainably, in line with accepted best practice including the DEFRA safeguarding soils strategy.

Reasoned Justification

The NPPF (at paragraph 109 and 143) seeks the protection and enhancement of soils as well as preventing development from contributing to unacceptable levels of soil erosion. The NPPF also seeks the safeguarding of the best and most versatile agricultural land.

The NPPG identifies soils as *‘an essential finite resource that provides important ‘ecosystem services’, for example as a growing medium for food, timber and other crops, as a store for carbon and water, as a reservoir of biodiversity and as a buffer against pollution.’*

The map at Appendix M shows the best and most versatile agricultural land. The best and most versatile land is defined as Grades 1, 2 and 3a of the Agricultural Land Classification⁴³. Development of “best and most versatile” agricultural land (Grades 1, 2 and 3a in the Agricultural Land Classification system*) will not normally be permitted unless it can be demonstrated that the need for the development clearly outweighs the need to protect such land in the long term, or in the case of temporary / potentially reversible development that the land would be reinstated to its pre-working quality, and there are no suitable alternative sites on previously developed (brownfield) or lower quality land

Where a development would result in sizeable area being lost (and there is no existing detailed soil information available), then a survey may need to be completed.

Soil pollution can arise from different sources including agricultural activities and fuel storage. Where development is proposed on land that could be contaminated, a site investigation will usually be required.

The Broads have a number of Non-Native Invasive plant and invertebrate species which are easily transferable between sites via machinery, soil and damp equipment. These species can alter entire ecosystems by displacing or outcompeting local species, spreading disease, changing the ecology and physically clogging the waterways. Any proposal for development on or near water, or on land with record(s) of invasive species present should include appropriate biosecurity measures:

⁴³ Natural England have an advice note about ALC for more information: <http://publications.naturalengland.org.uk/file/4424325>.

- Clean, Check, Dry - machinery, equipment and clothing before moving between sites. More information can be found on www.nonnativespecies.org/checkcleandry
- Avoid transfer of vegetation or viable seeds or propagules in topsoil or other material. If possible reuse soil on the same site.
- Avoid importing topsoil which is unscreened.

Soils are susceptible to erosion which can pollute ditches and waterbodies via sedimentation or addition of nutrient contained in the soil and the Authority actively works with landowners to address this. The sediment and nutrient released into water can smother vegetation and invertebrate life, and result in algal blooms which cause further damage to the ecology. Mitigation strategies should include:

- Leaving an appropriately sized buffer strip (3-5m wide) of vegetation between worksite and surrounding ditch network. If necessary use appropriate ground protection system to keep machinery disturbance of vegetation to a minimum in the buffer area.
- Rapidly re-establishing native vegetation cover over exposed and disturbed ground. Where it is necessary to store soil, keep it covered to avoid erosion.
- Use of sediment traps, such as earth bunds or via creation of new ponds to slow the flow of water and prevent sediment reaching ditches

Soil runoff can carry sediment and nutrients into the local watercourses where they can reduce water quality, smother fish spawning grounds and increase the risk of local flooding. Soil runoff can come from many sectors including construction sites, eroded rural roads and agriculture, for example heavy rainfall on compacted soils or cropped fields which are not properly managed. There is much advice available for the agricultural sector on minimising runoff and managing soils. Construction sites shall be required through the planning process to take adequate steps to minimise soil runoff.

The peat and alluvial gley soils on the grass marshes are rich in carbon.

As part of the Government's 'Safeguarding our Soils' strategy⁴⁴, Defra has published a code of practice on the sustainable use of soils on construction sites, which may be helpful in development design and setting planning conditions.

Policy PUBDM9: Peat soils

See map: [Appendix I: Location of Peat soils](#)

Sites of peat soils will be protected, enhanced and preserved. Where development is proposed on sites within the areas on the map, it may be necessary for an evaluation to be submitted to assess the impact of the proposal in relation to palaeoenvironments, archaeology, biodiversity provision and carbon content.

There will be a presumption in favour of preservation in-situ for peat and development proposals that will result in unavoidable harm to, or loss of, peat will only be permitted if it is demonstrated that:

- there is not a less harmful viable option;
- the amount of harm has been reduced to the minimum possible;

⁴⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69308/pb13298-code-of-practice-090910.pdf

- iii) satisfactory provision is made for the evaluation, recording and interpretation of the peat before commencement of development;
- iv) enhancement of biodiversity outweighs the carbon loss; and
- v) the peat is disposed of in a way that will limit carbon loss to the atmosphere.

Proposals to enhance peat and protect its qualities will be supported.

Reasoned Justification

Peat is an abundant soil typology in the Broads and an important asset, providing many ecosystem services (put simply, what nature does for us):

- **Climate change:** The soils formed by the Broads wetland vegetation stores 38.8 million tonnes of carbon (NCA Profile 80, Natural England and the Broads Authority's Carbon Reduction Strategy⁴⁵). Peat soils release previously stored carbon when they are dry. UK peats represent both a threat and an opportunity with respect to greenhouse gas emissions. Correct management and restoration could lead to enhanced storage of carbon and other greenhouse gases in these soils, while mismanagement or neglect could lead to these carbon sinks (which have absorbed carbon dioxide from the atmosphere) becoming net sources of greenhouse gases.
- **Biodiversity:** Peat soils support internationally important fen, fen meadow, wet woodland and lake habitats. 75% of the remaining species-rich peat fen in lowland Britain is found in the Broads. Milk parsley only grows on peat soils and this is the food plant of the Swallowtail caterpillar. Fen orchids have their UK stronghold in the Broads so the peat soils are critical for the survival of this species. Rare plant and invertebrate communities (collection of species) are supported by the peaty soils.
- **Archaeology:** From around the 11th Century the demand for timber and fuel was so high that most woodland was felled, and the growing population then began digging the peat in the river valleys to provide a suitable fuel alternative. Rising sea levels then flooded these early commercial diggings and, despite numerous drainage attempts, the flooding continued and subsequently today's broads were formed. Historic England has identified the Broads as an area of *exceptional waterlogged heritage*. Fundamentally, because of the soil conditions in the Broads, there is great potential for archaeology to be well preserved, giving an insight into the past. Archaeology is discussed in more detail in the Heritage section of this document.
- **Palaeoenvironments:** The peat has accumulated over time and thus incorporates a record of past climatic and environmental changes that can be reconstructed through, for example, the study of its stratigraphy and pollen content, leading to increased knowledge of the evolution of the landscape.
- **Water:** Peaty soils help prevent flooding by absorbing and holding water like a sponge as well as filtering and purifying water. Peat can absorb large quantities of nutrient and other pollutants, although peat soils can under certain conditions release these chemicals back into the surrounding water.

While there is a certain irony in protecting the peat soils in an area where the lakes originated from peat extraction, peat is a finite resource taking thousands of years to form. Land management that could impact on the quality of the peat soil includes land drainage, introduction of polluted water, burying the peat under hard surfaces or gardens, compacting peat and peat removal to change the land use.

⁴⁵ http://www.broads-authority.gov.uk/_data/assets/pdf_file/0011/400052/Carbon-reduction-strategy.pdf

Lowland fen is a priority habitat under the UK Biodiversity Action Plan and the EU Habitats Directive because of the quality and diversity of species it supports. Peat is not a habitat that can be recreated elsewhere as the deep soils take thousands/millions of years to form.

It should be noted that on occasion, for nature conservation benefits, peat can be removed to create very shallow turf ponds or scrapes (areas of temporary open water) on areas of fen or scrub habitat to maximise the biodiversity value and hold back succession to woodland habitat. It is noted that the removal of peat can be necessary for conservation management, e.g. the most biodiverse areas of UK fen occur on areas where the turf has been stripped and vegetation subsequently grown back.

The NPPF (paragraphs 143 and 144) and NPPG only mentions peat soils in relation to its excavation as a mineral resource rather than the issue in the Broads relating to impact due to groundworks from development and inappropriate land management.

The policy seeks protection of peat soils through changes in the location of development in the first instance and then designing proposals in such a way so as to minimise disturbance to the qualities of the peat and the amount of peat removed. Development proposed on areas of peat would require justification for the need to site development on peat and subsequently a peat assessment that shows how efforts have been made to reduce adverse impacts on peat. Proposals that would result in removal of peat are required to assess the archaeological and paleo environment potential of peat and make adequate recordings prior to removal.

In order to then prevent the loss of carbon to the atmosphere that is sequestered in peat soils, disposal is of great importance. The Authority expects peat to be disposed of in a way that maintains the carbon capture properties. Peat needs to go somewhere where it can remain wet (and hence retain its function to lock up carbon and prevent it being released into the atmosphere) or potentially provide a seedbank (the potential for ancient peat to provide a viable seedbank may need to be evidenced) or be reused for local benefit (for example by boosting organic matter in degraded arable soils). When dry, peat changes its properties and oxidizes, so transfer to the receiving site would need to be immediate.

Evidence used to inform this section

- NCA Profile: 80 The Broads (NE449), Natural England:
<http://publications.naturalengland.org.uk/publication/11549064>
- Positive Carbon Management of Peat Soils, Broads Authority:
http://www.broads-authority.gov.uk/_data/assets/pdf_file/0010/416494/BA_PeatCarbonManagement.pdf
- Peatlands and Climate Change, Worrall et al, Scientific Review, December 2010:
<http://www.iucn-uk-peatlandprogramme.org/sites/www.iucn-uk-peatlandprogramme.org/files/Review%20Peatlands%20and%20Climate%20Change,%20June%202011%20Final.pdf>
- FEN PLANT COMMUNITIES OF BROADLAND. Results of a Comprehensive Survey 2005-2009 (Broads Authority and Natural England):
http://www.broads-authority.gov.uk/_data/assets/pdf_file/0006/416391/Fen-plant-report-summary.pdf
- Wetland and Waterlogged Heritage Survey NHPP Activity 3A5, Historic England, 2011 to 2015:
<http://historicengland.org.uk/research/research-results/activities/3a5>

15. Heritage and Historic Assets

Policy PUBSP5: Historic Environment

The Broads Authority will protect and enhance the historic environment of the Broads. Key buildings, structures and features which contribute to the Broads' character and distinctiveness will be protected from inappropriate development or change.

Proposals which maintain, enhance and provide better understanding of the significance of the overall cultural heritage value of the Broads will be sought through:

- i) Supporting 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
- ii) Requiring the highest standard of design which will protect the historic environment and add to the future cultural heritage value of the locality.

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

- iii) Protecting archaeology from inappropriate development or change; and
- iv) Ensuring proposals take account of the area's status as having 'exceptional waterlogged heritage'

Appropriate development proposals that bring into use or improve an asset so it is no longer deemed at risk on the heritage at risk register will be supported where appropriate to their significance.

Reasoned Justification

The Broads has a rich and varied cultural heritage historic environment. The historic environment makes a significant contribution to sustainable communities through supporting economic vitality, social and cultural links to the past and a dynamic and varied built environment.

Much of the landscape of the Broads is a product of historic and cultural practices and is of itself an historic landscape. There are many designated and non-designated heritage assets as discussed at section 4.6.

Policies aim to set new standards to complement the current character and to create development 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.

Heritage assets are defined by the NPPF as '*a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)*'. The following provides more detail:

- Designated heritage asset. The NPPF defines these as: A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
- Non Designated Heritage Assets. The NPPG says '*local planning authorities may identify non-designated heritage assets. These are buildings, monuments, sites, places, areas or landscapes identified as having a*

degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets’.

Some non-designated heritage assets can be found on the Authority's Local List, which identifies buildings and structures that significantly contribute to the local character but may not meet the strict criteria for nationally listed assets.

With regards to archaeology, there will be archaeological interest in a heritage asset if it holds, or may potentially hold, evidence of past human activity worthy of expert investigation at some point. Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

‘Heritage at Risk’ is a collective term applied to 'designated' heritage assets that are at risk as a result of neglect, decay or inappropriate development, or are vulnerable to becoming so. While the Authority generally supports improvements to the ‘at risk’ assets that will enable them to be taken off the register, changes must be in conformity with the other adopted policies of the Local Plan as well as with national planning policies.

Policy PUBDM10: Heritage Assets.

All development will be expected to protect, preserve or enhance the significance and setting of historic, cultural and architectural heritage assets and elements of the wider historic environment that give the Broads its distinctive character.

a. Designated heritage assets

Development that would affect a Designated Heritage Asset or its setting will be considered in the context of national policy having regard to the significance of the asset.

Development proposals affecting Conservation Areas should ensure that the character and or appearance of the area are preserved or enhanced. In conservation areas all development is expected to be of a particularly high standard of design and materials. Demolition of unlisted buildings in a conservation area will require justification in a heritage statement. The demolition of structurally sound buildings which make a positive contribution to the significance of a Conservation Area will be resisted unless there are exceptional circumstances, including when the demolition is proposed as part of a scheme for redevelopment which would make an equal or greater positive contribution to the Conservation Area.

b. Non-designated heritage assets

In assessing development proposals that would directly or indirectly affect a non-designated heritage asset a balanced judgement will be made considering:

- i) Scale of any harm or loss;
- ii) Significance of the heritage asset; and
- iii) Public benefits

c. Archaeology

Sites of archaeological interest and their settings will be protected, enhanced and preserved; development which has an unacceptable impact on a site of archaeological interest will not be permitted.

Where it is considered appropriate in cases where development coincides with the location of a known or suspected archaeological interest, an archaeological field evaluation will be required.

There will be a presumption in favour of preservation in-situ for Scheduled Monuments and other archaeological heritage assets of significance.

Development proposals that will result in unavoidable harm to, or loss of, an archaeological heritage asset's significance, will only be permitted where there is a clear justification in terms of public benefits arising from the development which outweigh that harm and, in the case of substantial harm/loss, also meet the following requirements:

- vi) there is no less harmful viable option;
- vii) the amount of harm has been reduced to the minimum possible; and
- viii) satisfactory provision is made for the evaluation, excavation, recording and interpretation of the remains before the commencement of development.

d. The unknowns

Consideration will be given to the protection of heritage assets which have not been previously identified or designated but which are subsequently identified through the process of decision making, or during development. Any such heritage assets, including artefacts, building elements or historical associations which would increase the significance of sites and/or adjoining or containing buildings, will be assessed for their potential local heritage significance before development proceeds.

Where heritage assets newly identified through this process are demonstrated by evidence and independent assessment to have more than local (i.e. national or international) significance, there will be a presumption in favour of their retention, protection and enhancement.

Where an asset has potential to be locally significant, it will be assessed against the criteria set out in the reasoned justification to this policy. Where this process demonstrates there is local significance, development proposals affecting these assets will be determined in accordance with criteria listed in section b.

e. Linking to the past

Where the Authority considers it appropriate, proposals will be required to recognise the importance of the historic environment through heritage interpretation measures.

Reasoned Justification

The Authority recognises the importance of protecting and preserving heritage and cultural assets, but new development may in some cases be appropriate to enable historic buildings and areas to react to changing circumstances. Development proposals will, however, be judged against their effect on the significance of the asset and its setting. Policy PUBDM10: Historic Environment should be read in conjunction with the policy principles and information set out in the NPPG.

Development that would affect the significance of a Heritage Asset (designated or non-designated), including a Listed Building, a locally listed building, Conservation Area, Registered Park and Garden or

Scheduled Monument or its setting, must be accompanied by a Heritage Statement. This statement should provide a schedule of works and analyse the impact of the proposal on the form, fabric and setting of the asset and any features of historic or architectural interest, together with an assessment of the significance of the heritage asset to be affected. The statement should provide justification for the proposed works and their impact on the special character of the asset. When a Design and Access Statement is required, the Heritage Statement can form part of this.

In assessing the effect of development proposals on a Heritage Asset, consideration will be given to the significance of the asset and its setting, its intrinsic historic interest and rarity, and the contribution it makes to the character of the area. This will be weighed against the social and economic benefits of the proposal. Development that would cause less than substantial harm to the significance of a Listed Building, Conservation Area or Scheduled Monument will only be permitted where the harm is outweighed by substantial public benefits of the proposal. ('Significance' can be defined as the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting⁴⁶).

Non-designated heritage assets include those on the Historic Environment record of Norfolk and Suffolk County Councils as well as the Broads Local List. There are also assets not on either of these lists that we know about, that have potential historic importance including landscape features. Indeed the Authority assesses one topic area at a time to understand the potential for other features or buildings to form part of the Local List. At the time of writing, the Authority has assessed mills and waterside chalets and is intending to assess boatyards.

Archaeological remains are a finite resource, often highly fragile and vulnerable to damage and destruction. Compared to other wetland/former wetland and areas of the East of England, the archaeology of the Broads is comparatively under-investigated. Additionally the lakes, dykes and in some cases the rivers in the Broads are themselves archaeological features. It is highly likely that undiscovered archaeology exists owing to the largely undeveloped nature of the area. 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 contains important archaeological sites, many of which owe their preservation to waterlogged 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 importance of the palaeo-environmental remains likely to be preserved in the wetland environment is recognised.

Historic England has identified the Broads as an area of *exceptional waterlogged heritage*. Fundamentally, because of the soil conditions in the Broads, there is great potential for archaeology to be well preserved.

Development proposals should be located and designed to avoid damage to archaeological remains and should enable these remains to be preserved in situ. Norfolk Historic Environment Service and Suffolk County Council Archaeology Service will be consulted on development proposals with the potential to have

⁴⁶ Further guidance can be found in the NPPG: <http://planningguidance.communities.gov.uk/blog/guidance/conserving-and-enhancing-the-historic-environment/why-is-significance-important-in-decision-taking/>

an adverse impact on a site of known or suspected archaeological interest. When a proposal has a potential adverse effect on a site of known or suspected archaeological interest, the development must be accompanied by archaeological field evaluations that detail the impact the proposal would have on these remains. In these cases, preservation by record secured through an agreed Written Scheme of Archaeological Investigation will be required. All archaeological works will be required to be undertaken to proper professional standards, as defined by the Chartered Institute for Archaeologists (CIfA).

Where development can take place and still preserve important features in situ, planning conditions will be sought to secure the implementation of effective management plans that ensure the continued protection of those features.

Heritage assets also include currently undesignated and unidentified assets that may be identified as being of significance during pre-application discussions or the process of decision making or that may be revealed in the course of development. These may include assets of established community value and assets that contribute to giving areas their sense of place and neighbourhood feel.

As part of the planning application process, consideration should be given to whether a heritage asset whose significance is not currently recognised or appreciated, but which becomes apparent through the application process, merits formal protection. Where, following assessment, such an asset is judged to be worthy of protection, the principle to be followed is that any proposals resulting in harm to or loss of significance will be assessed according to the degree of significance that the asset is agreed to possess, in the same way that would apply if it had already been recognised.

An independent assessment of heritage significance would normally be undertaken by Historic England (or any equivalent successor body that becomes responsible for heritage asset protection during the currency of this plan). Where the significance of newly discovered assets is adjudged not to be so great as to merit national protection, there may be a case for some form of local recognition, typically by including the asset, or the building or structure in which it has been discovered or of which it forms part, on the Authority's Local List. Assessments of local significance should use the criteria currently used to assess locally identified heritage assets and take account of the views of the community, local and national heritage bodies and conservation and design professionals in reaching a balanced judgement on the significance of the asset. The Local Heritage Listing guide from Historic England is also of relevance⁴⁷. The local criteria are:

- a. Age and integrity
- b. Historic interest – historic association (people or events), social importance, 'lost' lifestyle (e.g. drainage pumps & marsh cottage settlements)
- c. Architectural interest or merit
- d. Technological innovation or excellence
- e. Visual/scenic/artistic or group value

The Authority considers that appropriate interpretation of the historic and cultural environment is an important aspect to development or change in the area. Such interpretation could range from street names that reflect the heritage of the site, retention of a particular feature, art or interpretation boards. The aim is

⁴⁷ <https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/>

to provide the link to the past and ensure that visitors and the community are aware of what the site was previously used for or what happened on the site.

Policy PUBDM11: Re-use of Historic Buildings

The re-use, conversion or change of use of a building or structure which is a heritage asset (designated or non-designated) will only be permitted where:

- a) A structural survey demonstrates that the building is capable of conversion where applicable and conversion, re-use or change of use can be undertaken without extensive building works, alterations or extensions that would lead to substantial harm to or loss of the asset's significance. In the case of designated heritage assets, the public benefits of the proposal will be weighed against the harm or loss in accordance with national policy;
- b) The proposal can be achieved in a way that preserves the structure's historic, cultural and architectural features and its character;
- c) The nature, scale and intensity of the proposed use are compatible with, and would not prejudice, surrounding uses or the character of the locality; and
- d) It would not adversely affect protected species or habitat.

Wherever possible, the building or structure should remain in the use for which it was originally designed. Where this is not possible, employment, recreation or tourism uses (including holiday accommodation for short stay occupation on a rented basis) will be the next preference.

Conversion to residential uses, where the building would be used as a second home or for the main residence of the occupiers, will only be permitted where employment, recreation or tourism uses of the building are proven to be unviable.

Reasoned Justification

The Authority recognises that, in the majority of instances, the most effective way of protecting and preserving designated and non-designated heritage assets will be to retain them in their original use. However, where these buildings can no longer sustain the use for which they were originally designed, finding an appropriate alternative use for the building often represents the best way of protecting it. The sensitive re-use of historic buildings is also good sustainable practice, both in terms of making the optimum use of the embodied energy of the building and also in relation to maintaining a local skill base in the restoration of historic buildings and traditional construction techniques.

Nevertheless, when considering proposals for the re-use of historic buildings, close attention must be paid to the design of any such conversion to ensure that it is appropriate for the character and appearance of the building and would not adversely affect its context or setting. In particular, the loss of the primary fabric of the building and internal or external features that contribute to its character can devalue its significance. Some buildings will therefore not be suitable for re-use. Accordingly, development proposals should be accompanied by a structural survey undertaken by a suitably qualified independent Structural Engineer to assist determination of whether the building is capable of conversion without works that would have a significant detrimental effect on its character. In accordance with Policy PUBDM12, a Heritage Statement (included within the Design and Access Statement where required) should also be submitted to provide a schedule of the proposed works, analyse the impact of the proposal on any important features of historic interest, and provide justification for the proposal. Policy PUBDM11, including information requirements for

and the determination of such applications should be read in conjunction with the NPPG. Applicants are encouraged to discuss their proposals at an early stage with appropriate officers of the Authority and, when appropriate, with Historic England.

Where it is not possible for the building or structure to remain in the use for which it was originally designed, preference will be given to re-using historic buildings for alternative employment, leisure or tourism uses that will have social and economic benefits for the Broads. Conversion of an historic building to a residential use can often have an adverse impact on its character, given the scale and nature of work required to meet the expectations for a permanent residence. For this reason, such residential conversions tend to be considered as a last resort. Applications to convert a historic building to residential use will be expected to be accompanied by a report undertaken by an independent Chartered Surveyor that demonstrates why economic, leisure and tourism uses would not be suitable or viable as a result of inherent issues with the building. Issues relating to the personal circumstances of the applicant or as a result of a price paid for the building will not be taken into consideration. Details should be provided of conversion costs and the estimated yield of the commercial uses, and evidence provided on the efforts that have been made to secure economic, leisure and tourism re-use during the previous 12-month period. This will then be reviewed shall be carried out entirely at the applicant's expense

Significance is discussed in the reasoned justification to policy PUBDM10 on Heritage Assets.

Criterion C relates to amenity and tranquillity impacts of proposals. Please refer to policies PUBDM20 (amenity) and PUBDM21 (light pollution) that cover these topic areas.

Applicants should be aware that historic buildings, particularly those in rural areas, have the potential to provide important breeding and resting places for a number of species protected under a range of legislative provisions, including bats, barn owls or other nesting birds. If the presence of a protected species is suspected, the applicant will normally be required to submit a survey undertaken by a suitably qualified ecologist to establish whether the species is present, whether the development would harm the species and what measures are proposed to avoid potential harm. There could be the requirement to provide compensatory features although such features should not impact adversely on the structure and also that they should not preclude appropriate development where it might bring a redundant asset or Building at Risk into use.

Relevant documents

- HISTORIC ENVIRONMENT GOOD PRACTICE ADVICE IN PLANNING, Historic England. Notes 1, The Historic Environment in Local Plans.
<https://historicengland.org.uk/images-books/publications/gpa1-historic-environment-local-plans/>
- HISTORIC ENVIRONMENT GOOD PRACTICE ADVICE IN PLANNING, Historic England. Notes, 2 Managing Significance in Decision-Taking in the Historic Environment.
<https://historicengland.org.uk/images-books/publications/gpa2-managing-significance-in-decision-taking/>
- HISTORIC ENVIRONMENT GOOD PRACTICE ADVICE IN PLANNING, Historic England. Notes 3, The Setting of Heritage Assets.
<https://historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/>

Evidence used to inform this section

- Local List, Broads Authority.
<http://www.broads-authority.gov.uk/planning/Other-planning-issues/protected-buildings/broads-local-list-of-heritage-assets>
- Historic Waterside Chalets of The Broads, Kayleigh Wood. Not on line.
- Drainage Mill Action Plan and Strategy, Broads Authority.
http://www.broads-authority.gov.uk/_data/assets/pdf_file/0007/421855/EB5.pdf
- Water, Mills and Marshes: the Broads Landscape Partnership. Application to the Heritage Lottery Fund, Landscape Partnership Scheme, May 2015.
<http://www.broads-authority.gov.uk/looking-after/projects/water-mills-and-marshes>
- Historic Environment Record
<http://www.heritagegateway.org.uk/Gateway/CHR/>
- The Archaeology of the Broads: a review. Not on line.
- NHPP 3A5 IDENTIFICATION OF WETLAND/ WATERLOGGED SITES. 6240 Exceptional Waterlogged Heritage.
<http://content.historicengland.org.uk/images-books/publications/6240-exceptional-waterlogged-heritage-stage1-inventory/6240-stage1-web-report-v2.pdf/>
- The Archaeology of Norfolk Broads Zones
<http://www.heritage.norfolk.gov.uk/nmp>

16. Biodiversity

Policy PUBSP6 Biodiversity

Development will protect the value and integrity of nature conservation interest and objectives of European, international, national and local nature conservation designations paying attention to habitats and species including ecological networks and habitat corridors, especially linking fragmented habitats of high wildlife value.

Reasoned Justification

The Broads is a biodiversity resource of international importance, recognised by various local, national and international conservation designations. Despite these designations, the ecosystems of the Broads are under considerable pressure. Climate change, water quality, habitat fragmentation, non-native species and scrub encroachment all pose threats to biodiversity in the Broads, while demands for higher levels of food production, waste disposal, infrastructure and small-scale developments are also placing strains on the natural environment.

Sites subject to national designations are accorded a high degree of protection under national legislation, with the objective being to conserve these resources. Because all National Nature Reserves (NNRs) are also SSSIs/ASSIs, they benefit from the same level of statutory protection. Some NNRs may also be Special Areas of Conservation (SACs) or Special Protection Areas (SPAs) and benefit from the additional protection afforded these sites under the relevant Habitats Regulations. The Local Plan policies reiterate this level of protection.

Additional 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 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-term. Habitat corridors and the management that goes on within them 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.

While 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 Section 41 priority habitats and species.

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.

Policy PUBDM12: Natural Environment

All development shall:

- a) Protect biodiversity value and minimise the fragmentation of habitats;
- b) Maximise opportunities for restoration and enhancement of natural habitats;
- c) Incorporate beneficial biodiversity and geological conservation features where appropriate which are positively managed; and
- d) Include green infrastructure where appropriate (see policy PUBDM7).

Proposals on previously developed/brownfield land may require surveys to determine if the site has open mosaic habitat of intrinsic biodiversity value⁴⁸. If the assessment then concludes that the site is of high environmental value, the design of the scheme is required to protect and enhance these areas and/or design appropriate compensation and off site mitigation measures.

Development proposals where the principal objective is to restore or create new habitat will be supported.

Any proposal which would adversely impact a European site, or cause significant harm to a SSSI will not normally be granted permission. Development should firstly avoid (through an alternative development site or avoid on the site), then mitigate and, as a last resort compensate for adverse impacts on biodiversity and geodiversity.

Where it is anticipated that a development could affect the integrity of a Special Protection Area (SPA), Special Area of Conservation (SAC) or Ramsar Site, either individually or cumulatively with other development, a Habitat Regulation Assessment under the Habitats Regulations, will be undertaken. If adverse impacts on the integrity of the site and its qualifying features are predicted, measures to mitigate for these effects will be implemented. If it is not possible to mitigate satisfactorily for adverse effects, the development will not be permitted. If there is no alternative solution, the consideration of imperative reasons of overriding public interest, despite a potentially negative effect on site integrity can be considered. Development that may adversely affect the special interest of a Site of Special Scientific Interest (SSSI) (which is not also subject to an international designation) or a National Nature Reserve will only be permitted in exceptional circumstances where:

- e) There is no significant harm to the features of the site
- f) The benefits of the development clearly outweigh the impact of the development on the features of the designated site and the contribution that the designated site makes to the network of habitats and/or geological features in England; and
- g) The detrimental impact of the proposal on biodiversity interest and/or geodiversity has been minimised through the use of all practicable prevention, mitigation and compensation measures.

Development that would have an adverse impact on a Local Nature Reserve, County Wildlife Site, a section 41 priority habitat identified under the Natural Environment and Rural Communities (NERC) Act 2006, or a local site of geodiversity, including peat soils, will only be permitted in exceptional circumstances, having regard to the international, national, regional and local importance of the site in terms of its contribution to biodiversity, scientific and educational interest, geodiversity, visual amenity and recreational value.

Development that would be likely to have an adverse impact on a legally protected species or section 41

⁴⁸ For more information go here <https://www.buglife.org.uk/sites/default/files/Identifying%20open%20mosaic%20habitat.pdf> and here http://jncc.defra.gov.uk/pdf/UKBAP_BAPHabitats-40-OMH-2010.pdf.

priority species will only be permitted where mitigation measures are implemented to maintain the population level of the species at a favourable conservation status within its natural range. Habitat and species enhancement will be required providing they are not at the detriment to other existing valuable habitats. Where the proposed development would adversely impact upon legally Protected Species or habitats it must also be demonstrated that:

- h) The development is necessary for reasons of overriding public interest; and
- i) There are no satisfactory alternatives, in terms of the form of, or location for, the development, that would have a lesser impact on the species or habitats.

Reasoned Justification

• Protected sites and species

Protecting and enhancing the natural environment is a statutory purpose of the Broads Authority. The Authority also has a legal duty under the Natural Environment and Rural Communities Act 2006⁴⁹ and the Wildlife and Countryside Act 1981⁵⁰ to protect and enhance biodiversity. Development proposals will therefore be expected to consider the protection and enhancement of biodiversity from the outset. In particular, proposals should take opportunities for the restoration and enhancement of priority habitats and species identified in the Broads BAP and Broads Biodiversity and Water Strategy and the Norfolk Ecological Network Mapping Report⁵¹ (under preparation at the time of writing) and incorporate appropriate beneficial biodiversity conservation features.

Sites of nature conservation value will be strongly protected from development that is likely to damage the features that provide their special value. A Habitat Regulation Assessment will be required for all proposals that are likely to have an effect on a SPA, SAC or Ramsar site on the advice of Ecology experts or Natural England. Proposals will only be permitted if they do not adversely affect the integrity of the site. Development that may have a damaging or negative impact upon a SSSI, National Nature Reserve, Local Nature Reserve, County Wildlife Site, habitat identified in the UK, Norfolk or Suffolk Biodiversity Action Plan or local site of geodiversity must be accompanied by a suitable environmental assessment that identifies the impact of the development on the site and proposes mitigation measures that would be incorporated to minimise any impact. Natural England must provide approval for any unconsented operations within SSSI and NNRs.

⁴⁹ **Natural Environment and Rural Communities Act, 2006.** Section 40 places a duty on public authorities to conserve biodiversity - for the first time. This section states that (1) Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity, and (3) Conserving biodiversity includes, in relation to a living organism or type of habitat, restoring or enhancing a population or habitat. This places a duty on all Local Authorities to conserve wider biodiversity in addition to the statutory protection given to certain sites and species. Also Section 55 changes the situation regarding the Local Authority role and SSSI protection. Guidance for Local Authorities on Implementing the Biodiversity Duty has been produced by Defra. Section 41 refers to the list of the living organisms and types of habitat which in the Secretary of State's opinion are of principal importance for the purpose of conserving biodiversity.

⁵⁰ The legislative provisions in Great Britain for the protection of wild animals are contained primarily in the **Wildlife and Countryside Act, 1981**, Sections 9-12, the wild animals which are protected are listed in Schedules 5-7 of the Act and the provisions for the granting of licenses and enforcement are set out in Sections 16-27. In England and Wales, enforcement provisions were extended and some amendments for protection made by the Countryside Rights of Access Act 2000 (CRoW act) Section 81 and Schedule 12.

⁵¹ The aims of the project are to make the 'connections' between GI and growth, providing LPAs with a deliverable approach to addressing green infrastructure matters to enable and support growth, map the green infrastructure Network of Norfolk, maximising the benefits it brings to the communities of Norfolk, to identify deficiency in GI provision and identify opportunities for enhancement. The work is being coordinated by Norfolk County Council.

Where protected species are likely to occur, development proposals should be accompanied by a protected species survey undertaken by a competent and suitably qualified ecologist and submitted with an application. The survey should include an appraisal and appropriate survey evidence of the likelihood and level of presence of the protected species and provide sufficient information to assess the effects of the development on the species, together with any proposed prevention, mitigation or compensation measures. A key test will be whether the viability of the species or habitat would be maintained at this site for the foreseeable future. Where the species is protected under the Conservation of Habitats and Species Regulations 2010 (the Habitats Regulations)⁵² it will also be necessary to demonstrate that any harm to the species is justified by reasons of overriding public interest (IROPI). For Special Areas of Conservation, where 'priority' habitats and species will be affected, only factors relating to public health, public safety and beneficial consequence of primary importance to the environment would constitute IROPI. The IROPI test can only be considered once all alternative solutions that would be less environmentally damaging have been assessed. Developments for which IROPI could apply will be exceptional.

Where development is likely to have an adverse impact upon a species not protected by the Habitats Regulations, and in particular where that species is identified on the UK priority species list (section 41 of the Natural Environment and Rural Communities Act 2006), there will still be an expectation that the development proposal will be accompanied by an impact study commensurate with the scale of the impact and the importance of the species and that mitigation and compensation measures are considered under an appropriate decision making hierarchy.

Existing and future developments can provide habitat for species such as bats and birds. The Authority has produced a Biodiversity Enhancements guide⁵³ to help applicants in providing beneficial biodiversity features:

- Geodiversity

'Geodiversity' is the variety of rocks, fossils, minerals, landforms and soils, along with the natural processes that shape the landscape that forms the earth heritage resource. Currently there are no designated Regionally Important Geological or Geomorphological Sites (RIGS) in the Broads, but one SSSI, Bramerton Pits, is designated for its geological interest. Local geodiversity interest is: '*Holocene peatland and marine alluvium giving rise to open water, fen and carr habitats; broads developed in former early Mediaeval peat diggings; rivers including lower reaches of Bure, Waveney and Yare and their tributaries including Ant, Chet and Thurne*⁵⁴.' New development has the potential to result in the loss of geodiversity, including the valuable biodiversity and carbon stores supported by peat soils, through operations such as landfill, destruction of geomorphology (landform) and mineral extraction. However, there is also potential to enhance geodiversity by recording sediments exposed during development and by the retention of geological sections. The Authority will therefore ensure development is managed to protect this important asset.

- Brownfield Sites

⁵² These animal and plant species are listed on Annex IV of the **Habitat Directive**. The animals (not birds) are protected under Regulation 41 of the Habitats and Species Regulations 2010 and are listed on Schedule 2 of these Regulations; plants are protected under Regulation 45 of the Habitats and Species Regulations 2010 and are listed on Schedule 5. The European Protected Species Guidance note advises developers and planners of their responsibilities towards European Protected species.

⁵³ Biodiversity Enhancements guide <http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides>.

⁵⁴ <https://sites.google.com/site/norfolkgeodiversity/action-ngap/3-protecting/protected/parks-nnrs>

Brownfield sites can be havens for wildlife, supporting some of the UK's most threatened species. Brownfield sites are any piece of land that has been altered by human activity. Brownfield Sites are now listed as a Priority Habitat in Section 41 of the Natural Environment and Rural Communities Act 2006 (NERC Act) under the name of 'Open mosaic habitat on previously developed land'. These habitats can be extremely diverse, supporting a wide range of terrestrial and aquatic habitats.

The NPPF says at paragraph 111: *'Planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value.'* The NPPG expands on this by saying *'This means that planning needs to take account of issues such as the biodiversity value which may be present on a brownfield site before decisions are taken.'*

The Wildlife and Countryside Link discuss what 'high environmental value' in biodiversity terms means:

- *'It contains priority habitat(s) listed under section 41 Natural Environment and Rural Communities Act 2006'*
- *'The site holds a nature conservation designation such as Site of Special Scientific Interest, or is defined as a Local Wildlife Site (or equivalent) in local planning policy.'*

The policy's requirement for a survey in relation to brownfield/previously developed land needs to be undertaken by a competent ecologist and submitted with an application. This is not about preventing development on brownfield land, but about ensuring development considers the potential habitat and takes this into consideration in its design and delivery. This is not at the expense of other habitats; it recognises that the majority of development in the Broads tends to occur on brownfield land.

- Planning conditions

Wherever a proposed development may have a detrimental impact on biodiversity, conditions and/or planning obligations will be used to ensure that appropriate mitigation and enhancement measures are implemented.

Evidence used to inform this section

- Open mosaic habitats high value guidance: when is brownfield land of 'high environmental value'? (Wildlife and Countryside Link):
<http://www.wcl.org.uk/docs/Brownfield%20high%20environmental%20value%20FINAL%20June%202015.pdf>
- Biodiversity Action Plan Framework
http://www.broads-authority.gov.uk/_data/assets/pdf_file/0013/404320/Biodiversity-Action-Plan-framework.pdf
- Biodiversity Action Plan for the Broads
http://www.broads-authority.gov.uk/_data/assets/pdf_file/0014/404321/Biodiversity_Action_Plan.pdf

17. Renewable Energy

Policy PUBDM13: Energy demand and performance

Development is required to take a 'fabric first' approach and reduce overall energy demand through its design, materials, layout and orientation. Then proposals are also required to maximise the use of energy efficiency and energy conservation measures.

Developments of over 10 dwellings are required to meet or reduce at least 10% of their predicted energy requirements using the following hierarchy:

- a) Reduce the overall energy demand in the first place;
- b) Energy efficient and conservation measures; and
- c) Decentralised and renewable or low-carbon sources for any residual amount.

Developments of non-housing development over 1,000m² are required to meet or reduce at least 10% of their predicted energy using the hierarchy as set out at a, b and c above and are encouraged to achieve at least the BREEAM 'Very Good' standard or equivalent and

Planning permission and, where relevant, listed building consent will be granted for works required to improve the energy performance of heritage assets where it complies with other relevant policies and can be clearly demonstrated that this is compatible with all of the following:

- d) The heritage asset's character and appearance,
- e) The heritage asset's special architectural or historic interest,
- f) The long-term conservation of the built fabric; and
- g) The wider setting of the heritage asset.

An energy statement which demonstrates the approach is required to accompany planning applications.

Reasoned Justification

The Climate Change Act legislates for a 34% reduction in greenhouse gas emissions against 1990 levels by 2020, and an 80% reduction by 2050. The incorporation of renewable energy generation technologies and energy efficiency measures into the design of new development can make a significant contribution to achieving these targets.

The policy approach seeks development that is designed to reduce energy demand in the first place, then to use energy efficient improvements and finally to use renewable energy technologies where appropriate.

On-site provision will normally be the preferred mechanism for decentralised and renewable or low-carbon sources; however, off-site schemes will be permitted where it would result in the generation of a greater amount of energy or would have a lesser visual/environmental impact. Planning conditions and/or obligations will be used to ensure that the energy infrastructure comes on-line before the development is occupied.

Addressing climate change is also about making improvements to resource and energy efficiency. Building Research Establishment Environmental Assessment Method (BREEAM) building standards are nationally

recognised levels that require building design and construction to address these challenging issues. The retro-fit of historic buildings to enhance their energy efficiency has the potential to become an issue. The Authority will assess the impact of the adaptations, taking due regard of the significance of the historic asset and the character, historic interest, setting and integrity of those elements of the asset likely to be affected.

Further guidance on designing new development to minimise energy consumption is provided in the Broads Authority's Sustainability Guide⁵⁵.

Evidence used to inform this section

- The policy rolls forward Development Management Policy DP7.
- Experience from major planning applications in relation to the application of the Fabric First approach.

Policy PUBDM14: Renewable Energy

Renewable energy proposals shall be of a scale and design appropriate to the locality and shall not, either individually or cumulatively, have an unacceptable impact on the distinctive landscape, cultural heritage, biodiversity or recreational experience of the Broads. The Broads Landscape Sensitivity Study will provide guidance on this. The impact of ancillary infrastructure, including power lines, sub-stations, storage buildings, wharves and access roads, will form part of the evaluation. Wherever possible, renewable energy proposals should utilise previously developed sites and result in environmental improvements over the current condition of the site. The developer will also be required to remove any renewable energy equipment when it is redundant

Reasoned justification

It is widely acknowledged that tackling the challenges posed by climate change will necessitate a radical increase in the proportion of energy we use that is generated from renewable sources. The UK Renewable Energy Strategy (2009) includes the UK's legally binding renewable energy target of 15% by 2020. This is part of a wider suite of strategies within the UK Low Carbon Transition Plan. The Authority must ensure that the causes of climate change are addressed at the local level. This will, however, need to be undertaken within the context of the special circumstances pertaining to the Broads.

A range of renewable energy technologies may be suitable for the Broads, including solar photovoltaic cells, ground and water and air source heat pumps and wind turbines⁵⁶. However, the sensitivity of the Broads landscape means that large-scale renewable energy developments will generally be inappropriate. Where wind turbines, solar photovoltaics cells or other large-scale renewable energy developments are proposed, applications should be accompanied by a landscape and visual impact assessment, which assesses the impact of the development from a full range of viewpoints, including from the waterways and is completed in accordance with the current guidelines 'Guidelines for Landscape and Visual Impact Assessment' published by the Landscape Institute and Institute of Environmental Management and Assessments.

The NPPG says '*in the case of wind turbines, a planning application should not be approved unless the proposed development site is an area identified as suitable for wind energy development in a Local or*

⁵⁵ <http://www.broads-authority.gov.uk/news-and-publications/publications-and-reports/planning-publications-and-reports>

⁵⁶ See Renewable Energy Topic Paper <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

Neighbourhood Plan'. The Authority does not intend to allocate any sites in the Broads for wind turbines. More information can be found in the Renewable Energy Topic Paper.

Wind turbine developments in particular have the potential to impact significantly on the special character of the Broads. Wind turbines are tall structures that have the potential to detract from the mainly open and low-lying character of the Broads landscape, particularly when they are in large groups or sited in prominent locations. When considering such proposals, the Authority will take into account: the scale of the wind farm (in terms of turbine groupings and heights); the condition of the landscape; the extent to which topography and/or trees screen the lower part of turbines; the degree of human influence on the landscape; and the presence of strong visual features and focal points. The Authority's Landscape Character Assessment will be used to assist in assessing the impact of individual proposals as will the Landscape Sensitivity Study.

The operation of the turbines can also adversely affect ecological interests, particularly birds and bats. If a proposal is considered likely to have an effect on internationally designated sites, it will need to be considered in the context of the Conservation of Habitats and Species Regulations 2010 (the Habitats Directive) and a project level Appropriate Assessment undertaken. Development that could affect the integrity of a , local, international or European site would not be in accordance with Policy PUBDM12 of this Local Plan.

The Authority will not support proposals for renewable energy development sited outside but close to the Broads boundaries that would have a significant adverse impact on the Broads environment and the special landscape setting and character.

Evidence used to inform this section

- Renewable Energy Topic Paper:
<http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>
- Landscape Character Assessment:
<http://www.broads-authority.gov.uk/news-and-publications/publications-and-reports/planning-publications-and-reports/landscape-character-assessments>
- Landscape Sensitivity Study:
<http://www.broads-authority.gov.uk/news-and-publications/publications-and-reports/planning-publications-and-reports/landscape-sensitivity-studies>

18. Landscape Character

Policy PUBSP7: landscape Character

Development proposals will ensure that the location or intensity of the use or activity is appropriate to the character and appearance of the Broads and pay particular attention to the defining and distinctive qualities of the varied positive landscape characteristics areas and the character, appearance and integrity of the historic and cultural environment.

Reasoned Justification

Landscape means an area as perceived by people, whose character is the result of the action and interaction of natural and/or human factors (definition from the European Landscape Convention).

The quality and uniqueness of the landscape, both visually and historically, are central to the attractiveness, distinctiveness and diversity of the Broads. It has high economic and cultural value and is a major draw for visitors to the area. The Authority recognises the need for a 'living landscape', with development necessary to support local communities and the economy being permitted, subject to criteria to protect and enhance the essential qualities of the landscape.

While 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. The aim will be to work with landowners and infrastructure providers to mitigate adverse impacts.

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 that protect and enhance the essential qualities of the landscape, since it is that landscape which provides the basis of their livelihoods.

Policy PUBDM15: Development and Landscape

Development proposals which conserve and enhance the key landscape characteristics of the Broads and comply with other relevant policies, in particular, Policy PUBDM42 (design) will be permitted.

Planning applications shall clearly demonstrate that development proposals are informed by:

- i) the Broads Landscape Character Assessment (2012 and 2017); and
- ii) appropriate site based investigations

The design, layout and scale of proposals shall both conserve and enhance those landscape features which are worthy of retention and which contribute positively to landscape features which typify the traditional characteristics of the area and safeguard the positive experiential and visual amenity qualities of the landscape.

The restoration of landscapes where either natural or cultural heritage features of importance have been lost or degraded will be sought.

Development proposals that would have an unacceptable adverse impact on either the character of the immediate or the wider landscape or the special qualities of the Broads will not be permitted.

In exceptional circumstances, where the landscape, biodiversity, navigation, social or economic benefits of a proposal are considered to outweigh the loss of a feature, or the impact on landscape character or existing habitat, the development may be permitted subject to adequate compensatory measures being implemented. However, wherever possible the design and layout of the development should be configured to make provision for the retention, enhancement or restoration of these features.

Reasoned Justification

Despite its distinctiveness, the landscape of the Broads is not homogeneous and there are areas better able to accommodate change than others. The Authority has undertaken a Landscape Character Assessment which identifies 31 distinctive local character areas. The key characteristics which combine to give a particular area its unique sense of place can be found, incorporating information on topography, land cover and important landscape features.

Where appropriate, development proposals will be expected to be accompanied by a landscaping strategy that assesses the impact of the proposal on the landscape and details the measures that will be implemented to mitigate any adverse impact. To ensure development proposals do not have a detrimental effect on the distinctive character, condition, features and sensitivities which include amenity and experiential qualities, of the landscape, the Landscape Character Assessment should be considered by applicants and will be used by the Authority to assess the impact of development proposals and the suitability of any proposed mitigation measures. There could be occasions when the Landscape Character Assessments of our constituent districts could be of importance to a particular scheme or proposal.

The Broads BAP and County species and habitat action plans will also be used when assessing the appropriateness of landscaping schemes, together with the potential for enhancements to Broads' biodiversity habitats as listed in the Broads BAP⁵⁷.

Applications which are considered to be significant in terms of scale and/or impact should provide an Landscape and Visual Impact Assessment (inform or full LVIA). Applicants will be advised at a pre-application stage whether a LVIA is likely to be required.

The Broads is principally an open and low-lying environment. However, there are areas where trees and other natural features form essential features of the Broads landscape, providing vital habitats for a range of species as well as having potential historic/cultural significance in demonstrating traditional land management.

Where a development would involve works that could affect any tree or landscape feature, detailed site plans showing the species, spread, roots and position of these features be required. This plan should be accompanied by an arboriculture assessment carried out in accordance with the relevant British Standard that explains which features, if any, will be removed or cut back, and how any of these features will be protected during the course of the development. Details of replacement trees or hedges, including measures for maintenance and aftercare should also be included.

⁵⁷ <http://www.broads-authority.gov.uk/looking-after/managing-land-and-water/biodiversity>

The Authority has produced a guide⁵⁸ which will help applicants assess and respond to landscape when preparing schemes as well as setting out approaches to submitting relevant information.

Policy PUBDM16: Land Raising

Schemes that propose to raise land are required to justify this approach as well as explaining what other options to address the issue that land raising seeks to resolve have been discounted and why.

Proposals that involve land raising will not be permitted if they have adverse effects which cannot be satisfactorily mitigated on:

- a) flood risk on site and elsewhere;
- b) visual appearance and landscape character;
- c) existing habitats and mature trees; or
- d) archaeology and the setting and significance of any heritage asset.

The application needs to demonstrate how the difference in height between adjacent plots/land holdings will be satisfactorily designed.

Reasoned Justification

Land or buildings are often raised above the existing ground level, usually to reduce the risk of the site flooding (although results are not guaranteed). Dredgings or material imported or won on site (for example resulting from a new mooring basin) may be disposed on a site and the land raised. Such land management to maintain land levels is a historic practice in the Broads. However the impact of land-raising can have negative impacts:

- (i) It can serve to divert flood water onto neighbouring land, particularly in areas primarily affected by fluvial flooding.
- (ii) Land in the Broads area is often wet and of poor load bearing capacity. Surcharging of land with soil or other material may lead to the site sinking over a period of time.
- (iii) On sites that are in close proximity to each other, it affects the relationship of the site to surrounding plots and to access roads. On waterside sites the relationship to the river or broad is changed, often leading to the need for higher piling and quay heading, potentially affecting the visual amenity of views from the water.
- (iv) It can be damaging to ecology, geomorphology, trees and other vegetation on the site.
- (v) It can change the character of the landscape; Land-raising can increase the height and prominence of new buildings.
- (vi) It can affect the ability to provide alternative flood storage capacity in the drainage compartment.
- (vii) Material being placed on top of other material can impact interrogation to understand archaeology and past human interaction with the environment.

That being said, subject to the factors that must not be adversely affected, some land raising may be necessary for habitat creation/restoration purposes.

⁵⁸ <http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides>

Where land-raising could be part of a scheme, applicants are required to explain what issue it seeks to resolve, which other options have been considered and the reasons for their being discounted, and to justifying the raising of land.

The disposal of excavated material policy is of relevance.

Policy PUBDM17: Excavated material

All proposals are required to ensure excavated material arising as a result of a scheme is disposed of according to the following hierarchy. Justification for the approach adopted is required.

- i) Firstly, schemes are required to reduce to a minimum the volume of material that needs to be disposed of then;
- ii) Left over material is then required to be put to a productive use with the preference being used on site. Off-site productive use could be acceptable then;
- iii) Any remaining material is required to be disposed of in a considerate and acceptable manner, subject to the Environment Agency's licencing requirements.

Reasoned Justification

Typically, as a result of most types of development, there is excavated material left over that needs to be disposed of. This could result from buildings and their foundations but in the Broads there are also scrapes (for nature conservation and wild fowling), wildfowling lakes, fishing lakes (for recreation), dykes (for drainage), mooring cuts or mooring basins (to moor boats).

These developments can lead to materials that need to be accommodated somewhere on site or taken off site. The disposal of spoil/material is often an oversight by developers. On occasion there are presumptions of how to dispose of this material that may not be acceptable for the area, or the material is left on site, which can result in the establishment of vegetation that is not the norm for the area.

The Authority will require information from the applicant relating to the volume of likely excavated material and the plan for disposal and other options that have been considered. If the material is to be kept on site, detailed plans are required.

This policy will ensure that disposal is considered early in the scheme design process and could be incorporated positively (beneficial re-use). It could result in improved disposal of material with landscape character and habitat benefits.

When disposing of material, the Environment Agency⁵⁹ needs to be contacted, as a licence may be required.

Of importance to disposal of material is the section on peat, the section on archaeology and the guides referred to earlier in this section. The land-raising policy is of relevance.

Policy PUBDM18: Utilities Infrastructure Development

⁵⁹ Go here for more information: <https://www.gov.uk/topic/environmental-management/waste>

Proposals for utilities infrastructure and associated development will only be permitted where:

- a) The proposal has an essential role in the provision of a regional and national network;
- b) There is no opportunity for undergrounding or no suitable alternative locations outside the Broads protected landscape;
- c) There is no unacceptable impact on the character of the locality, the wider landscape and the amenity of neighbours;
- d) Full consideration has been given to the opportunities for sharing a site, mast, pole or facility with existing utilities infrastructure already in the area and the least environmentally intrusive option has been selected;
- e) It is of a scale and design appropriate to the Broads
- f) The proposal is in conformity with the latest national guidelines on radiation protection where applicable; and
- g) It would not adversely affect protected species or habitats.

The operator will also be required to remove any utilities equipment when it is redundant.

Reasoned Justification

For the purposes of this policy, utilities infrastructure could include telecommunications, electricity, gas and water.

The Authority understands the importance of utilities infrastructure for local communities and the economy, including rural broadband coverage. However, by its nature, utilities infrastructure and its associated equipment has the potential to have a significant impact on the landscape, built environment and wildlife of the Broads. In particular, the open and low-lying character of the area increases the likelihood of installations forming visually prominent features that detract from the special character of the Broads.

Planning applications for utilities infrastructure development must be accompanied by supplementary information on the area of search, details of any consultation undertaken, details of the proposed structure and measures to minimise its visual impact, photomontages, and technical justification for the proposed development, as appropriate. Measures to reduce the visual impact of a proposal will be secured by planning condition where necessary. To avoid the proliferation and visual impact of new utility installations, preference will be to accommodate new installations on existing masts and/or within existing utility apparatus sites where this represents the least environmentally intrusive option. Applicants who choose not to mast or site share where there is an opportunity to do so should submit a statement setting out the extent of the area of search and fully justifying their reasons for discounting this option.

The Authority will require all telecommunications operators to demonstrate that their proposed installation would be in conformity with the latest national guidelines on radiation protection. To this end, the submission of information to certify compliance with the International Commission of Non-Ionizing Radiation Protection (ICNIRP⁶⁰) standards will be sufficient to demonstrate that a proposed development would not have an unacceptable impact on people's health. Because of the rapid pace of change in technology, permissions could be temporary so that utilities infrastructure is required to be removed when no longer necessary to meet the requirements of the operator.

⁶⁰ <http://www.icnirp.org/>

The setting of the Broads will be an important consideration for our constituent districts when they determine planning applications for utilities infrastructure. The Authority will refer to the Landscape Sensitivity Study in the first instance. While this study considered solar farms and wind turbines, some utilities structures are similar in scale and bulk.

Policy PUBDM19: Protection and enhancement of settlement fringe landscape character

Proposals for development lying within settlement fringe areas shall be informed by and be sensitive to the distinctive characteristics and special qualities of the Broads landscape, and should contribute to the active conservation, enhancement and restoration of these landscapes.

Development in settlement fringe areas shall be permitted where it can be demonstrated that its location, scale and design (with particular regard to materials, and colour) will protect, conserve and where possible enhance:

- i) The special qualities, local distinctiveness and the natural beauty of the Broads (including its historical, biodiversity and cultural character);
- ii) The visual and historical relationship between settlements and their landscape settings;
- iii) The pattern of distinctive landscape elements such as dyke networks, woodland, trees (especially hedgerow trees), and field boundaries along with their function as ecological corridors; and
- iv) Visually sensitive skylines, significant views towards key landscape features such as drainage mills and/or important vistas.

It shall also be demonstrated that the development will not, as a result of cumulative and/or sequential landscape and visual effects of development detract, from the natural beauty of the Broads and the experience of tranquillity.

Reasoned Justification

There are many areas in the Broads where traditional landscape features and elements are being eroded as a result of unauthorised and/or unsympathetic development and this policy seeks to address this.

Settlement fringe is a landscape type that represents those areas of land found repeatedly throughout the Broads, where settlement and semi natural/natural environment converge. The Broads Landscape Character Assessment identifies areas that are classed as Settlement Fringe. Invariably around any settlement there are pressures for use other than for traditional agriculture. Many of these pressures are generated as a direct result of recreational and leisure activities. Developments can be varied and include garden extensions with their associated fencing and features; allotments; poultry keeping, horse keeping, sports pitches, pond construction (fishing and wildfowling) and storage of scrap items etc.

Additionally the proximity of a settlement can influence the presence and extent of strategic infrastructure, such as the poles and cables for telecoms and electricity supply.

The land that is subject to these types of development pressure will generally have the basic underlying characteristics of the prevailing landscape type within the locality, but invariably if used for such activities can become heavily modified though the annexation, subdivision, change of use, or introduction of ancillary buildings and structures that meet the needs of the activity.

The changes on the areas of land that are subject to these activities can both individually (depending on their scale and nature) and cumulatively (if it is following a trend in an area) have an effect on the landscape character of an area through changes to the traditional land use and land cover. The landscape character of an area is determined by distinct and recognisable patterns of both elements, or by characteristics (both physical, e.g. topography, soils water quality vegetation, etc., and perceptual, e.g. visual, sound, time depth, tranquillity, etc.) that make one landscape different from another, rather than better or worse.

Many activities will require the submission of a planning application. As part of that process, consideration as to their likely impacts on the landscape character of an area will be one of the many aspects the planning authority will need to consider.

Please note that there are some site specific policies that relate to areas on the fringe of settlements. Some policies such as the Acle policies refer to infrastructure requirements like cemeteries and playing fields which could lead to a more ordered landscape than the current agricultural land use, but these are important infrastructure which benefit the community. The policies themselves refer to the importance of landscaping any such schemes. Other policies allow some modest development in some settlement fringe areas, but again the policies tend to state that a semi-natural appearance of the area will be retained or that the defined area will be kept generally free of buildings and above ground structures or that the semi-natural quality of the area retained.

More background information can be found in the Settlement Fringe Topic Paper.

Evidence used to inform this section

- Landscape Character Assessment: <http://www.broads-authority.gov.uk/news-and-publications/publications-and-reports/planning-publications-and-reports/landscape-character-assessments>
- Landscape Sensitivity Study: <http://www.broads-authority.gov.uk/news-and-publications/publications-and-reports/planning-publications-and-reports/landscape-sensitivity-studies>
- Landscape Architect experience when assessing planning applications.
- Cabinet Siting and Pole siting Code of Practice Issue 2.
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/590272/Revised_Cabinet_and_Pole_Siting_COP_Nov_16.pdf
- Settlement Fringe Topic Paper (2017). <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

19. Amenity

Policy PUBDM20: Amenity

All new development, including alterations and extensions to existing buildings, will be expected to provide the occupiers/users with a satisfactory level of amenity. Development will not be permitted if it would have an unacceptable impact on the amenity of existing or potential neighbouring properties or uses.

When assessing the impact of the occupation, operation and construction of a development on amenity, consideration will be given to:

- a) Overlooking of windows of habitable rooms and private amenity space;
- b) Overshadowing of private amenity space;
- c) Loss of daylight and/or sunlight to existing windows of habitable rooms;
- d) Overbearing impact/visual dominance;
- e) Light pollution;
- f) Airborne pollutants;
- g) Odours;
- h) Noise pollution and disturbance;
- i) Vibration;
- j) Insects and vermin; and
- k) Provision of a satisfactory and usable external amenity space to residential properties in keeping with the character of immediate surrounding development.

Where existing amenity is poor, improvements will be sought in connection with any development.

Reasoned Justification

Protecting the amenity of both the future occupiers of new development and the occupiers of existing developments is vital for the sustainability of communities in the Broads. The NPPF says, at Paragraph 17 '*...always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings*'. Amenity can include many factors such as traffic, smell, loss of privacy, outlook, noise and overlooking. This policy lists the general issues that should be taken into account by applicants when developing schemes.

This policy applies to situations where new development would affect the amenity of an existing land use as well as where a new development may lead to complaints about an existing land use that are not currently an issue because there are not any neighbours.

Proximity to waste management and mineral sites can lead to amenity issues. As such the Authority will liaise with Norfolk and Suffolk County Councils for sites that are near to mineral and waste sites in line with Policy CS16 of the Norfolk County Council Minerals and Waste Core Strategy, policy WDM1 of the Suffolk County Council Waste Core Strategy and Policy 5 of the Suffolk Minerals Core Strategy.

Evidence used to inform this section

- No specific evidence. Amenity is an important consideration and officer experience has informed the proposed policy.

20. Light Pollution

Policy PUBDM21: Light pollution and dark skies

See map at [Appendix C: Light Pollution and Dark Skies – map of zones. Also shown on policies maps.](#)

The tranquillity and dark sky experience of the Broads will be Conserved and enhanced.

Development proposals are required to address light spillage and eliminate all unnecessary forms of artificial outdoor lighting by ensuring that:

- There is no permanent external lighting within Dark Sky Zone category 1 as identified on the policies maps;
- External lighting within the Dark Sky Zone category 2 as identified on the policies maps is strictly controlled; and
- Good lighting management and design is applied throughout the Broads

Development proposals that involve external lighting, outside the Dark Sky Zones category 1, will only be permitted where it can be demonstrated that they are required for safety, security or community reasons and where the design minimise light spillage.

Building design that results in increased light spill from internal lighting needs to be avoided, unless suitable mitigation measures are implemented.

Applicants are required to demonstrate that they meet or exceed the Institute of Lighting Professionals guidance and other relevant standards or guidance for lighting⁶¹.

Reasoned Justification

No or low levels of light pollution are an important aspect of tranquillity. Light pollution comes in many forms:

- **Sky glow** is a product of light being scattered by water droplets or particles in the air.
- **Light trespass** occurs when unwanted artificial light illuminates an area that would otherwise be dark.
- **Glare** is created by light that shines horizontally.
- **Over illumination** refers to the use of artificial light beyond what is required for a specific activity.

There is firm evidence of issues arising as a result of artificial lighting; wildlife and human health can be affected; and fundamentally, inefficient use of lighting wastes money and energy affecting businesses.

It is important to note that artificial lighting is not detrimental in all cases. Indeed the 'solution' to the issue is not necessarily turning off all lighting; artificial lighting does not necessarily produce light pollution. Light pollution is the term for artificial light that is excessive or intrudes where it is not wanted or expected. There are many sources of light pollution. For example some older street lights emit light pollution, as do security lights mounted at an angle above the horizontal. Well-designed lighting, on the other hand, sends light only

⁶¹ For the purposes of the ILP lighting guidance (CIE 150:2003 Guide on the Limitation of the Effects of Obtrusive Light from Outdoor Lighting Installations <https://www.theilp.org.uk/documents/obtrusive-light/>) the Broads Authority is included within Environment Zone 1 as a reflection of its protected status and its intrinsically dark skies.

where it is needed without scattering it elsewhere; “The right amount of light and only when and where needed” (Campaign for Dark Skies motto).

The NPPF Paragraph 125 says ‘by encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation’.

The Authority has assessed the Broads Authority Executive Area and results show that the majority of the Broads has good quality dark skies with the majority of readings being over 20 magnitudes per arc second⁶². While the Authority’s survey effectively looked upwards, the CPRE⁶³ undertook a study that effectively looked down to the earth. Both datasets were assessed and compared and have informed the final zones as set out in the policies map. A report explaining the assessment between the two datasets has been produced.

The Authority therefore considers that the Broads is an intrinsically dark landscape which must be preserved.

When considering lighting as part of a scheme, applicants need to consider the following early on in the design of a scheme, with an assessment submitted with the planning application:

- Which zone are you located in?
- Do you need light in the first place, and if so why?
- What is the lighting task/area to be lit?
- Are you over lighting? What is the minimum lighting you require?
- If lighting is required, is it designed to not add to sky glow and not result in light trespass, and glare does not over illuminate? How?

It is important to note that lighting schemes on their own do not always need planning permission. If the Authority seeks and is awarded Dark Sky Status, work will be undertaken in key areas to reduce the impact of light pollution, in partnership with the local community.

Dark Sky Status

The International Dark Sky Places Program promotes preservation and protection of night skies across the globe. It is an award administered by the International Dark Skies Association (IDA). In dark sky places local planning authorities, landowners, businesses, individuals and communities work together to reduce light pollution. There are three types of places: Reserve (large areas), Park (small with large population) and Community (smallest). The Broads Authority is exploring the potential for applying to be a dark sky place.

Evidence used to inform this section

Broads Authority Dark Skies Study 2016 and Dark Sky and Night Blight Data comparison 2016:

<http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan>

⁶² To be considered a dark sky of sufficient quality by the International Dark Sky Association, values of 20 magnitudes per arc second must be achieved.

⁶³ Night Blight: <http://nightblight.cpre.org.uk/>

21. Transport

Policy PUBSP8: Getting to and around the Broads

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

Integration between all modes of transport will be sought to encourage the community and 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 to/from settlements.

Reasoned Justification

Parts of the Broads are rural and parts of the Broads are more urban (albeit on the edge of settlements). Whilst it is acknowledged that using the car in rural areas is often the only practical way to get around the policy promotes the use of more sustainable modes of transport. The benefits of avoiding single occupancy car use include reduced air pollution, reduced emissions contributing to climate change, less congestion and less money spent on fuel.

Visitors to the Broads arriving by private car can cause seasonal congestion during the summer travel period, particularly in and around towns that act as a focus for attractions and 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, public transport, cycle or walk.

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 bespoke provisions such as a Broads Hopper bus service, are all measures that may be considered appropriate and that would reduce localised car-based travel within the area. Developers can make a contribution by encouraging a modal shift, e.g. with a travel plan and by providing infrastructure and ensuring provision is made for example cycle routes when making changes.

The Broads area is crossed by a number of major transportation links, including the A47 trunk road east of Norwich and south of Great Yarmouth, and by 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.

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.

The Authority seeks to encourage access to the area by bicycle. This promotes quiet and sustainable access in a manner compatible with the National Park ethos, while encouraging visitors to consider the impact of their activities on an ecosystem vulnerable to climate change.

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.

Policy PUBSP9: Recreational access around the Broads

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, Cycling and Walking Delivery Plan and the Broads Integrated Access Strategy;
- ii) Developing and/or improving access to other areas of the Broads from land and water, where appropriate;
- iii) Identifying and safeguarding potential crossing points of land and water;
- iv) Protecting and improving moorings, staithes 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; and
- viii) Incorporating and developing appropriate measures for disabled people.

Improved access will only be permitted where adverse impacts on the natural and historic environment have been considered and addressed in line with other policies in this Local Plan.

Reasoned Justification

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.

Historically, many of the parish staithes 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.

Part II of the CROW Act seeks to modernise the rights of way system⁶⁴ 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. The Broads Authority has an Integrated Access Strategy that sits 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.

Poor accessibility in the Broads area can be further exacerbated by the geographical nature of the waterways 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 well-designed and appropriately located 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.

It is important to note and be aware of the risk of habitat deterioration and disturbance which could arise from increased access in some locations around the Broads.

Policy PUBDM22: Transport, highways and access

Development proposals that need to be accessed by land shall:

- a) Be assessed in terms of their impact upon the highway network in respect of traffic capacity, highway safety and environmental impact of generated traffic. As appropriate, mitigation will be required including off-site works, points of access, visibility and turning facilities;
- b) Incorporate opportunities for electric cars and increased sustainable public access by a choice of transport modes including by bus, train, foot, bicycle or horse, including where possible new access to CROW access land;
- c) Provide parking in accordance with the relevant adopted standards;
- d) Where appropriate, be accompanied by a Travel Plan that seeks to improve the accessibility of the developments by non-car modes, the implementation of which will be secured by planning condition or obligation; and
- e) Avoid any unacceptable adverse effect on dark skies, the landscape character, historic environment, protected species or habitat.

When determining development proposals, the Authority will safeguard public rights of way and ensure that future routes are not compromised. Development will not be acceptable where it would result in the severance or loss of an existing public route.

New development adjacent to a waterway shall, where appropriate, facilitate pedestrian access to, and along, the waterway by providing a safe and attractive waterside walkway and pedestrian links between the waterside and other key pedestrian routes.

Reasoned Justification

In order to maintain the tranquillity and special character of the Broads, the Authority will expect new development to be of a scale and nature appropriate to the adjacent road network and the character of the

⁶⁴ There are many trails in Norfolk (<https://www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails>) and Suffolk (<http://www.discoverysuffolk.org.uk/>). The England Coast Path will also pass through and by the Broads (<http://www.nationaltrail.co.uk/england-coast-path-se>).

area. Where a development proposal could have an impact on a trunk road, it will be assessed by the Highways England in accordance with policies of the relevant Department for Transport Circular⁶⁵.

Traffic congestion is a problem in parts of the Broads, particularly in and around the towns that act as a focus for attractions and that give easy access to the rivers or broads. This congestion creates a negative impression of the Broads to visitors and residents, and can have a damaging impact on the local economy, environment and people's health. Consequently, to minimise the impact of new development on congestion, proposals should incorporate measures that enable the development to be accessed by a choice of means of transport and provide adequate levels of parking. Discussions will be had with the relevant district and relevant county council with regard to which parking standards to apply (as some districts have their own parking standards).

A Travel Plan should also be submitted as part of any planning application where the proposed development has significant transport implications. This should illustrate the accessibility of the site by all modes of transport, indicate the probable modal split of journeys to and from the site and provide details of any proposed measures to improve access to the site by public transport, walking and cycling. Further guidance is available in the NPPG⁶⁶ and from Norfolk⁶⁷ and Suffolk⁶⁸ County Councils.

Public Rights of Way provide opportunities to encourage walking, cycling and horse riding as safe and attractive modes of transport within the Broads, whether for recreational or other purposes. As valuable transport infrastructure, the Authority will therefore afford them protection from development that is likely to prejudice their current or future use. In the context of the policy, Rights of Way include CROW access land, bridleways, cycle ways, permissive paths, byways (and restricted byways) and roads used as public paths and footpaths. The policy also seeks to safeguard potential future routes from development (and identifies some particular future potential routes in policy PUBSTRACKS).

Improving and enhancing public access to the waterways is a key objective for the Broads Authority. New development adjacent to the waterway will be expected to facilitate pedestrian access to and along the waterway, secured by legal obligation where required. This will be particularly appropriate in the case of new residential, commercial and tourism related developments. Extensions and changes of use of existing development may present opportunities to secure enhanced public access, although this will be negotiated on a case-by-case basis dependent on the nature of the site and the network of public access adjoining it.

If a proposal is likely to result in increased vehicular movements and associated emissions that have the potential to affect an internationally designated site, it will need to be considered in accordance with the Conservation of Habitats and Species Regulations 2010 (the Habitats Directive) and a project level Appropriate Assessment undertaken. Development that could affect the integrity of a European site would not be in accordance with Policy PUBDM12 of the Local Plan.

⁶⁵ currently 02/2013: THE STRATEGIC ROAD NETWORK AND THE DELIVERY OF SUSTAINABLE DEVELOPMENT

⁶⁶ <http://planningguidance.communities.gov.uk/blog/guidance/travel-plans-transport-assessments-and-statements-in-decision-taking/overarching-principles-on-travel-plans-transport-assessments-and-statements/> and <http://planningguidance.communities.gov.uk/blog/guidance/travel-plans-transport-assessments-and-statements-in-decision-taking/travel-plans/>

⁶⁷ <https://www.norfolk.gov.uk/roads-and-transport/alternative-ways-to-travel/travel-plans>

⁶⁸ <https://www.suffolk.gov.uk/planning-and-environment/planning-and-development-advice/travel-plans-for-new-developments/>

Policy PUBDM23: Recreation Facilities Parking Areas

Proposals for recreational facilities are required to consider how users will access these facilities with access by public transport, walking and cycling being preferred where practicable.

If these recreation facilities are to be accessed by vehicles or bicycles, consideration needs to be given to where these vehicles, trailers and bicycles can be safely parked.

Limited provision for parking of cars (including trailers) and bicycles to enable usage of the facility will be supported if proposals adequately address the following:

- i) Recreation facility is readily accessible from the parking area;
- ii) The parking area is of an appropriate and commensurate size for the facility it serves;
- iii) High quality design of surface, landscaping and boundary treatments including to address management of water (run off and avoiding pollution);
- iv) Safe access and visibility into and out of the parking area can be achieved;
- v) impact on designated habitats and priority species;
- vi) impact on the local landscape; and
- vii) Protect dark skies.

Reasoned Justification

In line with sustainable tourism policies, facilities should be located where they can be accessed by walking, cycling or public transport.

In order to improve facilities that provide tourism and access benefits, there are some circumstances where provision of parking facilities is essential and in others desirable. For example, canoes and boats tend to be transported to slipways by a motor vehicle so the canoeist/boater requires somewhere to leave their vehicle and trailer. Equally, the provision of a new facility like a footpath (such as the Wherryman's Way) may result in increased car use by people wanting to get to the path, as bus services may not drop off near to the access point.

Proposals are required to consider how users will access the facility and consequently where modes of transport will be parked. When deciding on the location of a recreation facility, its accessibility by public transport, cycle and walking is a key consideration. If a car needs to be used, opportunities for utilising existing parking in the vicinity of the facility with the agreement of the landowner should be explored.

Parking areas will need to be designed in a way that is acceptable in the Broads. They also do not need to be immediately by the particular attraction. A short walk from the car park to the access point is acceptable. Parking areas will also need to meet the safety requirements of the Local Highways Authority. Of relevance are the policies on landscaping and design.

Of importance will be the policy on light pollution (policy PUBDM21) as the areas to which this policy may apply could generally be in more rural areas.

Please note that it is not intended that parking standards relating to development such as employment or residential land uses are addressed through this policy approach. This section relates more to the location

and design of car parking related to slipways and footpaths. The parking design standards of Suffolk and Norfolk County Councils remain in place.

Evidence used to inform this section

- Officer knowledge and expertise.
- Some policies rolled over from Development Management document and Core Strategy.
- Integrated Access Strategy.

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22. The Broads Economy

Policy PUBSP10: A prosperous local economy.

Proposals that contribute towards sustainable economic growth, prosperity and employment will be supported subject to other policies in this local plan, there being no adverse impacts on the special qualities of the Broads and there being sufficient infrastructure to accommodate proposals.

In order to support and strengthen the local and rural economy the Authority will:

- i) Support a stock of premises that are suitable for a variety of business activities, for businesses of differing sizes, and available on a range of terms and conditions for businesses with differing resources;
- ii) protect sites and properties in employment uses from redevelopment resulting in a loss of employment, by supporting and promoting appropriate diversification; and
- iii) seek an increase in employment opportunities for local residents, including training and apprenticeships.

Reasoned Justification

This policy refers to land use classes B1, B2, B8 and A1 and uses and that which is deemed ancillary to these uses.

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.

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.

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.

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.

The Authority will promote and seek contributions to the provision of training facilities or other opportunities to improve the skills and qualifications of the resident workforce and help sections of the workforce that are disadvantaged in the labour market (particularly school leavers not in employment, education or training). Training initiatives will be also supported. Strengthening a skilled workforce in the marine and tourism industries and in specialist traditional/craft skills on which the distinctive character of the Broads relies as well as supporting and promoting employment in nature conservation is also important to the area.

Policy PUBSP11: Waterside sites

A network of waterside sites in employment and commercial use will be maintained throughout the Broads 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 or commercial sites for alternative employment or commercial uses will be permitted, subject to retention of a viable level of boatyard facilities on the site. Uses other than employment or commercial will only be considered once it has been satisfactorily demonstrated that an employment or commercial use is not viable.

Reasoned Justification

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.

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.

The majority of waterside 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.

It is the case that some smaller boatyard's operations may not be financially viable and operators may seek alternative uses for their site. The policy seeks retention of such sites in a use that benefits the local economy and provides job opportunities. Any other changes to the use of the site need to be fully justified with viability evidence provided in support of applications for such changes.

If waterside sites so move away from boatyard uses, it is expected that facilities will still be available for boat users. Boatyard facilities referred to in this policy and section include moorings, access into the water, water-side safety provisions and fresh water, pumpout and electricity provision.

PUBDM24: New Employment Development

Proposals for new employment uses (classes B1, B2 and B8 and A1), or the extension of existing premises used for employment uses, will be approved subject to meeting all of the following criteria:

- a) The site is located within a development boundary or within or adjacent to existing employment sites or is a building uses as an employment use;
- b) Proposals do not have an adverse impact on landscape character;
- c) Site planning, layout and servicing arrangements are developed comprehensively;
- d) The use does not affect amenity (see policy PUBDM20) with particular attention paid to noise, disturbance from traffic, hours of operation, external storage, light pollution, vibration or airborne emissions including odours;
- e) The site is capable of being satisfactorily accommodated within the highway network;
- f) The site has been designed to promote user accessibility by walking, cycling and public transport;
- g) The layout of the site has suitable space for landscaping, parking (including for large vehicles where appropriate), loading and unloading and any other operational requirements, and responds to natural drainage flow patterns;
- h) The development is sustainable in its energy usage, environmental impact, waste management, flood risk and transport implications;
- i) Adequate protection of groundwater and other watercourses/bodies from pollution from the storage, handling or use of chemicals can be demonstrated to the satisfaction of the Environment Agency;
- j) The proposal does not use the best and most versatile agricultural land (grade 3a and above), or impact unduly on the viability or functionality of farms; and
- k) The proposal should make effective use of previously developed land.

Live-work units

Proposals for live-work units should also be in accordance with the housing policies in this Plan.

Home based businesses

The use of part of a residential property, a small scale extension, the use of ancillary buildings where they are well related to existing buildings or, where no suitable buildings exist new outbuildings within the domestic curtilage, for a small scale home based business will be permitted where there is no unacceptable adverse impact on the landscape or the amenity of the area or on the occupiers of neighbouring properties.

Reasoned Justification.

The NPPF at Paragraph 28 says: *‘Planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development’.*

The Employment Topic Paper, which assesses the Employment Studies of the Authority’s constituent Councils, concludes that there is no requirement for the Broads Local Plan to allocate sites for employment use. As such, this criteria based policy seeks to guide proposals for new employment development.

The National Parks Circular recognises that conserving and enhancing the natural beauty, wildlife and cultural heritage and supporting vibrant, healthy and productive living and working communities need not be in conflict. It is important that employment is supported in a way that is consistent with Broads Authority

objectives and its mostly rural nature. The policy brings together the important considerations when seeking to develop employment related schemes in a protected landscape.

The Authority would welcome floorspace suitable for start-ups and small and medium enterprises as well as managed affordable workspace where viable.

Proposals for new development on waterside sites will also be assessed against Policy PUBDM27.

Policy PUBDM25: Protecting General Employment

Sites and properties currently in employment use will be protected by permitting:

- a) The re-use for employment uses in the first instance or subject to demonstrating that such uses are unviable;
- b) Community facilities or services in the second instance (see policy PUBDM43) and only if these are not required or feasible in these locations, tourism and recreation will be considered. .

Alternative uses not falling within (a) and (b) will only be permitted where it is demonstrated to the satisfaction of the Authority that:

- c) that the use of the site and/or buildings for uses lists in a or b above cannot be continued or made viable in the longer term;
- d) The development would not compromise the operation of remaining employment uses adjacent to the site; and
- e) The proposal provides benefits that significantly outweigh the loss of land for employment uses;
- f) In relation to proposals for new retail uses, the proposal is compliant with the sequential approach to site selection as defined in the NPPG or the retail floor space would be ancillary to services at a boatyard. Planning conditions will be used to ensure any approved floorspace remains ancillary to the primary use; or

Proposals for residential development will be considered in accordance with the relevant housing policies in the Plan.

In the case of waterside sites, including boatyards, development proposals will also be determined against Policy PUBDM27 and will, where appropriate, ensure the retention of facilities for water access and mooring.

Reasoned Justification

There are a limited number of developable sites within the Broads. As a result, sites in employment use are likely to be placed under pressure to be developed for alternative uses whenever there is a decline in demand for particular employment uses. However, in order to support and strengthen the local economy it is essential that the needs of new and existing businesses are not constrained by a lack of suitable sites. We will resist loss of employment uses and sites through change of use to non-employment use unless it is demonstrated to the Authority's satisfaction: a. the site or building is no longer suitable for its existing use; and b. that the possibility of retaining, reusing or redeveloping the site or building for similar or alternative type and size of business use has been fully explored over an appropriate period of time.

The policy establishes a sequential approach to protecting general employment sites and properties and to permitting their change of use or redevelopment to other uses. To prevent the loss of established

employment sites and properties, proposals to redevelop them to uses related to community facilities or to sustainable tourism and recreation uses will only be permitted if it can be demonstrated that employment uses (uses within Classes A1, B1, B2 or B8 of the Town and Country Planning (Use Classes) (Amendment) (England) Order 2010) are unviable. Only then will alternative uses be permitted, again subject to demonstrating that employment, tourism, recreational or community uses would be unviable. Applications should be accompanied by a statement completed by an independent chartered surveyor which demonstrates that employment uses are not viable. The level of detail and type of evidence and analysis presented should be proportionate to the scale and nature of the site and/or property in question. This statement should provide an assessment of the current and likely future market demand for the site or property, details of the attempts to market it at a reasonable for a sustained period of 12 months and its value. Information showing that all available opportunities of grant funding and financial support to help retain the employment use(s) have been fully explored and none are viable, evidence that interventions to improve the attractiveness of the site for employment uses are not feasible, justification that there is a need for the alternative proposed use in this locality and show how the proposed redevelopment would not compromise the primary employment function of the locality or the operations of neighbouring users. This statement will then be independently reviewed entirely at the applicant's expense.

Non-employment uses in established employment areas can create tensions with existing users and harm the ability of existing businesses to operate effectively. When considering whether a proposed non-employment use has the potential to compromise the operation of remaining employment uses, regard will be had to issues such as noise, odour, dust, hours of operation, vehicular access, parking and servicing and safety associated with both the established and proposed uses.

In considering whether a proposed development would provide benefits that outweigh the loss of employment land, regard will be given to the social and economic benefits of the proposed use. Consideration will also be given to whether the redevelopment of the site or property would deliver improvements to its appearance or result in a reduction in traffic, odour, noise, dust or other emissions.

If a proposal is considered in the context of this policy potentially has an effect on an internationally designated site then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Policy PUBDM26 Business and Farm Diversification

Business or farm diversification to provide a range of employment uses will be permitted where:

- a) The uses proposed are complementary in scale and kind and support the original business or farm operation;
- b) There is no loss of local or visitor facilities;
- c) The proposed uses would not have an unacceptable impact on the local transport network; and
- d) The proposal is in accordance with other policies of the Local Plan.
- e) It is demonstrated that the business or agricultural use of the existing building(s) to be re-used is no longer required for its most recent or other former purpose.

New build development as part of a business or farm diversification will only be permitted when it can be demonstrated to the satisfaction of the Authority that the diversified use cannot be accommodated through the conversion of an existing building. Diversification proposals shall not involve a significant amount of new

built development. Any new buildings will need to be fully justified and should relate well to existing buildings or farm group.

In the case of farm diversification, development should be complementary in scale and kind to the main farm operation and site area and must not prejudice the existing or future agricultural operations. Farm shops will only be acceptable where a significant proportion of the range of goods for sale is produced on the farm.

In the case of proposed diversification, redevelopment or change of use of commercial waterside sites, including boatyards, development proposals will be determined against Policy PUBDM27.

Reasoned Justification

Rural businesses and farming are integral to the long-term sustainability of the Broads. They are not only of economic value and provide employment opportunities but also contribute to managing the special landscape character of the Broads and help maintain biodiversity.

For these reasons, the Authority recognises, the importance of allowing farming enterprises and businesses to diversify and generate new income streams in order to ensure their continued viability.

Nevertheless, it is essential that the diversification of farming and businesses is carefully managed to ensure it does not harm landscape character, adversely affect the original business or farm operation, or have a detrimental impact on the tranquillity of the Broads by resulting in an unacceptable impact on the transport network or unacceptable levels of traffic and noise. Additionally, development proposals that could have an adverse effect on the integrity of a protected site would not be deemed appropriate in accordance with policy PUBDM12.

To protect the special landscape character of the Broads, the Authority will ensure that existing buildings are used to accommodate the diversification wherever possible. New build development as part of a business or farm diversification will only be permitted where it is regarded as the only viable option.

Please note that proposals to diversify a business or farm to a tourism use will also be assessed against policy PUBDM28 Sustainable Tourism.

If a proposal is considered in the context of this policy to potentially have an effect on an internationally designated site then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Policy PUBDM27: Development on Waterside Sites in Employment or Commercial Use, including Boatyards

Within existing boatyards, the development of new boatsheds and other buildings to meet the operational requirements of the boatyard will be permitted.

The development of new buildings or uses of existing buildings for other employment purposes within boatyard sites will only be permitted provided that:

- a) It is demonstrated that the use of the existing building(s) to be re-used is no longer required for its most recent or other former purpose;
- b) The development would involve a subsidiary part of the yard and is compatible with retention of existing uses on remainder of site;
- c) The site is large enough to accommodate the different uses in a manner that would not conflict with each other, and would not have a significant adverse effect on adjoining uses and occupiers;
- d) There is no loss of local or visitor facilities, such as moorings and access to the waterside.

Proposals for the diversification, redevelopment or change of use of a waterside site in employment or commercial use will only be permitted subject to criteria (d) above and when:

- e) It is demonstrated that the existing use is not viable;
- f) The proposed use is an employment or commercial use that is complementary in scale and kind with existing waterside uses on adjacent sites;
- g) The proposals form part of a comprehensive scheme for the site that retains the site as a unified management unit.
- h) The proposed use would not prejudice a return to boatyard use.

Uses other than commercial or employment will only be permitted subject to policy PUBDM25.

In all cases, development proposals should, as far as practicable, ensure that waterside commercial uses, including construction activity, avoid increased sedimentation and disturbance to the waterways⁶⁹.

Storage of potentially polluting material, e.g. oils, is proposed and implemented in such a way that pollution is avoided, including during flood events.

Reasoned Justification

Waterside sites in commercial use, including boatyards, are an integral part of the riverside scene and make an essential contribution to the local economy and character of the Broads. Boatyards also provide a range of vital services used by boat hirers and private owners, such as fuel, pump out facilities and short stay moorings.

There have been an increasing number of proposals to redevelop boatyard sites in the Broads. Due to the importance of these and other waterside sites in commercial use to the local economy and character of the Broads, the Authority will seek to ensure these sites are retained in commercial use wherever possible.

Nevertheless, the special qualities of the Broads dictate that away from these sites there are a limited number of suitable sites that could accommodate the changing circumstances of businesses and their needs to diversify. It is therefore important to strike a balance between protecting waterside sites in commercial use and allowing businesses to diversify or relocate. Accordingly, proposals that seek to establish other employment uses within a boatyard will be permitted provided that the proposed development would not

⁶⁹ Pollution prevention for businesses <https://www.gov.uk/guidance/pollution-prevention-for-businesses>

erode the character of the site, compromise the viability of established uses or restrict or reduce opportunities for use of the waterways.

Waterside sites in commercial use may be affected by flooding and as such policy xxx on flood risk will be of particular importance in determining applications to change the use.

The residential moorings policy (policy PUBDM36) states that boatyards and marinas (subject to the locational and other criteria within that policy) could be suitable areas for residential moorings.

If a proposal is considered in the context of this policy to potentially have an effect on an internationally designated site then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Evidence used to inform this section

- Employment Topic Paper (2017)

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23. Sustainable Tourism

Policy PUBSP12: Sustainable Tourism

Sustainable tourism in the Broads will be strengthened by the creation, enhancement and expansion of high quality and inclusive tourism attractions and related infrastructure in accordance with the policies within this Local Plan and by:

- i) Encouraging an appropriate network of tourism and recreational facilities throughout the Broads;
- ii) Ensuring proposals will enhance the existing tourism offer, benefit the local economy and are of a suitable scale and type for the proposed location;
- iii) Protecting against the loss of existing tourism and recreation facilities by supporting appropriate development and change when this is proven to be needed;
- iv) Supporting diversification of tourism where economically and environmentally sustainable;
- v) Promoting low-impact tourism which seeks to protect or enhance the special qualities of the Broads which visitors come to see, enjoy or experience. Development proposals for visitor accommodation and visitor attractions that would have an adverse impact on the Broads' landscape, heritage assets and natural environment will be refused;
- vi) Locating tourism development where it is easily accessible by a variety of modes of transport including by water. Consideration will be given to the establishment of tourism facilities in less accessible locations where it relies on a specific geographically located resource to justify this location; and
- vii) Seeking improvements to the quality of existing visitor accommodation/attractions and broadening the range of accommodation/attractions provided.

Reasoned justification

The World Tourism Organisation and United Nations Environment Programme define sustainable tourism as *'tourism that takes full account of its current and future economic, social and environmental impacts, addressing the needs of visitors, the industry, the environment and host communities'*.

The Broads attracts more than 7 million visitors a year. Boating, cycling, canoeing, fishing, visiting and appreciating the heritage of the area, walking and wildlife-watching are just some of the ways visitors and those living here enjoy the area. One of the three key purposes of the Broads Authority is to promote understanding and enjoyment of the Broads, but it needs to find solutions that are beneficial to and integrated with conservation and navigation interests. Tourism brings more than £400 million into the local economy every year but it needs sensitive management to make sure the fragility of this special landscape is not adversely affected.

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 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. That being said, some festivals and more extreme sports may be acceptable in certain locations and for limited periods of time.

The Broads Authority adopted a Tourism Strategy and Destination Management Plan for the Broads in 2016. The vision for sustainable tourism in the Broads in 2020 as set out in the Strategy is *'working together effectively to provide a brilliant visitor experience of a unique National Park, delivering year round benefits to the local economy – through engaging and supporting local businesses and protecting, enhancing and celebrating the special natural and cultural heritage of the Broads'*.

It must be noted that the leisure sector is a fast-changing industry and the patterns and popularity of uses will alter over time. It is the role of the Local Plan to guide the location and development of sustainable tourism. Tourism and recreational development (including holiday accommodation) should be of an appropriate scale and will be directed to appropriate locations where the environment, infrastructure and facilities support such development and can accommodate the visitor impact. Detailed considerations about location are addressed in PUBDM29. Proposals should be of a suitable scale and type to protect the character of the townscape and landscape. The Authority encourages the use of brownfield sites in the first instance where feasible.

The economic viability of the Broads' tourism industry relies on a healthy and attractive natural and built environment and opportunities to engage in a range of appropriate recreational activities.

Shops, pubs, restaurants, moorings, water and electricity and boating supplies are used by local communities as well as visitors. These services are all part of the essential infrastructure of a holiday destination. Proposals are encouraged to provide refuse disposal points and public toilets where it is appropriate to do so, taking into consideration their ongoing management and maintenance.

Provision of facilities that enable visitors and residents to experience, explore and enjoy the Broads and access visitor destination points are guided by and driven in the main by the Integrated Access Strategy. This is discussed in more detail in the transport section.

Initiatives that foster improvements to tourism will include consideration of their accessibility. Small-scale highways improvements may be a requirement to enable schemes to go ahead in an acceptable manner. There is a need for improvements to be made to the cycle network around the Broads and also to provide access by modes other than the private car, and new development should where possible provide the opportunity to assist these. This could involve infrastructure for electric vehicle charging points and other emerging new technologies.

Access to a number of the main tourist destinations in the Broads can be realistically achieved only by the use of the private car. 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 or bus stops. It may be the case that the scale of a new tourism facility could justify a new bus route or stop that will serve it.

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. The aim is to distribute tourism across the Broads, while providing protection to vulnerable areas. Development will need to be carefully sited and designed in order to protect and enhance the special features and character of the Broads. This could be achieved through utilising previously developed sites.

The term 'tourism and recreation development' also covers holiday accommodation. 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. Policies will permit development to provide land-based accommodation for holiday use subject to satisfaction of criteria set out in other Local Plan policies, and to include adequate access, infrastructure, provision of local facilities and appropriate scale and design.

Policy PUBDM28: Sustainable Tourism and Recreation Development

a) General Location of Sustainable Tourism and Recreation Development

New tourism and recreational development (including holiday accommodation) will be permitted where it is:

- i) within or adjacent to a defined development boundary; or
- ii) is closely associated with an existing visitor attraction/tourism site, group of holiday dwellings, boatyard or established sailing or similar club; and
- iii) it can be satisfactorily accessed by sustainable means which could include public transport, walking, cycling, horse riding or by water.

Tourism and recreational facilities in all other areas not covered by i and ii will be permitted only where there is a clear and demonstrable need for the facilities to be situated in the proposed location and where they:

- iv) Are in accordance with the policies in this Local Plan;
- v) Do not involve a significant amount of new built development;
- vi) Do not adversely affect and wherever possible and appropriate contribute positively to water quality, dark skies, the landscape character, historic environment, protected species or habitats;
- vii) The demand for the proposed tourism or recreation facility is not already met in more sustainable locations.

The Authority requires applicants to consider first using brownfield sites for tourism and recreation development, in line with the location framework set out above.

The requirement to demonstrate a need to be located in open countryside does not apply to farm diversification development to provide tourist accommodation.

Intensive tourism and leisure uses, including static caravans, will not normally be permitted on greenfield sites.

b) Principles of Sustainable Tourism and Recreation Development

Proposals for new tourism and recreation development, including within existing sites or attractions will be positively supported where:

- viii) There is proven sufficient capacity of the highway network;
- ix) Sufficient car and cycle parking can be provided on site;
- x) Do not adversely affect and wherever possible enhance dark skies, the landscape character, historic environment, protected species or habitats;
- xi) Proposals are of a high quality design and are suitable for the setting;
- xii) Navigation is not adversely affected; and
- xiii) Proposals are of a scale compatible with their location and setting

Regard will be given to the cumulative impacts of tourism and recreation proposals on landscape character, nature conservation value and local transport movement.

Reasoned Justification

The NPPF advises that Local Planning Authorities should support sustainable rural tourism and leisure developments that benefit rural businesses, communities and visitors and that utilise and enrich, rather than

harm, the character of the countryside, its towns, villages, buildings and other features. The tourism sector plays a vital role in the local economy.

The tourism economy of the Broads is heavily dependent on the quality of the natural environment and inappropriate development proposals, including for intensive tourism and leisure uses, are capable of detracting from the special qualities of the Broads upon which tourism relies. The Sustainable Tourism and Recreation Strategy for the Broads therefore aims to develop, manage and promote the Broads as a high quality sustainable tourism destination, in keeping with its status as an internationally renowned environment.

The policy directs tourism and recreational development to appropriate locations which have the necessary infrastructure and facilities to support such development as well as can be accessed by a variety of means of transport. The settlements of the Broads provide the greatest potential for accommodating additional visitor numbers without detriment to the environment. These locations are also amongst the most accessible by public transport. Accordingly, to ensure the special qualities of the Broads are protected for future generations while maintaining the economic benefits of tourism, the Authority will support new tourism and recreational development in or adjacent to defined settlements and on existing tourism sites.

Proposals for new tourism and recreation facilities outside these areas will need to be accompanied by a robust and comprehensive statement that demonstrates why the proposed facility needs to be located away from development boundaries and specific attractions (as described in i and ii of the policy) and provides evidence to justify the scale of development. This requirement does not apply to farm diversification projects providing tourist accommodation (which will be considered against other policies of the Local Plan). Due to the potential impact on the openness and special character of the landscape, facilities in the open countryside will only be permitted where the scale of built development would not have an adverse impact on the character of the local area and special qualities of the landscape. In addition, proposals that may have an effect on a protected site or species will only be permitted where a site level Habitats Regulations Assessment can successfully demonstrate that there are no adverse effects on the qualifying features on those habitats or species.

Sustainable Tourism can also offer opportunities for wildlife enhancement through education and awareness raising, funding etc.

The policy brings together general principles of new tourism development. The related policies in this Local Plan will apply to proposals.

Policy PUBDM29: Holiday Accommodation – New Provision and Retention

New holiday accommodation will be permitted where:

- a) It complies with the approach to locations for tourism and recreation development as set out in Policy PUBDM28;
- b) It will be for holiday use for short stay occupation on a rented basis for a substantial period of the year, not occupied on a continuous basis by the same people and not used as a second home or for the main residence of the occupiers;
- c) The applicant provides clear evidence that the proposed holiday accommodation has been planned on a sound financial basis and takes into account demand for this type of accommodation in this area; and
- d) A register of bookings is maintained at all times and is made available for inspection.

When permitting new holiday accommodation, the Authority will seek to ensure that it remains available for short stay occupation on a rented basis by attaching an occupancy condition to restrict the sale of the

property on the open market or use of the property for year-round occupation or as a second home.

Existing tourism accommodation will be protected. Change of use to a second home or permanent residence will only be considered in exceptional circumstances where it can be fully and satisfactorily demonstrated that there is no demand for tourist accommodation. Marketing evidence must be provided which demonstrates the premises have been marketed for a sustained period of 12 months.

The conversion or redevelopment of hotels and guest houses to permanent residential accommodation will be resisted where it would result in the loss of more than five bed spaces available for holiday use unless it can be demonstrated that the existing tourism use is no longer viable.

The Authority will also seek a variety of accommodation types where they are appropriate to their location.

The extension, intensification, upgrading or replacement of existing static caravan sites will only be permitted where:

- e) The proposal is in accordance with other policies of the Local Plan;
- f) The proposal is compatible with the Landscape Character Assessment; and
- g) Any associated buildings proposed are modest in scale and the visual impact of the proposal is minimised by appropriate siting, design, external materials and colour.

Opportunities for appropriate relocation or redevelopment of existing visitor accommodation or related development which is currently resulting in harm to the special qualities will be encouraged.

Reasoned Justification

Tourism makes a valuable contribution to the local economy and a statutory purpose of the Broads is to provide opportunities for the understanding and enjoyment of the special qualities of the area by the public. The provision of a sufficient level and range of holiday accommodation is essential for supporting the contribution made by the tourism sector to the local economy.

The policy seeks to secure and retain a supply of appropriately located tourist accommodation. The Authority will expect all new holiday accommodation to be available for lettings for at least nine months in any one year. To ensure that new holiday accommodation is used for tourism purposes that benefit the economy of the Broads, occupancy conditions will be sought to prevent the accommodation from being used as a second home or sold on the open market. To ensure an adequate supply of holiday accommodation is retained, the removal of such a condition will only be permitted where the proposal is accompanied by a statement completed by an independent chartered surveyor which demonstrates that it is financially unviable or that any net loss of accommodation is necessary to allow appropriate relocation or redevelopment. Evidence of a robust marketing campaign of at least 12 months will be required that clearly demonstrates that there is no market demand for the premises. The Authority will need to verify the content of such a report and may need to employ external expertise to do so (the applicant will need to meet the cost of this).

Proposals to redevelop an existing hotel or guest house that would result in the loss of more than five bed spaces available for holiday use will also be expected to be accompanied by a statement completed by a chartered surveyor, demonstrating that the existing use is unviable. The threshold of 5 bed spaces relates to the associated small scale employment that such sized operations support. Cumulatively, the number of employees associated with operations of 5 or more bed spaces add up to a significant amount around the Broads.

Static caravans contribute to the provision of a range of accommodation in the Broads and can also provide a valuable supplementary source of income for farm businesses. Although there is a need to provide a range

of tourist accommodation, the nature of this type of activity can have a significant visual impact on the appearance and character of the landscape. Applications for the extension, intensification, upgrading or replacement of existing static caravan sites will therefore only be permitted where the scale of the proposals and their visual impact is compatible with the character of the location and the wider Broads setting and landscape.

Holiday homes that will be occupied as second homes are not considered as holiday accommodation for the purpose of this policy and are instead regarded as new dwellings. The removal of occupancy conditions on holiday homes will be considered as proposals for new dwellings in accordance with the policies in the housing sections.

If a proposal is considered in the context of this policy to potentially have an effect on an internationally designated site then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Policy PUBDM11 on reusing historic buildings may be of relevance.

Evidence used to inform this section

- Policies generally rolled forward from the Development Management DPD. Amendments as a result of officer experience.
- Tourism Strategy and Destination Management Plan for the Broads 2016
http://www.broads-authority.gov.uk/_data/assets/pdf_file/0012/769773/Sustainable-Tourism-in-the-Broads-2016-20-May-2016.pdf

24. Navigation

Policy PUBSP13: Navigable Water Space

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

Opportunities for the extension or creation of navigable/recreational water space will be promoted, subject to compliance with other policies in this plan.

Navigable water space will be protected and enhanced through:

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

Adequate water depths will be maintained for safe navigation, and the disposal of dredged and cut material will be carried out in ways that avoid adverse impacts on the environment with appropriate mitigation measures implemented as required. Beneficial use of dredgings will be expected where practicable.

Opportunities for the disposal of dredged materials to enable the management of the navigation will be sought and promoted. Control of sediment input from surrounding land, highways and river banks will be considered in development proposals.

Reasoned Justification

The waterways as a whole are a core resource of the Broads. 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.

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 (for example heads of navigation and Very Important Sailing Areas), and suitability and potential for different uses (such as water skiing zones). Improvements for people and wildlife can be achieved and the Authority will work with partner bodies and local communities, taking a valley-wide approach to develop integrated management.

Development proposals close to the navigation will 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.

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 may 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.

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 riverbank stabilisation⁷⁰ methods, encouraging the use of natural or 'soft' engineering techniques wherever possible.

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 – reducing specifications where appropriate or inputs, through varied source control options
- Reuse – direct reuse options include habitat creation, flood protection works, combined schemes
- Recycle – material can be used in wider construction schemes, but would usually require treatment/reclamation/remediation.
- Disposal – land fill should only be considered as a last resort, and in any event minimised as far as is possible.

Of relevance to this policy is policy PUBDM17 on Excavated Material and PUBDM16 on Land Raising.

Policy PUBDM30: Access to the Water

Developments that support and encourage the use of waterways, including the provision of supporting infrastructure for navigation, such as the construction of moorings, jetties and walkways and the provision of electric hook up points, will be permitted provided that they:

- a) Would not adversely impact navigation
- b) Would not result in hazardous boat movements;
- c) Would not compromise opportunities for access to, and along, the waterside, access to and use of staithes, or for waterway restoration;
- d) Are consistent with the objectives of protecting and conserving the Broads landscape and ecology, including the objectives of the Water Framework Directive; and
- e) Would not prejudice the current or future use of adjoining land or buildings.

Proposals incorporating staithes or slipways will be permitted where:

- f) The use of the slipway and any associated uses or facilities, including car parking, would not have an adverse effect on either the waterway or the adjacent riverside, including ecological, biodiversity or flood risk effects and significance and character of the historic environment; and
- g) Access and other highway requirements for cars and trailers would be adequately provided for (in line with transport policies).

Development proposals for new freight wharves and for the provision of freight interchange on brownfield sites adjacent to the navigation will be permitted where these are in accordance with the other policies of the Local Plan.

Reasoned Justification

The Broads is one of the most extensive and varied inland waterway systems in the UK. A key objective underlying the designation of the Broads is to protect the interests of navigation and to maintain the

⁷⁰ <http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides/river-bank-stabilisation>

navigation area for the purposes of navigation to such standards as it requires. Closely aligned to this is the Authority's responsibility to enable people to enjoy the Broads. To this end, the Government has stated that it expects the Authority to continue to encourage a greater range of people to take up sailing, canoeing and fishing and other water related activities⁷¹.

Accordingly, development proposals that support and encourage the use of waterways will be permitted where they would not have a detrimental impact on public safety on land or water or an unacceptable impact on other people's enjoyment of the Broads. Proposals should also be consistent with the objectives of the Water Framework Directive and with protecting and conserving the Broads landscape and wildlife. In particular, if a proposal is considered likely to have an effect on internationally designated sites, it will need to be considered in accordance with the Conservation of Habitats and Species Regulations 2010 (The Habitats Directive) and a project level Appropriate Assessment undertaken. Development that could affect the integrity of a European site would not be in accordance with Policy PUBDM12 of the Local Plan.

The waterways of the Broads have the potential to provide a sustainable and efficient mode of transporting freight. However, it is important to ensure that the use of waterways for this purpose does not affect the special qualities of the Broads. Consequently, proposals for infrastructure to support the greater use of the waterways by freight will be permitted provided that they do not have an adverse impact on landscape character, biodiversity, tranquillity or other people's enjoyment of the Broads.

Policy PUBDM31: Riverbank stabilisation

Development proposals that include riverbank stabilisation will be permitted where the need can be fully justified and it can be demonstrated through the submission of the Riverbank Stabilisation Checklist⁷² for Design that the proposal has been designed to take account of:

- a) The nature of the watercourse;
- b) The scale of tidal range;
- c) Safe navigation;
- d) The character of the location;
- e) Existing uses in the area;
- f) Future maintenance of the riverbank stabilisation method proposed;
- g) A changing climate;
- h) Biodiversity; and
- i) The requirements of the Water Framework Directive.

Soft engineering techniques shall be used as a first preference where appropriate.

Piling of banks will only be permitted where it takes account of criteria a to h and:

- j) There is a proven need to prevent bank erosion by this method; or
- k) The site is within an established settlement where piling is part of the character of the area; or
- l) The proposal is for replacement piling for a site that has been piled in the recent past and where soft engineering techniques are unlikely to provide adequate protection; or
- m) The piling works are required for:

⁷¹ English National Parks and the Broads: UK Government Vision and Circular (2010) – Defra

⁷² <http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides/river-bank-stabilisation>

- i) navigation purposes (including moorings, but see mooring policies that follow);
- ii) compliance with the Water Framework Directive;
- iii) the prevention of diffuse pollution to the water environment; or
- iv) flood defence.

Mooring on banks that have been piled may not necessarily be permitted. Where mooring is permitted, the number of craft allowed, type of mooring (e.g. private, visitor etc) and whether stern-on or single alongside only mooring, will be specified.

Reasoned Justification

By leading to an enhanced rate of soil loss from river banks, erosion can have a significant impact on the appearance and ecological value of the waterways in the Broads. Bank erosion can also add to the reduction of water quality and loss of open water, and release nutrients into the waterways of the Broads. Bank erosion is also expensive to repair and the sediment that enters watercourses increases the amount and frequency of dredging required to maintain adequate water depths for navigation. The careful design of new or replacement bank edging is therefore crucial for protecting the special landscape character and conservation value of Broads habitats and for maintaining the navigation area to the required standard.

The wide variation in depth, width, boating activity, tidal ranges and bank construction on different river sections in the Broads mean that no one riverbank stabilisation solution will be suitable for the whole area. The appropriate technique will also depend on the objective behind the bank protection. To help design proposals for riverbank stabilisation, the Authority has produced, consulted on and adopted guidance and design checklist⁵⁷. Accordingly, development proposals that include riverbank stabilisation need to be accompanied by a completed Riverbank stabilisation Checklist for Design that provides justification for the choice of bank protection solution in relation to the issues listed in the policy and guidance.

Some riverbanks in the Broads have been protected using timber or steel piling driven into the riverbed at the bank edge. However, this approach can damage riverbank habitats, adversely affect protected species, encourage boat mooring in inappropriate locations and create an urban feel in an otherwise rural area. In many parts of the Broads, particularly those with an open rural location, natural or less intrusive engineering techniques such as alder poles, faggots, willow spilling, biodegradable geotextiles and vegetation will represent a more visually and ecologically appropriate solution that should be used in preference to piling where technically feasible. Accordingly, the Authority will ensure that the piling of banks only takes place where there is a demonstrable need to prevent bank erosion by this means, where it is appropriate to the local character of the area or for the use of the frontage for mooring. If a proposal is considered in the context of this policy to potentially have an effect on an internationally designated site then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Proposals relating to piling are directed to the Moorings Guide for material and other considerations.

A licence will be necessary for the design and timing of installation of work which affects areas that are publicly navigable. The Broads Authority is responsible for issuing the Works Licence. Full details can be found on the Authority's website⁷³.

⁷³ www.broads-authority.gov.uk/planning/Planning-permission/works-licences.

Policy PUBSP14: Mooring Provision

The provision of a range of additional short term visitor moorings will be encouraged in order to ensure that visitor moorings are available in appropriate locations and where they are most needed and where they contribute to the management of a safe and attractive waterway. Existing short term visitor moorings will be protected. The Authority also encourages the provision of residential moorings in appropriate locations.

Reasoned Justification

The provision of a network of moorings throughout the Broads system is essential for local communities, businesses and visitors to the Broads. A lack of moorings can restrict the use and enjoyment of the water, impede the local economy and, by resulting in the concentration of visitors where mooring is most plentiful, have an adverse effect on tranquillity and the quiet enjoyment of the Broads. The Authority will therefore protect existing moorings and encourage the provision of new moorings across the system.

It is however important to ensure that mooring basins and marinas are only provided in appropriate locations. New moorings support the local economy by protecting the economic viability of marinas and boatyards, thereby protecting ancillary services and facilities which might otherwise be lost. Riverside mooring can constrict the navigable waterways and can lead to congestion and overcrowding on the rivers. New moorings will therefore only be permitted where they would not have a negative impact on navigation, for example in an off-river basin or within a boat yard. The quality of the waterways and surrounding landscape is vitally important to the wellbeing of the tourism industry and, by extension, the economy of the Broads. It is therefore essential that proposals for mooring basins or marinas do not impinge on the natural beauty, ecological value and local distinctiveness of the Broads or other people's enjoyment of it.

The following policy provides detail in relation to moorings. Also of relevance is Policy PUBDM36 that relates to new residential moorings.

Policy PUBDM32: Moorings, mooring basins and marinas.

In accordance with the Integrated Access Strategy new moorings will be permitted where they contribute to the network of facilities around the Broads system in terms of their location and quality.

Proposals for new moorings, mooring basins and marinas, including changes to existing provision will be permitted where it can be demonstrated through the submission of a mooring questionnaire⁷⁴ that the proposal has been designed to take account of:

- a) The nature of the watercourse;
- b) The scale of tidal range;
- c) The character of the location (including landscape character, features and the historic environment);
- d) Existing uses in the area;
- e) Future maintenance of the mooring method proposed;
- f) Biodiversity;
- g) The requirements of the Water Framework Directive
- h) They would be located where they or their use would not have an adverse impact on navigation (for example in an off-river basin or within a boat yard);
- i) There is provision for an adequate and appropriate range of services and ancillary facilities, or adequate access to local facilities in the vicinity;

⁷⁴ http://www.broads-authority.gov.uk/_data/assets/pdf_file/0010/703882/Mooring-design-Pre-application-questionnaire.pdf

- j) The proposed development would not prejudice the current or future use of adjoining land or buildings; and
- k) The proposed development would not unacceptably impact the amenity of adjoining residents.

In addition, proposals for development at or within commercial mooring basins or marinas shall:

- l) Not result in the loss of moorings available for visitor/short stay use;
- m) Provide and maintain new short stay moorings (visitor, tidal, or de-masting as appropriate) at not less than 10% of total new moorings provided with a minimum provision of two berths provided at nil cost to the Broads Authority. These moorings shall be provided on-site but in exceptional circumstances the Authority may consider off-site contributions to any type of mooring;
- n) Make adequate provision for car parking, waste and sewage disposal and the prevention of pollution⁷⁵;
- o) Provide for the installation of pump-out facilities (where on mains sewer) unless there are adequate alternative facilities in the vicinity; and
- p) Provide an appropriate range of services and ancillary features, unless there is access to local facilities within walking distance.

The Authority supports the provision of electric hook up points where appropriate, subject to the impacts associated with their construction and operation not being unacceptable (for example illumination and location of electricity supply).

Reasoned Justification

This policy applies to private and public moorings. In the Broads, mooring types⁷⁶ traditionally fall under the following general categories:

- **Private Moorings:** A mooring that comprises the usual base for a vessel from which it might or might not go cruising. This type of mooring will often be allocated to or occupied by a single, identifiable vessel. There is no 'residential use'. A charge is usually made for the use of a private mooring unless it forms part of a private dwelling/ leisure plot.
- **Visitor/Short Stay Moorings:** A mooring that is specifically designated to enable boats to stop-off or stay for short periods while cruising, usually for a maximum, specified period. This type of mooring is usually occupied by different visiting vessels in succession (not necessarily continuously). A charge may or may not be made for the use of visitor/short stay mooring.
- **Casual/Informal Moorings:** A mooring where boats moor on a casual basis, anywhere along a river bank, for a short period of time. These do not generally require the benefit of planning permission.
- **Commercial Moorings:** A mooring (usually in a mooring basin or marina) used by a commercial operator on a commercial basis, where boats may be moored for long or short periods between cruising. The vessels may or may not be in the ownership of the commercial operator.
- **Tidal (layby) moorings:** Used to moor a vessel while waiting for the correct state of tide to proceed with the journey. These could be near to bridges for example. They do not have to have access to the land.

⁷⁵ Refer to <http://planningguidance.communities.gov.uk/blog/guidance/water-supply-wastewater-and-water-quality/water-supply-wastewater-and-water-quality-considerations-for-planning-applications/> for information on pollution prevention measures

⁷⁶ Note: Residential Moorings are addressed separately under Policy POPUB36.

- **De-masting moorings:** Used to moor a vessel to in order to lower the mast to enable the vessel to continue with the journey. Likely to be near bridges where the air draught (height between water and bridge) means the mast must be lowered. Again, these do not have to access land.

The analysis undertaken as part of the Integrated Access Strategy highlighted that the demand for visitor moorings exceeds supply. However, due to the conversion of boatyards to alternative uses and engineering works associated with flood defence works, the quantity of available visitor moorings across the Broads has been in decline for a number of years. Consequently, to encourage the use and enjoyment of the waterways and to support the valuable contribution made by tourism to the local economy, the Authority will ensure that development proposals for commercial basins and marinas do not result in the further loss of moorings available for visitor use. Proposals for new commercial basins and marinas will also be expected to make an appropriate provision for new visitor moorings.

With regards to the requirement for 10% or two short stay mooring berths (whichever is greater), the preference is to deliver these short stay moorings on site. 'On site' does not have to be part of the development site; it could be elsewhere in an appropriately accessible and suitable part of the marina or boatyard. Indeed the applicant may wish to provide these moorings in a location which is easily accessible by potential novice helms who have only recently hired boats to minimise the potential for accidental damage. It is expected that these moorings will be appropriately advertised, perhaps on websites or signed on the river (in accordance with policy PUBDM49).

In exceptional circumstances the Authority may accept off-site contributions towards mooring provision. The contribution would be calculated to reflect the cost of delivering the moorings on site. That is to say that the contribution of 10% or two mooring berths would be equal to the cost of delivering the same amount of moorings as part of that scheme. This reflects that it would cost the Broads Authority this amount to deliver an equivalent provision in the same location.

Furthermore, to aid in the delivery of the 10%/two mooring berths requirement, the Authority is willing to consider seasonal usage of moorings. A boatyard or marina may have moorings that they only need to use in Winter but could allow to be used for short stay moorings as per the policy requirements in the peak season (April to October). If this is the case, the Authority would expect a provision of three part-time moorings or two full-time moorings for every two moorings to be allocated to meet this requirement.

Operators may wish to charge a fee for use of these moorings, but this should be commensurate with the average of mooring charges in the local area.

With regards to where the moorings would be delivered, paid for by the off-site contributions, the Integrated Access Strategy would be the starting point but there could be other opportunities to deliver moorings that come about outside this strategy.

The quality of the waterways and surrounding landscape is vitally important to the wellbeing of the tourism industry and, by extension, the economy of the Broads. It is therefore essential that proposals for mooring basins or marinas do not impinge on the natural beauty, ecological value and local distinctiveness of the Broads or other people's enjoyment of it. If a proposal is considered in the context of this policy to

potentially have an effect on an internationally designated site then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

The Authority has produced, consulted on and adopted a Moorings Design Guide, which sets out considerations for different types of moorings.

There are other policies of particular importance to proposals for new or reconfiguring moorings:

- The Safety by the Water policy sets out what the Authority requires in relation to egress from the water and life rings, etc.
- The Boat Wash Down policy is of importance in relation to biosecurity and antifouling paint.
- Peat and Archaeology policies.

Evidence used to inform this section

- Policies generally rolled forward from the Development Management DPD. Amendments as a result of officer experience.
- Integrated Access Strategy: <http://www.broads-authority.gov.uk/news-and-publications/publications-and-reports/conservation-publications-and-reports/water-conservation-reports/49.-Integrated-Access-Strategy.pdf>
- Moorings Design Guide: <http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides/mooring-design-guide>
- Riverbank Stabilisation Design Guide: <http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides/river-bank-stabilisation>

25. Housing

Policy PUBSP15: Residential development

a) Meeting the Objectively Assessed Housing Need

The Authority will endeavour to enable housing delivery to meet its objectively assessed housing need throughout the plan period.

The Authority will allocate land in the Local Plan to provide around 146 net new dwellings. To meet the remaining requirement of 44 dwellings⁷⁷ to 2036, which falls within that part of the Broads in the Borough of Great Yarmouth, the Authority will work with Great Yarmouth Borough Council to address housing need.

A contribution from housing development towards the provision of affordable housing will be sought.

b) The type of new homes

The size and type of homes for each proposal will be based on up-to date evidence of local needs. A suitable mix will be determined through liaison with housing authorities and rural housing enablers where applicable. The size of dwellings will be commensurate with the latest Strategic Housing Market Assessment.

c) Protecting European Sites

Project Level Habitats Regulation Assessments will be needed to assess implications on sensitive European Sites. Measures to mitigate for the effects of new housing growth may be required.

d) Spatial Strategy

The Authority will direct development to meet the amount of housing as set out in this policy to the following locations:

- i) Development proposals will be located to protect the countryside from inappropriate uses to achieve sustainable patterns of development, by concentrating development in locations with local facilities, high levels of accessibility and where previously developed land is utilised; or
- ii) Brownfield sites at Pegasus in Oulton Broad, Utilities Site in Norwich, sites off Station Road in Hoveton and Hedera House in Thurne and the greenfield site at Stokesby as detailed in the site allocation section of this Local Plan; or
- iii) In relation to windfall, those areas with development boundaries as detailed in policy PODM34; or
- iv) Housing will only be permitted elsewhere where it is necessary, and subsequently retained, in connection with rural enterprises (PODM37), replacement dwellings (PODM39) or to provide affordable housing where local need has been demonstrated in District Councils' or local housing needs surveys.

Reasoned Justification

- Meeting the Objectively Assessed Housing Need

⁷⁷ The objectively assessed housing need for the Broads is 286 dwellings. 142 dwellings have been permitted or completed between April 2015 and April 2017. The Local Plan allocates land for 146 dwellings. So as a whole, the objectively assessed housing need for the Broads has been met. But the Broads is in three housing market areas. In two of these housing market areas, the need is met and exceeded. In Great Yarmouth, there is a residual need of 44 dwellings which Great Yarmouth Borough Council has agreed to accommodate, through the Duty to Cooperate.

The NPPF states at paragraph 47 ‘to boost significantly the supply of housing, local planning authorities should (inter alia) use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period’.

The Broads Executive Area is part of three separate Housing Market Areas (HMA):

Housing Market Area	Districts in the HMA	Strategic Housing Market Assessment (SHMA) progress
Central Norfolk	North Norfolk, South Norfolk, Norwich, Broadland, Breckland	Completed 2017
Great Yarmouth	Great Yarmouth	Completed 2013
Waveney	Waveney	Completed 2017

As most of the Broads Authority Executive Area is within the Central Norfolk Housing Market Area, the Central Norfolk Strategic Housing Market Assessment⁷⁸ (SHMA) calculated the Objectively Assessed Housing Need for the entire Broads Area. The Objectively Assessed Housing Need (OAN) for the Broads is shown in the following table. The Housing Need Topic Paper⁷⁹ gives more detail in relation to the methodology used and the findings of the study. The OAN is for the period 2015 to 2036.

Part of the Broads in...	Objectively Assessed Housing Need	Annual average from 2015 to 2036
Broadland	50	2.63
Great Yarmouth	66	3.47
North Norfolk	70	3.68
Norwich	3	0.16
South Norfolk	40	2.10
Waveney	57	3
Total:	286	13.6

On the issue of meeting the objectively assessed need, the NPPF at Para 47 says Local Planning Authorities should ‘use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, **as far as is consistent with the policies set out in this Framework**, including identifying key sites which are critical to the delivery of the housing strategy over the plan period’

It is important to note that The NPPF places great weight on the status of the Broads:

- Paragraph 14: Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless... specific policies in this Framework indicate development should be restricted.
- Footnote 9: For example, those policies relating to sites protected under the Birds and Habitats Directives (see paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion.

⁷⁸ A SHMA is a study which identifies housing need for an area. The 2017 version can be found <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

⁷⁹ Housing Topic Paper, Revised July 2017: <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

In deciding how to address housing need, the Authority needs to balance the demands of meeting the needs and protecting the special qualities of the Broads. As such, the housing need for the Broads is met in the following ways:

i) Completions and permissions between April 2015 and April 2017

District	Housing Market Area	Number of dwellings	
		Completions	Permissions
Broadland	Central Norfolk	1	4
North Norfolk	Central Norfolk	0	0
Norwich	Central Norfolk	0	0
South Norfolk	Central Norfolk	52	1
Great Yarmouth	Great Yarmouth	1	1
Waveney	Waveney	1	81
Total		55	87
		142	

ii) Allocations within this Local Plan

Policy	Location	Housing Market Area	Approx. number of dwellings
Policy PUBNOR1: Utilities Site	Norwich	Central Norfolk	120
Policy PUBOUL2: Pegasus Site	Oulton Broad	Waveney	Included in permissions
Policy PUBTHU1: Hedera House	Thurne	Great Yarmouth	16
Policy PUBSTO1: Land at Tiedam	Stokesby	Great Yarmouth	4
Policy PUBHOV3: Brownfield land off Station Road, Hoveton	Hoveton	Central Norfolk	6
Total			146

iii) Cooperating with Great Yarmouth Borough Council

As the Housing Need Topic Paper shows, the housing need has been exceeded in the Central Norfolk and Waveney Housing Market Areas. However there is a residual need in the Great Yarmouth Housing Market Area for 44 dwellings. Great Yarmouth Borough Council, in their representations to the Issues and Options consultation, stated that they do not consider it appropriate for the Broads to be obliged to meet the housing need in the Great Yarmouth area because of the special qualities of the Broads. They have already included the whole of the Borough, including that part within the Broads, in their assessment of the Borough's housing needs.

The Great Yarmouth Borough area of the Broads Authority is constrained from flood risk and European designated sites. Furthermore there are more sustainable locations, subject to fewer constraints, outside of the Broads Authority Executive Area where it is more prudent to develop land for residential dwellings.

They are keen for the Memorandum of Understanding that has been signed to stay in place, and continue the arrangement that while the Borough will endeavour to meet the whole of its needs outside the Broads, any housing development coming forward in the Broads part of the Borough is counted towards delivery against the Borough's needs. Through the Duty to Cooperate, Great Yarmouth Borough Council will deliver the residual 44 dwellings.

• Affordable Housing

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.

The requirement for a percentage of properties within a development to be 'affordable' is an established mechanism used by planning authorities to achieve provision of social housing (please refer to the Developer Contributions section of the Local Plan). This mechanism, however, is not easily applied within the Broads, as development is of a small-scale and often individual properties. Larger sites that trigger such a requirement come forward rarely.

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.

- Type

Because the Broads Authority is not the Housing Authority, we will work closely with our districts (who undertake this function) to determine the type of housing that needs to be delivered in a certain area.

- Project level HRA

Project level HRA will need to assess implications for European sites arising from increased recreation pressure and provide adequate green infrastructure – HRAs should be evidence based and draw on available information.

- Location of development

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.

If needed, the criteria used to assess settlements in the Settlement Study as well as the criteria relating to access to services and facilities in the HELAA will be used to determine sustainable patterns of development.

In most cases settlements in the Broads straddle the Broads boundary, and the greater part of the settlement lies within the neighbouring local planning authority's jurisdiction. Because of the national protection afforded to the Broads and the vulnerability to flooding of most of the Broads area (the boundary generally follows the edge of the flood plain) it will usually be the case that both the greatest need and greatest opportunity for development in any settlement straddling the boundary will be in that part of it outside the Broads.

The spatial strategy aims to ensure that communities across the Broads Authority Executive Area continue to thrive so that they are economically resilient, environmentally sustainable, socially mixed and inclusive. The Spatial Strategy is the overall framework for guiding development across the Broads Authority Executive Area, determining in what broad locations and settlements different kinds of development will be encouraged or restricted. It offers the most sustainable way to accommodate housing in the Broads as:

- it makes the best use of previously developed land;
- it places new residents in close proximity to jobs, shops, leisure and cultural facilities and public transport nodes, to support sustainable lifestyles; and
- it regenerates some of the more run down areas around the Broads

- Housing Trajectory

The following housing trajectory gives an estimated time line of when various developments could come forward over the plan period. This can be found at [Appendix L: Broads Local Plan Housing and Residential Mooring Trajectory](#).

Policy PUBDM33: Affordable Housing

a) Delivery of affordable housing

Contributions towards affordable housing provision will be sought in accordance with the full requirements of the adopted standards and policies of the relevant District Council⁸⁰, including thresholds, level (%) of contribution, house types/mix and tenure and phasing arrangements.

The Authority will only consider reducing the requirement for the proportion of affordable housing on a particular development site, or amending the tenure mix from the relevant District Council's Policy requirement where:

- i) The applicant has submitted a site-specific viability appraisal (which has been assessed independently or by the relevant council as appropriate) and it has been concluded by the Authority that it is not viable to deliver the full policy requirement of affordable housing and an alternative provision has subsequently been agreed; or
- ii) The applicant has submitted a site specific viability appraisal (which has been assessed independently or by the relevant council as appropriate) and it has been concluded by the Authority that it is not viable to deliver the required tenure mix and the alternative tenure mix has subsequently been agreed; and
- iii) The resultant affordable housing provision would ensure that the proposed development is considered sustainable in social terms through its delivery of housing mix.

Developments of 6 to 10 dwellings will be required to contribute a commuted sum towards the provision of affordable housing.

b) Provision outside development boundaries (rural exception sites),

Affordable housing developments outside development boundaries as defined on the Proposals Map, will be permitted where:

- iv) There is an identified local need for affordable housing;
- v) The need cannot be met within the boundaries of the adjoining local authority's part of the Broads settlement;
- vi) The location of the proposed development complies with the relevant District Council's criteria for rural exception sites; and
- vii) Development will be of a scale that is suitable and appropriate for the size of the site and settlement. Proposals need to avoid over development and reflect the character of the area

A small proportion of the dwellings proposed may be market dwellings if this is fully justified and the market dwellings are the number required to cross subsidise the delivery of the required affordable housing as demonstrated through a site-specific viability assessment to the satisfaction of the Authority and the relevant Council.

The size (number of bedrooms), type (flat, house) and tenure of affordable homes for each proposal will be based on up-to-date evidence of local housing needs in accordance with the requirements of the relevant Council

⁸⁰ This is the constituent council – Broadland, Great Yarmouth, North Norfolk, Norwich, South Norfolk, Waveney Council.

c) Planning Obligations

To secure all affordable housing in perpetuity, the Authority will seek a planning obligation from the developer to ensure that:

- viii) The permitted dwellings are affordable in perpetuity by being offered for initial and successive occupation at an affordable or social rent or affordable home ownership;
- ix) The control of occupation of the dwellings is undertaken by a local authority, Registered Provider or other suitable body such as a parish or village trust as approved by the Authority; and
- x) Initial and successive occupation of the permitted dwellings is prioritised for people with strong local connections for all rural exception sites

Reasoned Justification

The NPPG notes that affordable housing need is based on households *“who lack their own housing or live in unsuitable housing and who cannot afford to meet their housing needs in the market”*.

It is accepted that the Broads Authority defers to the affordable housing policy of its constituent District Councils, as this gives consistency across a district. As the Authority is not the Housing Authority, it works closely with its constituent District Councils who undertake the housing function for the Broads area.

The NPPF definition of affordable housing will apply in implementing this policy.

• Delivering affordable housing in the Broads

Delivery of affordable housing in the Broads is challenging. There is a very limited supply of suitable sites in the Broads for housing to meet local affordable housing need due to the protected landscape of the area, and to the extent and severity of flood. In addition, the high demand for second/holiday homes inflates land and property prices and provides a disincentive for the provision of lower cost housing. .

In recent years, applications for dwellings have tended to be in the region of 1.94/4.12 dwellings per application⁸¹ (according to an assessment of the Authority’s planning applications as set out in the Housing Topic Paper). A new Government policy has been introduced that says affordable housing and tariff style contributions should not be sought on sites of 10 units or less, and which have a maximum combined gross floor space of 1,000 square metres. Presuming that the current trend of size of housing applications continues (windfall), it is unlikely that affordable housing will be delivered through windfall schemes.

With regard to seeking commuted sums on 6-10 dwellings, the Broads part of North Norfolk is designated as a rural area and so, according to the NPPG, it can seek planning obligations and affordable housing commuted sum contributions from schemes of that size. The policy goes further to apply the commuted sums approach to all 6-10 dwelling sized schemes in the entire Broads area. This is because the opportunities for schemes of 10+ dwelling are very significantly diminished by the rural character of the area and the environmental constraints, however there remains a clear need for affordable housing and all possible reasonable measures should be taken to address the deficiency.

The Authority will use the relevant Council’s approach for the calculation of affordable housing contributions. The commuted sum would be likely to go to the relevance Council to prioritise spend first in the parish which generated the commuted sums, then to the adjoining parishes, and then to anywhere in the Council area.

⁸¹ If all applications are included (including the large scale allocations at Hedera House, Pegasus, Ditchingham Maltings and the Utilities Site) the average number of dwellings per application is: 4.12 dwellings. If the large applications are removed and we focus on windfall (unallocated sites) then the average number of dwellings per application is: 1.94 dwellings.

- Assessing viability

The independent review process will require the applicant to submit a site-specific viability appraisal (to include a prediction of all development costs and revenues for mixed use schemes) to the relevant Authority's/Council's appointed assessor. They will review the submitted viability appraisal and assess the viable amount of affordable housing or the minimum number of market homes needed to cross subsidise the delivery of affordable housing on a rural exceptions site. This review shall be carried out entirely at the applicant's expense. Where little or no affordable housing would be considered viable through the appraisal exercise, the Authority will balance the findings from this against the need for new developments to provide for affordable housing. In negotiating a site-specific provision with the applicant, the Authority will have regard to whether or not the development would be considered sustainable in social terms.

- Information to accompany an application

Developers advancing specific proposals that incorporate an element of affordable housing should submit an affordable housing statement alongside their application. This should provide information on the number of affordable residential units, the mix of affordable units in terms of type, tenure (intermediate/ social or affordable rented) and size (number of bedrooms and gross floor space), and the arrangements for managing the affordable housing units.

This statement is also required to explain and justify the layout and location of the affordable housing element of a scheme. The Authority expects applicants to liaise with Registered Providers and the Housing Teams of the relevant district council to get advice and recommendations regarding the layout (although the Authority will be the determining body).

- Using planning obligations

To ensure all affordable housing remains affordable to the local community in perpetuity, planning obligations will be sought to ensure that the initial and successive occupation of the dwellings is restricted to people with a housing need. In relation to exception housing sites, the planning obligations will include the requirement that the homes are prioritised for occupiers who have strong local connections, as demonstrated by the relevant Council's local connection criteria for such schemes, and who need to live in the immediate area. This will include people who need to live in the Broads as a result of their current employment, and existing residents needing separate accommodation in the area (for example people in housing need due to sub-standard, overcrowded or otherwise unsuitable accommodation). Please note that starter homes will be delivered in line with specific regulations applicable at the time of application.

- Rural exception sites

The applicant will be required to submit evidence showing how the proposed scheme meets local housing need. The Affordable Housing policy states that 'Some of the dwellings proposed may be market dwellings if this is fully justified...' when referring to affordable housing schemes outside of development boundaries. This is in keeping with the NPPF definition for rural exception sites '*small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding*'.

How 'small numbers' is defined will reflect the specifics of the scheme but will be a small proportion of the scheme. Applications need to fully justify the proposed market housing element (the split between market and affordable) of rural exception site schemes via the submission of a site specific viability appraisal. Only the minimum number of market homes required to provide the cross subsidy needed to deliver the affordable homes will be permitted. See 'assessing viability' section of the reasoned justification to this policy for more information.

- Offsite provision

Financial contributions in lieu of on-site provision will only be acceptable in exceptional circumstances, where the Authority is satisfied that an element of affordable housing either could not practically be accommodated on site, or if it can be demonstrated that on-site provision would be unviable. In all cases, planning obligations will be sought to ensure an appropriate contribution to affordable housing is secured.

- Starter Homes

According to the Housing and Planning Act (2016)⁸² a “starter home” means a building or part of a building that—

- is a new dwelling,
- is available for purchase by qualifying first-time buyers only,
- is to be sold at a discount of at least 20% of the market value,
- is to be sold for less than the price cap, and
- is subject to any restrictions on sale or letting specified in regulations made by the Secretary of State (for more about regulations under this paragraph, see section 3).

The Act goes on to say that “an English planning authority must carry out its relevant planning functions with a view to promoting the supply of starter homes in England” and “local planning authority in England must have regard to any guidance given by the Secretary of State in carrying out that duty”. The Act also defines the various elements to starter homes.

Starter homes will be required in line with national policy and reflect the relevant Council’s policy requirement for such homes.

- Habitats Regulations Assessment

If a proposal is considered in the context of this policy to potentially have an effect on an internationally designated site then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment will need to be undertaken.

Policy PUBDM34: Residential Development within Defined Development Boundaries
See Development Boundaries Map Bundle

New residential development will only be permitted within defined development boundaries and must be compatible with other policies of the Development Plan.

Development will be of a scale that is suitable and appropriate for the size of the site and settlement and reflect the character of the area.

Development Boundaries are identified on the policies maps for the following settlement areas.

- Horning
- Oulton Broad
- Thorpe St Andrew
- Wroxham and Hoveton

Constraints and features

a) Horning

Flood risk (zones 1, 2 & 3 by EA mapping).

Conservation area.

⁸² http://www.legislation.gov.uk/ukpga/2016/22/pdfs/ukpga_20160022_en.pdf

Listed buildings.

Just across river from SAC, SPA, Ramsar Site, SSSI.

Nearby listed buildings.

b) Oulton Broad

Area is within Oulton Broads Conservation Area.

High potential for archaeological remains in the area.

Flood risk (mainly zone 1, plus some 2 & 3, by EA mapping).

Nearby listed buildings.

c) Thorpe St Andrew

Area is within Thorpe St. Andrew Conservation Area.

Flood risk (mainly zone 2, some zones 1 & 3, by EA mapping).

The bounded area includes safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is unlikely to constrain the type and scale of development supported by the Policy.

Large number of listed buildings.

d) Wroxham and Hoveton

Close to SPA and SAC.

Lies partly within Wroxham Conservation Area.

Flood risk (mainly zone 3 by EA mapping, and partly zones 1 & 2).

The SFRA shows almost all of the area is at risk of flooding.

Capacity of minor roads in the area.

Wroxham Bridge is a Scheduled Monument.

The Grange - Grade II listed

Reasoned Justification

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 while simultaneously protecting the surrounding countryside.

Early in the evolution of the Broads Local Plan some consideration was given to the merits of not having development boundaries at all, but it was concluded that these could continue to be a useful tool in promoting sustainable development in the Broads.

Development is directed to areas with Development Boundaries as listed in the policy and defined on the Local Plan Policies Map. Development in these areas could be acceptable, notwithstanding other policies, constraints and other material considerations. It is important to note that just because an area has a Development Boundary, this does not mean that all proposals for development in the area are necessarily acceptable. A lot depends on the detail and location of the proposal. The sensitivities of the Broads in terms of biodiversity, landscape, cultural heritage and flood risk mean that careful consideration must be given to the appropriateness of developing a site, and each proposal will be determined against this and other policies of the Plan. Outside the defined development boundaries, new residential development will not be permitted except in the circumstances defined in the other housing policies.

The areas with development boundaries are rolled forward from the 2014 Local Plan. To support the Authority's approach a Development Boundaries Topic Paper and Settlement Study have been produced. This work assesses the suitability of settlements for Development Boundaries and seeks to justify why the

four areas (Horning, Oulton Broad, Thorpe St Andrew and Wroxham and Hoveton) have Development boundaries.

Development boundaries are also important for residential moorings. One of the key criteria of policy PUBDM36 relates to the mooring being within or adjacent to a development boundary (a Broads Authority Development Boundary or one of our constituent Council's). The Authority also regards other areas as being suitable for residential moorings which are not adjacent to development boundaries. These are in Brundall, Horning (policy PUBHOR7), Loddon and Chedgrave (PUBL0D1 and PUBCHE1) Beccles (PUBBEC2) and Stalham (policy PUBSTA1). The areas covered by these policies are not deemed suitable for development boundaries to reflect constraints on the land, but are still accessible to services and facilities that make them suitable for residential moorings.

Some development proposals could be acceptable outside of Development Boundaries in exceptional circumstances although this will depend on detail, constraints in the area and accordance with other adopted policies and the NPPF. For example PUBDM37 (dwellings for rural enterprises) and PUBDM39 (replacement dwellings).

If a proposal is considered to potentially have an effect on an internationally designated site, then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Regarding the development boundary for **Horning**, the Broads part of the village is a substantial length of river frontage of varying character and a range of uses, including dwellings, shops, pubs, boatyards, etc. Trees, garden planting and lawns, and open areas make an important contribution to the character of the area. There is a significant range of local services including a number of shops, public houses, post office, recreation ground, primary school and pre-school, etc. A bus service runs about half hourly by day, and hourly in the evenings, to Wroxham/Norwich and Stalham. Although there are no significant undeveloped areas within the core of the village (apart from those important as open space, etc., and dealt with under other policies), there is some potential scope for incremental renewal and replacement development, subject to other policies on flood risk. The boundary has been deliberately drawn to specifically exclude the southern 'water gardens' plots area, the immediate riverside where this is currently un-built, and more generally excluding gardens, etc. to reflect the government's definition of previously developed land. For development proposals in Horning, of particular importance is policy PUBDM1 regarding water quality and Knackers Wood Water Recycling Centre constraints (see Sites Specifics section of this Local Plan).

Regarding the development boundary for **Hoveton and Wroxham**, this combined area is one of the largest concentrations of development, population and services in the Broads. It has a range of shopping, employment opportunities, leisure and health facilities, etc., and relatively frequent rail and bus services. Although there is little undeveloped land (aside from gardens and public spaces) there has long been a gradual renewal and replacement of buildings and uses within the area, and there are at present a limited number of derelict or underused sites ripe for redevelopment. The development boundary excludes areas identified as open space, and includes boatyards and other development on the south (Wroxham) bank. It also complements the Hoveton Town Centre policy (PUBHOV5) to continue the focus of retail and related development in the village centre. Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework Policies will apply, and a site flood risk assessment may be required to establish the degree of risk.

Regarding the development boundary for **Oulton Broad**, together with Lowestoft, the area has a wide variety of services, facilities and employment opportunities, and although most of these are at some distance from the area under consideration, there is a bus service here, and the distances involved make walking and cycling feasible options. The development boundary has been drawn to generally exclude the

edge of the Broad except where there is already significant built development, in order to discourage building on the waterfront for flooding and landscape reasons, and to encourage continuance of the overall level of trees and planting which provides an important part of the setting of the Broad and contributes to its value for wildlife. Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework Policies will apply, and a site flood risk assessment may be required to establish the degree of risk. In the light of the potential for archaeological remains in the area an archaeological survey may be required in advance of any grant of planning permission

Regarding the development boundary for **Thorpe St Andrew**, only part of the south side of Yarmouth Road in Thorpe St Andrew is within the designated Broads area. Elsewhere Broadland District Council is the local planning authority and this part of Thorpe St Andrew is urban in character. Thorpe has itself a range of facilities and services, including employment opportunities, and good public transport links to the extensive facilities of Norwich (also within cycling distance). Although there are a range of buildings and uses within the identified boundary, in practice it is not anticipated that there will be a great deal of development in the foreseeable future, but the development boundary provides additional scope for some redevelopment if opportunities arises, subject to flood risk. This complements the identification of the Broadland District Council part of Thorpe St Andrew as a growth location in the Greater Norwich Joint Core Strategy.

Policy PUBDM35: Gypsy, Traveller and Travelling Show People

Development proposals for the provision of permanent or transit accommodation, or temporary stopping places, to meet the needs of Gypsies and Travellers and Travelling Showpeople will be supported where they meet a proven need, as identified by a Gypsy and Traveller Accommodation Assessment.

Development proposals that would have an adverse impact on the special qualities of the Broads will be refused.

Where this is a proven need, appropriate development will be allowed where the following criteria are met:

- a) Avoid sites being over-concentrated in any one location or disproportionate in size to nearby communities;
- b) Well related to existing settlements, services and facilities and do not harm the character and appearance of the area;
- c) Within reasonable distances to facilities and supporting services;
- d) Are on brownfield (previously developed) land;
- e) There are no severe residual impacts on the safe and efficient operation of the highway network;
- f) There is adequate provision for parking, turning and safe manoeuvring of vehicles within the site;
- g) Transit sites should be in close proximity to the main established travelling routes in the area;
- h) Have clearly defined physical boundaries and will be appropriately screened and landscaped and be capable of visual privacy;
- i) The site will not have harm the setting of any heritage asset or any adverse impact on the character and appearance of the surrounding landscape;
- j) Permanent built structures in rural locations or on settlement fringes are restricted to essential facilities;
- k) There is sufficient amenity space for occupiers;
- l) The design, layout and density of the site are based on Government guidance in 'Designing Gypsy and Traveller Sites'⁸³ (or successor documents);
- m) Sites or pitches are capable of being provided with adequate infrastructure such as power, water supply, foul water drainage and recycling/waste management;
- n) Proposals do not cause unacceptable harm to the amenity of neighbouring uses and occupiers and the tranquillity of the area;

⁸³ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11439/designinggypsiesites.pdf

- o) Due regard has been given to all types of flood risk; and
- p) Sites are not proposed which will adversely impact on protected species, priority habitats and designated wildlife sites.

Transit or temporary sites may have conditions applied relating to length of occupancy in consultation with the Housing Authority.

Reasoned justification

The Government's Planning Policy for Traveller Sites document states '*where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community*'.

This criteria-based policy enables the Authority to assess any applications that may come forward for such sites. The justification of each of the criteria in the policy is discussed below.

Sites in or near to existing settlements are prioritised. Such sites are generally more sustainable than those in remote areas, with better access to services and in particular education and health. The Authority's preference would be for well related sites located in and near to settlements with a development boundary (either in the Broads Executive Area or one of our constituent district councils) and/or classed as local service centres and above in the settlement hierarchy of our constituent districts. The priority will be that access to services can be reasonably obtained so as to meet the day to day needs of the occupiers, recognising the differences in lifestyles, working patterns and transport preferences. The criteria used in the Settlement Study could be used to determine how well related to settlements proposals are.

National planning policy encourages planning policies and decisions to encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value. Given that the Authority does not have a need for Gypsy and Traveller sites or pitches, there is no need for greenfield sites to be developed.

Sites are required to have safe and convenient vehicular access and provide adequate car parking space. The development should avoid significant impacts on local roads and be well located to major routes.

The local topography and form of the landscape will affect the visibility of a Gypsy and Traveller site and will affect its ability to integrate into its surroundings. Some sites will be highly visible, and others more visually contained. The Broads is a protected landscape and sites should respect the scale of the environment, including the historic environment, be of a scale proportionate to the local community and be capable of visual privacy. Sites which allow appropriate natural screening will be considered more favourably. Other policies of the Local Plan are likely to be of relevance such as policy PUBDM15 on Landscape, policy PUBDM42 for Landscaping and policy PUBDM19 on Settlement Fringe. The Government's design guide for Gypsy and Travellers emphasises key elements necessary to design a successful site.

To meet the needs of occupiers, proposals need to be capable of being served by appropriate service infrastructure, including public and/or private water supplies and treatment works as appropriate (see policy PUBDM1 on water quality).

In order to ensure sites provide a healthy and safe environment for occupiers, sites should not be located on contaminated land and avoid areas of unsuitable noise, air quality and major hazards such as pipelines. In line with adopted amenity, tranquillity and light pollution policies, the proposals should not have a negative impact on neighbours and tranquil areas as well as have appropriate lighting that should not add to light pollution.

Caravans and mobile homes are vulnerable to flooding. National and local policies dictate that sites should not be allocated in areas of high risk of flooding, including that of functional flood plains.

The Broads has a wealth of environmental assets and site locations must not compromise the objectives of any designated areas.

Any planning permission will include a planning condition or obligation to ensure that occupancy of the site is limited to persons able to demonstrate an essential need for the accommodation. When any temporary permission is granted, a planning condition will be attached or an obligation secured to ensure that the permission is for a limited time period, after which time the use shall cease and the land must be restored to its former condition, within a specified period.

Policy PUBDM36: New Residential Moorings

Applications for permanent residential moorings will be permitted provided that the mooring:

- a) Is in a mooring basin, marina or boatyard that is within or adjacent to a defined development boundary and, if more than one residential mooring is proposed, the proposal is commensurate with the scale of development proposed for that settlement (as a whole). Furthermore, that the mooring basin, marina or boatyard provides an adequate and appropriate range of services and ancillary facilities to meet the needs of the occupier of the residential moorings (for example potable water and electricity) or provides adequate access to local facilities in the vicinity;
- b) Would not result in the loss of moorings available to visitors/short stay use;
- c) Would not impede the use of the waterway;
- d) Would not have an adverse impact upon:
 - i) the character or appearance of the surrounding area from the use of adjacent land incidental to the mooring;
 - ii) protected species, priority habitats and designated wildlife sites;
 - iii) the amenities of neighbouring occupiers; or
 - iv) bank erosion.
- e) Provides safe access between vessels and the land without interfering with or endangering those using walkways;
- f) Has adequate car parking and makes provision for safe access for service and emergency vehicles and pedestrians;
- g) Would not prejudice the current or future use of adjoining land or buildings;
- h) Makes adequate provision for waste, sewage disposal and the prevention of pollution; and
- i) Provides for the installation of pump-out facilities (where on mains sewer) unless there are adequate facilities in the vicinity.

Proposals need to set out how provisions will be made for facilities associated with residential uses (such as rubbish, amenity space, external storage and clothes drying for example).

All such development will meet the requirements of the Water Framework Directive.

(Note: Refer to <https://www.gov.uk/guidance/pollution-prevention-for-businesses> for information on pollution prevention measures)

Reasoned Justification

Tourism makes a valuable contribution to the local economy and a statutory purpose of the Broads is to provide opportunities for the understanding and enjoyment of the special qualities of the area by the public. To ensure there are sufficient facilities to allow visitors to enjoy the Broads, the Authority will therefore

resist proposals for permanent residential moorings where they would result in the loss of visitor/short term moorings or boatyard services.

To ensure that people living on boats have access to adequate facilities, such as education, recreation and other community facilities and services such as domestic waste collection, and to minimise impact of new development on landscape character, the Authority will require new residential moorings to be directed to mooring basins, marinas or boatyards in or adjacent to defined development boundaries (which could be within the Broads Authority Executive Area or in the planning area of our constituent districts). Proposals for residential moorings will be expected to be commensurate in scale with the size of the settlement as well as the level of residential development proposed for the settlement by the relevant Local Planning Authority.

Residential moorings that have the potential to affect a protected site or species will only be permitted where a project level Appropriate Assessment (under the Habitats Directive) can successfully demonstrate that there are no adverse effects on qualifying features on the site or a detrimental impact on the species.

In order to protect visual and residential amenity and to ensure that the use of residential moorings does not compromise public safety, where permission is granted for a new permanent residential mooring planning conditions and/or obligations will be used to secure agreements for the management of the mooring and surrounding land. The use of surrounding land for incidental purposes such as storage and seating can have a negative impact if incorrectly managed. Proposals will need to set out how they will address areas for clothes drying, the drying of clothes and amenity space as well as any other related facilities for those living on the boats to use. The Authority does not necessarily expect marinas and boatyards to subdivide or demarcate areas of land to be associated with residential moorings.

Policy PUBDM49 provides guidance on the forms of development that will be permissible on the adjacent waterside environment associated with a mooring.

For the purposes of this policy, a residential mooring is one where someone lives aboard a vessel (which is capable of navigation), that the vessel is used as the main residence and where that vessel is moored in one location for more than 28 days in a year. The vessel may occasionally/periodically go cruising and return to base.

Proposals for residential moorings need to ensure they have adequately considered the following:

- a) The technique/method of mooring the vessel. The Flood Risk Assessment (FRA) should show how the boat will be able to be moored to prevent it from being too tight or too loose. If the vessel is moored too tightly the vessel could list and by being too loose the vessel could float onto the landside of the quay heading or be cast adrift at times of flooding. Both scenarios have safety concerns relating to occupiers, possessions and other objects or vessels that could be hit by a loose boat, so should be addressed within the FRA.
- b) A Flood Response Plan needs to be produced. While it is acknowledged that residential boats will float, the access to the boat could be disrupted at times of flood which would cause the occupier to be stranded on board the boat. The Flood Response Plan needs to advise what the occupier should do at times of flood to ensure their safety; whether they should evacuate the boat in advance of flooding or take refuge in the boat and therefore have supplies to help them sit out the flood.
- c) Finally, the FRA should include consideration of how the boat moored at the residential mooring will be monitored at times of flood to ensure it does not cause damage to other vessels and to prevent damage to the belongings on board (and indeed the boat itself).

Meeting the need for 'houseboats'

The xxxx study completed by xxxx in 2017 identifies a need for xxxx residential moorings. This figure needs to be interpreted with some caution as it is based on limited interviews with boat dwellers and is based on anecdotal estimates rather than a count or survey of the numbers of people who live on boats.

Furthermore, the study does state that those living on boats do so by choice rather than from an ethnic background and indeed its findings indicate that most are single people or childless couples.

That being said, the Authority acknowledges that the high environmental quality of the Broads and wide range of opportunities it offers for boating make the area a popular location. As a consequence there is a significant associated demand for residential moorings. The provision of residential moorings must, however, be carefully managed to ensure that the special qualities of the Broads and their enjoyment are protected.

The Local Plan seeks to address the need for houseboats through the provision of residential moorings. The Authority does this in two ways:

- Allocations for residential moorings. Four sites have been allocated for residential moorings amounting to around 25 residential moorings.
- Policy PUBDM36 is a criteria based policy relating to residential moorings. This sets out the framework in which the Authority considers it reasonable to deliver residential moorings.

Policy PUBDM37: Permanent and Temporary Dwellings for Rural Enterprise Workers

Development of a new dwelling or a residential mooring for rural workers will only be permitted outside the defined development boundaries if:

- a) Satisfactory evidence is submitted that demonstrates an existing essential need for full time worker(s) to be available on site or nearby at all times for the enterprise to function properly;
- b) The need is arising from a worker employed either full-time or one employed primarily in the Broads in a rural enterprise;
- c) Evidence is submitted that demonstrates that the business has been established for at least three years, has been profitable for at least one of them, is currently financially sound and has a clear prospect of remaining so;
- d) The functional need cannot be met by an existing dwelling on the site or nearby and there has been no sale on the open market of another dwelling on the site that could have met the needs of the worker in the past three years;
- e) Where practicable and appropriate, first consideration has been given to the conversion of an existing building;
- f) The dwelling is commensurate in size and scale with the needs of the enterprise and the cost would be viable in relation to the finances of the enterprise;
- g) The dwelling is sited so as to meet the identified functional need and is well related to any existing buildings of the enterprise; and
- h) The proposal would not adversely affect the historic environment, landscape character or protected species or habitats.

Should a new dwelling be permitted under this policy, the Authority will impose a condition restricting its occupation to a person (and their immediate family) solely or mainly employed in agriculture, forestry or a Broads related rural enterprise, as appropriate.

The removal of an occupancy condition will only be permitted in exceptional circumstances where it can be demonstrated that:

- i) There is no longer a long-term need for the dwelling on the particular enterprise on which the dwelling is located; and
- j) Unsuccessful attempts have been made to sell or rent the dwelling at a price that takes account of

the occupancy condition.

Applications for a temporary mobile home, caravan or residential mooring for rural enterprise workers, will only be permitted if;

- k) Residential occupation would be for a period of up to three years;
- l) There is clear evidence that the proposed enterprise has been planned on a sound financial basis for the same period (or longer) which the application seeks permission for a temporary dwelling/residential mooring for;
- m) The functional need cannot be met by an existing dwelling on the site or nearby;
- n) In relation to temporary caravans and mobile homes, the proposed temporary dwelling would not be located in Flood Risk Zone 3;
- o) The temporary structure can be easily dismantled or taken away; and,
- p) The proposal would not adversely affect protected species or habitats the historic environment and landscape character.

Any planning permission granted will specify the period for which the temporary permission is granted and the date by which the temporary dwelling/mooring will have to be removed. If there is no planning justification for a permanent dwelling, then the mobile home or caravan must be removed or, for a residential mooring, the vessel's residential use must cease. Successive extensions to a temporary permission will not normally be granted unless material considerations indicate otherwise.

Reasoned Justification

The erection of dwellings outside defined development boundaries has the potential to have a negative impact on the openness and special character of the Broads. Rural Enterprise dwellings outside development boundaries will require special justification for planning permission to be granted. The NPPF states that one such instance is when accommodation is required to enable agricultural, forestry and certain other full-time rural workers to live at, or nearby, their place of work.

For the purposes of this policy, the term 'rural enterprise workers' relates to those who work in agriculture, horticulture, forestry, tourism and boatyards and other enterprises which require a rural location. Any application would need to fully justify why it considers the dwellings to be linked to a rural enterprise.

While proposals which support the proper functioning of rural enterprises will generally be supported because of the contribution such enterprises make to the local economy, in order to protect the landscape character of the Broads essential workers dwellings will only be permitted where there is a demonstrable need for a full time worker(s) to live at, or very close to, the site of their work and this functional need cannot be met by an existing dwelling on the site or in the locality.

When judging locality, the Authority will take into account what the requirement of the business is for an employee to live nearby and what a reasonable distance to travel to the business is. This will vary on a case-by-case basis and an application should explain what distance is appropriate and why.

To ensure that this demand for a dwelling is likely to be sustained, proposals must be accompanied by evidence to demonstrate that the business has been established for at least three years, profitable for at least one of them, currently financially sound and has a clear prospect of remaining so. A business plan for the subsequent three years will assist in assessing the future prospects.

Any proposals to convert buildings to become a rural enterprise dwelling (criterion e) will be considered against the relevant conversion policies in the Local Plan. When looking at dwellings that already exist nearby (criterion d), properties available for rent need to be considered as well as those available to buy and it should be demonstrated what price the enterprise can reasonably afford.

Any new dwelling permitted under this policy will be restricted in size and scale to one which is commensurate with the needs of the enterprise to ensure that the proposal does not have an unacceptable impact on the special landscape character of the Broads. Furthermore, the cost of constructing the dwelling in relation to what can be afforded by the enterprise is an important consideration as the erection of a dwelling should not affect the finances such that the enterprise would no longer be financially viable. Permitted development rights for future extensions and alterations may be removed in order to maintain control over the size of the dwelling, in the interests of protecting the landscape and local character.

If a proposal is considered in the context of this policy to potentially have an effect on an internationally designated site then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Applicants should be aware that the Authority will use appropriate external expertise when necessary to assess the more technical information required to accompany proposals. The independent review shall be carried out entirely at the applicant's expense

Where a new dwelling is permitted, the occupancy will be restricted by condition to ensure that it is occupied by a person, or persons currently or last employed working in local agriculture, horticulture, forestry, and other rural activities, or their surviving partner or dependant(s).

Due to changing farm practices, the vulnerability of the agricultural sector and potential decline in other rural businesses, there may be instances where a dwelling or mooring for a rural worker is no longer required. The Authority will only consider favourably applications to remove occupancy conditions where it can be demonstrated that there is no longer a need for the dwelling on the particular enterprise on which the dwelling is located, either due to changes in the nature of the business or because the business is no longer viable. Applications for the removal of occupancy conditions will also need to be accompanied by robust information to demonstrate that unsuccessful attempts have been made, for a continuous period of at least 12 months, to sell or rent the dwelling at a reasonable price which takes account of the occupancy condition, including offering it to a minimum of three local Registered Social Landlords operating locally on terms which would prioritise its occupation by a rural worker as an affordable dwelling, and that option has been refused. With regards to criterion J, unless there are special circumstances to justify restricting the dwelling to the particular enterprise where the dwelling is located, an occupancy condition is likely to allow occupation by other workers in the locality, in which case it should be considered whether there is other demand locally, and not just whether the demand for this particular enterprise has ceased.

Proposals for a temporary mobile home or residential mooring for rural workers will only be permitted for a period of up to three years. In order to protect the landscape character of the Broads, a planning condition will be attached to any permission to ensure that any mobile home or vessel is removed at the end of this three year period. The NPPG lists caravans and mobile homes for permanent occupation as a 'highly vulnerable' use. Accordingly, proposals to site a caravan or mobile home in an area defined as being within Flood Zone 3 will be contrary to the NPPG on flood risk.

Policy PUBDM38: Residential Ancillary Accommodation

Residential ancillary accommodation within the curtilage of an existing residential dwelling is acceptable in principle subject to other policies of the Local Plan.

Residential ancillary accommodation shall be functionally integral to the main dwelling, where this is not possible, residential ancillary accommodation shall be physically attached to the main dwelling. Only where this is not feasible consideration will be given to the conversion of a suitable existing detached outbuilding within the curtilage, and only where this is not feasible will consideration be

given to new build detached residential ancillary accommodation. In all cases, there will not be boundary treatments that physically separate the accommodation from the main dwelling nor a separate vehicular access and this will be managed by condition.

In all cases a restriction will be applied limiting the occupation of the residential ancillary accommodation by condition/planning obligation to remain ancillary to the main dwelling and in occupation by family members and prevent the sale of the residential ancillary accommodation on the open market separate to the main dwelling.

Reasoned Justification

The creation of residential ancillary accommodation to an existing dwelling can create a useful facility for the support and care of family members. With an increasingly elderly population and rising life expectancy in the area, there are an increasing number of people who, although capable of living relatively independently, would benefit from living close to relatives or carers who they can rely on for help and support. This need can often be met through the purchase of a nearby property. However, on some occasions it may be important for the carer or relative to be closer at hand to provide care and support at short notice. Residential ancillary accommodation can offer a way of addressing this more immediate need.

Fundamentally, residential ancillary accommodation needs to be designed so that it will continue to be used as part of (integral to) the main dwelling, without creating an independent dwelling unit. This should include the option of absorbing the residential ancillary accommodation back into the main dwelling accommodation if necessary, by the same or future occupiers. The occupiers should still all be living together as one family and not occupying the buildings completely separately and independently of one another.

There are two ways which the Authority considers residential ancillary accommodation to be integral. Residential ancillary accommodation can be functionally integral which means that only a bathroom or kitchen is provided and not both with the existing building providing the other facility. If physically attached to the main building then independent facilities could be acceptable subject to a link being maintained between main dwelling house and residential ancillary accommodation. Residential ancillary accommodation can be physically integral/dependent which means attached to the existing building and therefore shares facilities with the existing building. In both cases, it is acceptable for residential ancillary accommodation to have a separate entrance.

The provision of residential ancillary accommodation outside of development boundaries could lead to detrimental impacts on the environment and landscape. Unduly large or detached residential ancillary accommodation can prove an economic and practical liability when vacated or when the property changes hands and this leads to pressure for the residential ancillary accommodation to be severed and sold or let separately from the main dwelling. This can create sub-standard dwellings with inadequate standards of access, amenity and space and could result in pressure in the future to permit the residential ancillary accommodation to be let or sold as an independent unit contrary to the objectives of sustainable development and contrary to other policies in the Local Plan. This could create a new dwelling where it would not otherwise be permitted.

As such it is usually preferable for residential ancillary accommodation in rural areas to be in the form of extensions to existing dwellings, which are capable of serving the needs of the dependents, but which are easily integrated into the existing dwelling when no longer required.

Detached residential ancillary accommodation in the countryside are more likely to be visually prominent and are often set in larger plots, thereby being more likely to be capable of being let or sold independently in the future. The conversion of existing outbuildings (such as garages) to residential ancillary accommodation can be preferable to a new annexe being built. The conversion of an existing suitable building is less likely to

be visually intrusive and it is likely that a converted building can be returned to its original use when no longer required. However in some circumstances the conversion of existing buildings may still be undesirable, particularly if it would lead to the requirement for new outbuildings to be built or for the converted building to be substantially altered (in order, for example, for it to be habitable as it may not be a building intended to be lived in, such as a garden shed). An additional consideration will be the distance of any existing outbuilding proposed to be converted to a residential ancillary accommodation, from the main dwelling. The further away the proposed residential ancillary accommodation is from the main dwelling, the less the functional integration.

Any residential ancillary accommodation will have planning conditions or obligations attached to the permission which could relate to the occupier(s) of the accommodation or prevent use as an independent separate dwelling.

Policy PUBDM39: Replacement Dwellings

Replacement dwellings outside of the development boundary will be permitted on a one-for-one basis provided that:

- a) The existing dwelling has a lawful residential use; and
- b) The existing dwelling has no historic, architectural or cultural significance making it worthy of retention.

If criteria a and b have been met:

- c) The scale, mass, height, design and external appearance of the replacement dwelling are appropriate to its setting and the landscape character of the location; and
- d) The replacement would be located within the same building footprint as the existing dwelling or in an alternative location within the same curtilage, which would be at a lower risk of flooding or would provide benefits for landscape, wildlife or cultural heritage.

Where permission is granted, conditions will be attached to ensure that the existing dwelling is demolished and removed from the site prior to the replacement dwelling first being occupied.

Reasoned Justification

Applications for replacement dwellings often come forward where an existing dwelling is in disrepair.

Replacement dwellings of a scale, mass, height, design or external appearance that is inappropriate to their setting can, either individually or cumulatively, have a detrimental impact on the landscape character of the Broads and undermine the reasons for its designation. The replacement of dwellings outside defined development boundaries therefore needs to be managed in order to prevent development that would be unacceptable by virtue of its size, design or positioning.

Where the residential use has been abandoned, any proposals will be assessed against policies for new build residential dwellings.

Replacement by a new dwelling of modern building and energy efficiency standards demands particular attention to design and siting to avoid harm to the landscape and character of the area.

The replacement dwelling should be sited on or close to the existing footprint of the building unless the benefits that may be achieved for flood risk, landscape character, wildlife or cultural heritage can justify the replacement dwelling to be sited in an alternative location. In such situations, locations that are inherently more sustainable will be favoured such as replacing a remote substandard dwelling in the open countryside with a dwelling in a nearby settlement.

In terms of this policy the 'existing dwelling' is the dwelling as it exists at the point of application to the Broads Authority.

A condition will also be attached to any planning permission to ensure that where the existing building is not demolished prior to construction, it is removed from the site prior to the replacement building being occupied.

If a proposal is considered in the context of Policy PUBDM12 to potentially have an effect on an internationally designated site, then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Of relevance to proposals for replacement dwellings is policy PUBDM1 on water quality and policy PUBDM4 on flood risk in particular the information relating to footprint in Policy PUBDM4: Development and Flood Risk.

Policy PUBDM40: Elderly and Specialist Needs Housing

When assessing the suitability of sites and/or proposals for the development of or change to elderly or specialist needs housing the Authority will have regard to the following:

- i) The local need for the accommodation proposed;
- ii) The ability of future residents to access essential services, including public transport, GPs and shops;
- iii) Whether the proposal would result in an undue concentration of such provision in the area; and
- iv) Impact upon amenity, landscape character, the historic environment and protected species or habitats.

Reasoned Justification

This policy reflects the ageing population of the Broads Authority Executive Area. The NPPG says '*older people have a wide range of different housing needs, ranging from suitable and appropriately located market housing through to residential institutions (Use Class C2). Local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement. The approach taken, which may include site allocations, should be clearly set out in the Local Plan*'.

Older people in housing are included in the Objectively Assessed Need as calculated in the Central Norfolk SHMA. However, those in Class C2 are not included. According to the Central Norfolk SHMA, the institutional population (older people residing in care homes) is projected to increase by 3,909 persons between 2015 and 2036 in the Central Norfolk SHMA authority areas (North Norfolk, Norwich, Broadland, South Norfolk, Breckland). The OAN as set out previously in this section does not include this figure.

However it does not necessarily follow that all of this need should be provided as additional bedspaces in residential institutions in Use Class C2. It is important to note that the Government's reform of Health and Adult Social Care is underpinned by a principle of sustaining people at home for as long as possible, thereby avoiding expensive hospital and care home services. Therefore, despite the ageing population, current policy means that the number of care home and nursing home beds required may increase proportionately more slowly than the number of older people, as people are supported to continue living in their own homes for longer.

Of relevance to housing for older people are the following policies of the Local Plan:

- Policy PUBDM38 refers to residential ancillary accommodation acknowledging that the creation of residential annexes to an existing dwelling can create a useful facility for the support and care of family members.
- Policy PUBDM42 relates to design and in particular dementia and lifetime homes.

The Accommodation for older people – current supply, current need and future need study was completed by Norfolk County Council in 2017. According to the study, the total population in Norfolk is forecast to increase by 13% in 2036, with the highest increase in the population aged 75 and older of 70%. The study does not identify a need for elderly housing specifically in the Broads Authority Executive Area; instead information is presented at a district level. The Authority therefore has taken the approach of criteria based policy in relation to elderly housing needs to enable applications to be assessed.

The Authority considers it important for this accommodation to be close to services and facilities to provide benefits to residents, staff who work there as well as visitors. In the Broads, these locations will be those with Development Boundaries as set out elsewhere in this Local Plan.

Policy PUBDM41: Custom/self-build

The Authority encourages developers of multi-dwelling sites to set aside part of their scheme for custom/self-build plots.

Custom/self-build dwelling proposals will be considered in accordance with other policies in the Local Plan on the location of new dwellings.

Reasoned Justification

The term 'self-build' or 'custom-build' is used when someone obtains a building plot and then builds their own home on that plot. The majority of work can be completed by the future occupiers, or the future occupier could take the role of project manager and employ professionals to deliver their plans. Such homes can be built as a one off or on a community basis. The Government wants to enable more people to build their own home and wants to make this form of housing a mainstream housing option.

It is important to understand that self-build/custom-build schemes are still required to meet the policy requirements in local plans as well as national policy and guidance. The schemes are still subject to the same constraints as developer delivered dwellings and the policy refers to this.

Some councils are looking into policies that require a certain percentage of a larger development to be set aside for custom/self-build. The Authority is not likely to receive applications for large scale development, but the policy does encourage developers to set aside plots for custom/self-build plots.

In accordance with policy PUBSP19 and PUBDM34, custom/self-build development is directed to settlements with development boundaries. Custom/self-build proposals in rural areas will be determined in line with other policies in this Local Plan.

Custom/self-build register

Since April 2016, the Authority has a register⁸⁴ in place where those wishing to build their own homes can register their interest. At the time of writing there were 41 individuals interested in building their own home. However, it is important to note that the register covers four Local Planning Authorities who are working together: South Norfolk, Breckland, King's Lynn and West Norfolk and the Broads Authority. When assessing the register it seems that, in the vast majority of cases, individuals have stated that they wish to develop in

⁸⁴ <http://www.broads-authority.gov.uk/planning/Other-planning-issues/self-build-and-custom-build-register>

the Broads as well as in another district; there are few, if any, individuals expressing a desire to develop in the Broads alone.

Evidence used to inform the housing section

- Sustainable Settlement Study (2016), Development Boundaries Topic Paper (2016), Central Norfolk Strategic Housing Market Assessment (2017), Housing Need Topic Paper (2017). HELAA (2017), Gypsy and Traveller Study and Caravan and Houseboat Study (2017).
<http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan>
- Waveney District Council Strategic Market Housing Assessment (2017):
<http://www.eastsuffolk.gov.uk/planning/local-plans/suffolk-coastal-local-plan/local-plan-review/suffolk-coastal-local-plan-evidence-base/>
- PPS7:
<http://webarchive.nationalarchives.gov.uk/20120919132719/www.communities.gov.uk/archived/publications/planningandbuilding/pps7>
- The most recent Development Plan of our constituent District Councils – affordable housing (see [Appendix E: Current constituent district policies relating to affordable housing](#)).

26. Design

Policy PUBDM42: Design

All development will be expected to be of a high design quality. Development should integrate effectively with its surroundings, reinforce local distinctiveness and landscape character and preserve or enhance cultural heritage. Innovative designs will be encouraged where appropriate.

Proposals will be assessed to ensure they effectively address the following matters:

- a) **Siting and layout:** The siting and layout of a development must reflect the characteristics of the site in terms of its appearance and function and be an easy to navigate environment.
- b) **Relationship to surroundings and to other development:** Development proposals must complement the character of the local area and reinforce the distinctiveness of the wider Broads setting. In particular, development shall respond to surrounding buildings and the distinctive features or qualities that contribute to the landscape, streetscape and waterscape quality of the local area. Design shall also promote permeability and accessibility by ensuring ease of movement between homes, jobs and services and creating links to public transport services.
- c) **Mix of uses:** To create vitality and interest, proposals should incorporate a mix of uses where possible and appropriate.
- d) **Density, scale, form and massing:** The density, scale, form, massing and height of a development must be appropriate to the local context of the site and to the surrounding landscape/streetscape/waterscape character.
- e) **Appropriate facilities:** Development shall incorporate appropriate waste management and storage facilities, provision for the storage of bicycles and connection to communication networks.
- f) **Detailed design and materials:** The detailing and materials of a building must be of high quality and appropriate to its context. New development should employ sustainable materials, building techniques and technology where appropriate.
- g) **Crime prevention:** The design and layout of development should be safe and secure, with natural surveillance. Measures to reduce the risk of crime and antisocial behaviour should be considered at an early stage so as not to be at the expense of overall design quality.
- h) **Adaptability:** Developments shall be capable of adapting to changing circumstances, in terms of occupiers, use and climate change (including change in water level). In particular, dwelling houses should be able to adapt to changing family circumstances or ageing of the occupier in accordance with 'Lifetime Homes' standards and commercial premises should be able to respond to changes in industry or the economic base.
- i) **Flood Risk and Resilience:** Development shall be designed to reduce flood risk but still be of a scale and design appropriate to its Broads setting. Traditional or innovative approaches may be employed to reduce the risks and effects of flooding.
- j) **Biodiversity:** The design and layout of development shall aim to protect, provide for, restore and enhance biodiversity.
- k) **Accessibility:** Applicants are required to consider if it is appropriate for their proposed dwelling/some of the dwellings they propose to be built so they are accessible and adaptable and meet Building Regulation standard M4(2) and M4(3). If applicants do not consider it appropriate, they need to justify this. For developments of more than 20 dwellings, 5% will be built to meet Building Regulation Standard M4(2).

- l) **High quality landscaping.** All proposals shall be designed to respond to and integrate effectively with the landscape character of the area, making a positive contribution through a high quality landscaping scheme as appropriate.

Reasoned Justification

Good design is vital for protecting and enhancing the special character of the Broads. It is also essential for achieving truly sustainable development. The design principles set out in this policy provide a high-level design framework for new development that supports the diverse nature of good design. All development proposals should demonstrate compliance with the design principles in the policy. Where development proposals are required to be accompanied by a Design and Access Statement, it should be used to explain how the principles of good design, including the criteria set out in this policy, have been incorporated into the development. The following text elaborates on the criteria included within the policy.

Easy to navigate environments can help all people but especially disabled people, people with site loss and people with dementia. Creating familiar, legible, distinctive, accessible, comfortable and safe environments can improve the ability of people living with dementia to live well. There are many guides that can help design better environments:

- BS 8300: 2009+A1:2010⁸⁵ looks at the design of buildings and their ability to meet the requirements of disabled people.
- The RTPI have produced DEMENTIA AND TOWN PLANNING (2017)⁸⁶
- Neighbourhoods for Life Designing dementia-friendly outdoor environments⁸⁷

Development proposals are not designed in isolation from their **context**. Although there is considerable variation in local architectural styles, buildings in the Broads are typically of simple construction, often from lightweight materials, and of a scale which blends with their natural surroundings. New development should take account of the characteristics of the site, as well as the distinctiveness of the wider Broads' setting, and make a positive contribution to the surrounding area. The density, scale and mix should be compatible with the character of the local area and avoid adverse impacts of development on views, vistas and skylines. In accordance with the NPPF and NPPG, the Authority considers design to be of great importance and development will not be acceptable if its design is inappropriate in its context, or fails to take opportunities available for improving the character and quality of an area and the way it functions. In the interests of sustainability and good design, it is also important to promote ease of movement, ensuring places are easy to move within and between, and to facilitate ease of movement between places where people live, work and use services and recreation.

Appropriate facilities for users of new development should be integrated effectively into its design and layout to ensure that they can be accessed in a safe and convenient manner and do not detract from the overall appearance of the development. The nature of the facilities will vary depending on the development proposed, but should include waste management and storage facilities to aid recycling, provision for the safe, secure and user friendly storage of bicycles in locations convenient to the cyclist, with good natural or CCTV surveillance to help reduce cycle theft and connection to communication networks (telephone and broadband).

⁸⁵ Design of buildings and their approaches to meet the needs of disabled people. Code of practice
<http://shop.bsigroup.com/ProductDetail/?pid=000000000030217421>

⁸⁶ http://rtpi.org.uk/media/2210154/dementia_and_town_planning_final.pdf

⁸⁷ http://www.idgo.ac.uk/about_idgo/docs/NfL-FL.pdf

Particular attention should be given to details in regard to the **appearance** of development in the Broads landscape. This should take into account the form, mass and scale of a building or structure, reference broads vernacular and local detailing and the texture, colour, pattern and durability of materials used. Materials should aim to conserve and enhance the local identity and distinctiveness of the built environment and landscape character. Non-traditional unsustainable materials will be resisted if they are not considered to be a high quality material appropriate to context or able to contribute to local distinctiveness. Many modern materials have a uniform and applied texture which do not weather or soften over time. Individually and cumulatively these materials are considered to erode the distinctive character of the Broads and will become increasingly incongruous in the area. However, it is acknowledged that there will be instances when modern construction methods and design solutions may necessitate the use of other sustainable materials.

The **safety and security** of the users of new development is an important consideration at an early stage in the design process. The attributes of good design include safer places; well-designed development will create safe, sustainable and attractive places to live and work. It is therefore important that new development is designed to minimise both the opportunity for crime and the perception or fear of crime, while ensuring that other planning and design objectives are not compromised.

With regards to **adaptable** dwellings, the Authority refers to the 16 criteria relating to Lifetime Homes⁸⁸. The Authority encourages new housing to be built to the Lifetime Homes standard, which makes it easier for people to remain in their own homes as their mobility needs change, through encouraging homes to be built in a way in which rooms can be used flexibly over time. The criteria in this policy also contribute towards the creation of safe, functional and well-designed communities as aspired to by the Government's Lifetime Neighbourhoods⁸⁹ ambitions.

Assessment of design quality for major applications for residential development will be made using the Building for Life 12⁹⁰ criteria and applicants will be expected to demonstrate that the scheme positively addresses relevant categories. The Building for Life criteria (see [Appendix F](#)) are reflected in this policy and therefore addressing the specific requirements of Building for Life will contribute towards meeting the requirements of this policy.

In relation to the layout of the development, it is important that proposals are able to accommodate access by **emergency service vehicles and waste disposal vehicles**. Turning to considerations relating to the Fire Service in particular, sprinklers are encouraged in developments and the requirements to include fire hydrants and hard standings for firefighting are judged on a case by case basis and may be a planning condition.

The Authority also encourages the provision of some dwellings, in appropriate locations, to be designed to be **accessible** and accommodate wheelchairs and in schemes of over 20, requires 5% to meet Building Regulations part M4(2). The details are set out in the Building Regulations part M⁹¹.

⁸⁸ Lifetime Homes Standards Homes that are accessible to everybody and where the layout can be easily adapted to meet the needs of future occupants. <http://www.lifetimehomes.org.uk/>

⁸⁹ <https://www.gov.uk/government/publications/lifetime-neighbourhoods-2>

⁹⁰ <http://www.designcouncil.org.uk/resources/guide/building-life-12-third-edition>

⁹¹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/506503/BR_PDF_AD_M1_2015_with_2016_amendments_V3.pdf

The Census 2011 shows that the Broads Authority Executive Area has an ageing population with 30% over 65 and 23% of people saying their day to day activities are limited a lot and a little. The NPPG⁹² is clear, however, in saying that '*Local Plan policies should also take into account site specific factors such as vulnerability to flooding, site topography, and other circumstances which may make a specific site less suitable for M4(2) and M4(3) compliant dwellings, particularly where step free access cannot be achieved or is not viable. Where step-free access is not viable, neither of the Optional Requirements in Part M should be applied*'. The Authority acknowledges that this standard may not be appropriate in some locations or for some schemes, but applicants are required to justify reasons for not including dwellings that are accessible and adaptable

Landscaping is part of the design response to mitigate and/or enhance a proposal. Some types and forms of hard surfaces and structures or soft landscaping (planting) can have biodiversity, amenity and recreation benefits and are more appropriate in the Broads Executive Area than others. What is suitable on a site would reflect the location and setting. The landscaping design proposals should reflect the key positive characteristics of the locality and its setting. As a minimum, all proposals that are deemed to have a landscape impact will be accompanied by a Landscaping Strategy. The detailed landscaping scheme and management plan will be conditioned should permission be granted. It may be prudent for some schemes to provide the landscaping scheme and management plan as part of the application rather than using the two stage approach. The size of the scheme may determine this⁹³.

When designing new development, consideration should also be given to the design implications set out in **other policies in this plan**. Of particular relevance are the policies on: Landscape and Trees; Water Quality and Resources; Historic Environment; Energy Generation and Efficiency; Accessibility on Land; Accessibility to Water; Amenity and Development on Sites with a High Probability of Flooding; land raising; disposal of excavated material. Regard should also be had to the design guides produced by the Authority.

Evidence used to inform this section

- The policy is rolled forward from the Development Management DPD.
- Amendments reflect officer experience.
- Lifetime Homes
- Building for Life

⁹² <http://planningguidance.communities.gov.uk/blog/guidance/housing-optional-technical-standards/accessibility-and-wheelchair-housing-standards/>

⁹³ See landscaping guide <http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides>.

27. Visitor and Community Facilities and Services

Policy PUBSP16: New Community Facilities

The Authority supports the retention of existing community facilities and services. New community facilities will be supported where there is a proven need identified and location within the Broads is fully justified.

Community facilities such as shops, post offices, libraries, public houses and primary schools provide essential services that contribute to the sustainability of communities. The policy supports the retention of such services. With regards to new community facilities these are supported provided there can be an operational and locational justification.

It is essential that proposals for new community facilities do not impinge on the natural beauty, ecological value, historic environment and local distinctiveness of the Broads or other people's enjoyment of it.

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.

Localism act and community rights

The Localism Act (2011) aims to facilitate the devolution of decision-making powers from central government control to individuals and communities. Of particular relevance to this policy is the Community Right to Bid, where community groups have the opportunity to nominate land or buildings (assets) in their area which they think are of 'community value' to be included on a list held by the Council.

Adding an Asset of Community Value on to the list triggers a stand still period to allow community groups to plan and assemble funds which would allow them to bid for the asset should it be placed on the market for sale by their owners; assets can be owned by a council or have private owners.

Assets of Community Value can include buildings or land which promotes the social interests or wellbeing of the area (e.g. cultural, recreational, shopping or sporting) or which have had such a use in the recent past, for example libraries, community centres, pubs and shops. The power to list an asset does not mean the owner must sell to the community group.

Please note that the Broads Authority does not hold or maintain a list as it is a function that our constituent districts undertake. Please contact them directly for further information or to find out how to nominate an asset. More information is provided at:

<http://mycommunity.org.uk/>

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/5959/1896534.pdf

Policy PUBDM43: Visitor and Community Facilities and Services

Applications for the change of use or redevelopment of an existing community, visitor or recreational facility or service that meets a local need or contributes to the network of facilities through the Broads will only be permitted where:

- a) That it can be proven that there is no community need for the service/facility;

- b) It can be demonstrated through a viability assessment that the current use is economically unviable.
- c) Details of consultation with the community regarding the change of use or redevelopment are provided;
- d) There is an equivalent facility available or one is made available prior to the commencement of redevelopment, to serve the same need in an equally accessible and convenient location; or

Development of new buildings, the extension of existing buildings or the use of land to meet a need for local community uses and facilities will be permitted provided that:

- e) An assessment can demonstrate a need for the facility and that it will support the social viability of a community;
- f) Locating the facility within the Broads can be justified;
- g) It would not adversely affect protected species or habitat, landscape character or the historic environment; and
- h) The facility is in a sustainable location, accessible by a choice of transport modes and is of an appropriate scale.

In addition to the above, new village halls or community centres will be permitted provided that:

- i) It is designed in a way so as to keep running and maintenance costs (including appropriate water and energy efficiency measures) to a minimum; and
- j) A long term funding (minimum 10 years), maintenance and management plan is produced to identify how the facility will generate sufficient income to ensure self-financing to assure the Broads Authority of the proposed facility's financial sustainability. This could include an appropriate permanent usage for part of the facility (e.g. health or social care).

Facilities which are educational in nature or relate to the promotion of the conservation of the Broads environment will be supported.

Reasoned Justification

The economy of the Broads is underpinned by tourism. Policies in the tourism section seeks to support, widen and strengthen this tourism base by encouraging a network of tourism and recreational facilities, protecting against the loss of existing services and supporting the diversification of tourism where economically and environmentally sustainable. Development proposals that would result in the loss of existing visitor facilities will therefore be expected to robustly demonstrate that the business is no longer economically viable through the submission of relevant financial information.

The loss of facilities such as post offices and libraries would result in people having to travel further to meet their everyday needs, which can have a particularly adverse impact on those who do not have the ability to travel easily, such as the elderly. 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 (see policy PUBSSPUBS), and their loss can have a wider than local impact. In order to maintain a level of local servicing, the Authority will therefore seek to protect existing community facilities and services and will only approve proposals which would lead to their loss where it can be robustly demonstrated that the facility is no longer suitable or viable for its community use. Only then will alternative uses be permitted, again subject to demonstrating that the

existing uses would be unviable. Applications should be accompanied by a statement completed by an independent chartered surveyor which demonstrates that current uses are not viable. This statement should provide an assessment of the current and likely future market demand for the site or property, attempts to market it for a sustained period of 12 months and its value. The level of detail and type of evidence and analysis presented should be proportionate to the scale and nature of the site and/or property in question. The Authority will need to verify the content of such a report and may need to employ external expertise to do so (the applicant will need to meet the cost of this).

.The policy therefore requires proposals for new facilities that are likely to attract large numbers of people to be located where they are accessible by a choice of means of transport. Applicants are required to justify the sustainability of the location for the proposed development. Development proposals will also be expected to be accompanied by a needs assessment that demonstrates the demand for the proposed facility and why an alternative site outside the Broads could not accommodate the development.

The ongoing maintenance and management that ensures the longevity of community centres or village halls is an important early consideration. The primary purpose of these buildings is to provide a community meeting space. However there should be the scope to accommodate appropriate ancillary uses, some of which may be permanent. Some examples of acceptable permanent uses include a café, outreach health and social care or a community enterprise. Applicants are required to provide information that explains how the village hall or centre will be used and how its longevity can be assured.

To aid in the interpretation of this policy, the Authority considers these to be examples of the facilities referred to:

- Community facility – for example post office, cemeteries (see policy PUBACL1), pubs (see policy PUBSSPUBS), libraries, village halls, shops, sports facilities (also see policies PUBDIT2 and PUBFLE1).
- Visitor facility – car parks, visitor moorings, bike stands, slipways.

Please note that proposals relating to play areas, sports fields, open space and allotments are addressed in policy PUBDM6.

In terms of the location of any development, the Authority acknowledges that this will vary depending on the facility being replaced and the location, but accessibility by a variety of modes of transport will be an important factor.

If a proposal is considered to potentially have an effect on an internationally designated site then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Ancillary provision to these facilities (such as parking and litter bin provision) will also be an important consideration.

Evidence used to inform this section

- Policies are rolled forward from the Development Management DPD.
- Officer experience has informed amendments.

28. Health and Wellbeing

Policy PUBDM44: Designing Places for Healthy Lives

Development proposals that support healthy choices, healthy behaviours and reduce health inequalities will be supported. All new housing, commercial and recreational development are required to explain how their development facilitates enhanced health and well-being through the provision of conditions supportive of good physical and mental health.

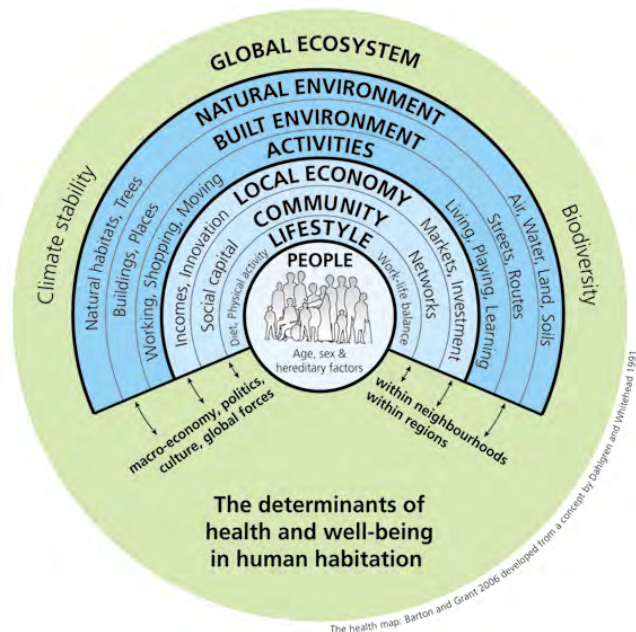
Reasoned Justification

The link between planning and health has been long established. The built and natural environments are major determinants of health and wellbeing. The Health Map (below) shows how individual determinants, including a person's age, sex and hereditary factors, are nested within the wider determinants of health such as lifestyle factors, social and community influences, living and working conditions and general socio-economic cultural and environmental conditions.

The Government is clear about the role of health and wellbeing in planning, stating that '*local planning authorities should ensure that health and wellbeing, and health infrastructure are considered in local and neighbourhood plans and in planning decision making*' (NPPG).

There are six themes which planning applications for new housing, commercial and recreational development are expected to address to provide '*conditions supportive of good physical and mental health*'. Developments are required to produce a statement saying how their proposal addresses these themes:

- i. Partnership and inclusion, including engagement and integration.
- ii. Vibrant neighbourhoods, including access to social infrastructure, access to local food shops and the public realm.
- iii. Active lifestyles, including access to green space and active travel.
- iv. Healthy environment, including construction, equality, noise, open space, renewable energy, biodiversity, local food growing, flood risk and overheating.
- v. Healthy housing, including accessible housing, healthy living, and housing mix and affordability.
- vi. Economic activity, including local employment and healthy workspaces.



Sport England offers some guidance relating to designing and adapting where we live to encourage activity in our everyday lives (Sport England, Active Design, <http://www.sportengland.org/facilities-planning/active-design/>).

It is important to note that other sections of this Local Plan are all relevant to a healthy community. For example tranquillity, amenity, sport and recreation, pollution and housing need all have an impact on individual health and wellbeing.

Evidence used to inform this section

- Liaison with Norfolk County Council Public Health.

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29. Safety by the Water

Policy PUBDM45: Safety by the Water

Proposals that increase the number of people accessing the water or facilitate the enjoyment of land adjacent to the water must address water safety. For such developments a Water Safety Plan must be produced to accompany planning applications. The Water Safety Plan must give consideration to the following:

- a) What are the risks of someone falling into the water and who is likely to be exposed to the risk as a direct result of the proposed development?
- b) How is this risk to be minimised?
- c) What is the water depth and speed of flow?
- d) What design and safety features will be incorporated into the development to ensure that anyone in the water can get out safely? Consideration must be given to the landscape impact and the impact on any Heritage Asset of any water safety feature to be used.
- e) How will the safety features be maintained?

If new development increases the risk of difficulty of getting out of the water, either by new quay heading or raising current levels then these risks are required to be mitigated even if there is no public access on the site but there is boating activity on the adjacent water body.

Reasoned Justification

Being a primarily water-based area where many people enjoy being in, on or around the water, we need to consider the issue of safety by the water. Sadly, on occasion, people die in the Broads each year in the water and many more people fall in. On a hot day, the cool water of the Broads is often an attraction to those who want to have a quick swim to cool down and the hazards are not recognised or considered. The area is also popular for organised wild and open water swimming groups. People sail on the Broads using stand-up paddle boards, canoes, sailing boats and motorised cruisers. People also walk alongside waterways in the Broads and enjoy the many open spaces or pubs and cafes next to water. Furthermore there are also a large number of waterside buildings such as pubs and homes. Accessible safety equipment such as lifebuoys and throw lines are essential in case they are needed to help someone in the water or ladders to help people get out of the water.

There were a total of 381 drownings and water-related deaths from accidents or natural causes across the UK in 2013⁹⁴. As in previous years, more than half of the deaths (227) in 2013 were in inland waters, such as tidal and freshwater rivers, lakes and reservoirs, while fatalities at sea, on the beach or shoreline accounted for nearly a third (115). A further 22 deaths happened at harbours, docks, marinas and inland or coastal ports. Eight deaths occurred in the bath and six in swimming pools, while three happened in areas that are not normally watercourses such as marsh and flooded land.

In the Broads over the last 15 years there have been on average 5 deaths per year, 26 of which were related to boating and 48 deaths that were non-boating related. It should be noted that some of these deaths were not accidental and this policy seeks to influence accidental water related incidents. Over the same period,

⁹⁴ Taken from <http://www.rosipa.com/media-centre/press-office/press-releases/detail/?id=1276>

there were 264 near drownings or people falling in. This figure does not include people engaged in water sports where they expected to enter the water. The near drowning events were those reported to or witnessed by Broads Authority staff, and the true figure is likely to be much larger due to under reporting.

The National Water Safety Forum has produced the UK Drowning Prevention Strategy⁹⁵ which aims to reduce accidental drowning fatalities in the UK by 50% by 2026, and reduce risk amongst the highest risk populations, groups and communities. A target of the Strategy that is particularly relevant to this policy is to increase awareness of everyday risks in, on and around the water. The strategy asks communities to develop a risk assessment for the area and to put in place Water Safety Plans at a community level.

Whilst this policy refers to proposals that increase the number of people accessing or being by the water, there may be other development where it is appropriate to consider safety by the water and the Authority will work with promoters on these occasions.

By submitting a Water Safety Plan with relevant planning applications, applicants will be required to consider the risks of people falling in the water as well as consider and put in place ways of helping people while they are in the water and ensuring there is a safe way to get out of the water. A Guide will be produced to assist applicants in preparing a Water Safety Plan and identifying the most appropriate risk control measures and safety features for their proposed development.

The safety of those involved in the construction of the scheme should also be an important consideration for the Water Safety Plan.

For development near to Heritage Assets or in Conservation Areas, bright plastic covers on life rings for example may detract from the scenery or setting. Less visually intrusive, but equally usable and functional forms of safety equipment can be provided in such locations.

Evidence used to inform this section

- Broads Authority monitoring data from the Safety Team.

⁹⁵ <http://www.nationalwatersafety.org.uk/strategy/info/uk-drowning-prevention-strategy.pdf>

30. Developer Contributions/Planning Obligations

Policy PUBDM46: Planning Obligations and Developer Contributions

The Authority will seek appropriate contributions from developers in order to serve the development and its occupants. Where the development is of a type that will introduce additional pressure on the Broads area, including for permanent moorings, contributions will be sought towards the appropriate provision of social facilities and benefits including affordable housing, biodiversity enhancement, recreational, community and navigation facilities and to achieve sustainable development.

Contributions may be sought towards, or commitments to provide:

- a) Affordable housing (as detailed in policy PUBDM33);
- b) Community infrastructure (including police and fire service provision, community halls, sports facilities, education facilities and libraries);
- c) Green infrastructure and biodiversity/geodiversity on-site mitigation, management, off-site compensation and/or enhancement;
- d) Open space and children's play facilities;
- e) Landscaping, landscape enhancement and management;
- f) Public footpaths, rights of way, green-links, signing and maintenance;
- g) Waste management and recycling facilities;
- h) Highway works and/or improved public transport facilities and funding for the implementation of Travel Plans;
- i) Flood management/mitigation;
- j) Dredging to maintain navigation (any part of the operation);
- k) Administrative costs;
- l) Visitor or de-masting moorings; and
- m) Conservation or enhancement of heritage assets.

Other contributions may be sought in appropriate circumstances. Where appropriate, the standards and thresholds adopted by the relevant authority will apply, including Housing Authorities. Contributions may be pooled with others from outside the Broads area, in order to fund wider community infrastructure.

Reduced contributions, where necessary (for example due to the exceptional costs of redeveloping a particular site) will be negotiated on an 'open book' basis based on the financial viability of the scheme.

Reasoned Justification

Development can place additional pressure upon physical infrastructure, social facilities and green infrastructure, and it is a well-established principle that new development should contribute towards the cost of meeting these additional demands. Developer contributions (also referred to as Planning Obligations) are a means of funding works to mitigate the impact of development and provide benefits to local communities and support the provision of local infrastructure.

Where existing infrastructure is inadequate to meet the needs of new development, the Authority will use conditions or planning obligations to ensure that proposals are made acceptable through securing the provision of necessary improvements to facilities, infrastructure and services.

The nature and scale of any contribution sought for this purpose will be related to the development proposed and its potential impact upon the surrounding area. It is important to consider the following in relation to Developer Contributions (as set out in the Community Infrastructure Levy Regulations 2010 as amended, regulations 122 and 123):

- Developer contributions need to be necessary to make the development acceptable in planning terms, directly related to the development and be fairly and reasonably related in scale and kind to the development.
- The combined total impact of contributions should not threaten the viability of the scheme.
- There are pooling restrictions on S106 contributions whereby only five contributions can be sought towards generic types of infrastructure.

The Authority will seek contributions towards transport, police and fire service provision, education facilities, libraries and social service provision where appropriate, utilising Planning Obligations standards prepared by Norfolk and Suffolk County Councils. The Authority will also apply the standards and thresholds adopted by the relevant constituent District Council to calculate the contributions to be sought. Contributions to affordable housing will be sought in accordance with the approach set out in policy PUBDM33 and Open Space as per policy POODM6.

In relation to the protection of the waterways and navigation, contributions will be sought from development, where appropriate⁹⁶, towards dredging. The dredging and proper disposal of sediment from the bed of the rivers and broads is the largest cost in the maintenance of the navigation area. The required level of contribution will be calculated on a site-by-site basis using the Authority's latest available dredging costings and to reflect site specific characteristics such as quantity, contamination and ease of disposal. Additionally, the Authority will seek an administrative contribution to cover the cost of arranging and monitoring developer obligations.

Any financial contributions resulting from planning obligations will be held by the Authority until agreement is reached with the providing body for the relevant facilities to be provided. In the event that agreement is not reached or the infrastructure is not constructed, those moneys will be returned to the developer after a period of 10 years. Maintenance sums will be sought for the first ten years of the life of a facility where relevant (15 years for highways maintenance in relation to bridges or other highway structures, for lifetime replacement – 120 years).

The Broads Authority and CIL

The Community Infrastructure Levy (CIL) is a planning charge, introduced by the Planning Act 2008. It is a discretionary charge which can be used as a tool for local authorities in England and Wales to help deliver infrastructure to support the development of their area. The Broads Authority has not introduced a CIL, due to the low levels of development, difficulties involved in identifying specific Broads' infrastructure and the costs of collecting and monitoring CIL when balanced against the sums likely to be generated.

Evidence used to inform this section

- Policy rolled forward from Development Management DPD and Core Strategy.
- Amendments as a result of officer experience.

⁹⁶ The development may be in an area which is not usually dredged and might attract more vessels. Or might be in an area where larger boats are attracted so would need more dredging to increase the water depth.

31. Other Development Management Policies

Policy PUBDM47: Conversion of Buildings

The re-use, conversion or change of use of buildings and structures to employment, tourism (including holiday accommodation for short stay occupation on a rented basis), recreation and community uses will be supported where:

- a) The building makes a positive contribution to the landscape of the Broads to make it worthy of retention;
- b) A structural survey demonstrates that the building is structurally sound and capable of conversion without major rebuilding and/or substantial extension
- c) The building can be redeveloped without an adverse effect on the character of the Broads landscape or its setting and the redevelopment takes the opportunity to make a positive contribution to the appearance of the locality;
- d) The proposal is of a high quality design, retaining the external and/or internal features that contribute positively to the character of the building, including original openings and materials, and with minimal intervention to the original form and fabric of the building (e.g. new openings).
- e) The nature, scale and intensity of the proposed use are compatible with, and would not prejudice, surrounding uses and the character of the locality;
- f) The highway network is able to accommodate safely the demands resulting from the proposed use;
- g) The design and details of conversion will maintain, and enhance, restore or add to biodiversity; and
- h) it incorporates measures to enhance the environmental performance of the building, where appropriate.

For proposals outside development boundaries the above criteria will apply as well as:

- i) The building is in a sustainable location with adequate access to services and facilities or adequate access to people who would use the service or facility.

The conversion of a building or structure to a residential use outside a development boundary, where the building would be used as a second home or for the main residence of the occupiers, will only be acceptable when all the above criteria are met and when it is clearly demonstrated that employment, recreation, tourism and community uses would be unviable.

Reasoned Justification

The re-use of buildings in the countryside can support the vitality of rural communities and help minimise the need for new built development that has the potential to detract from the special landscape character of the Broads. The Authority is therefore generally supportive of the re-use of appropriately located and suitably constructed buildings in the countryside. Nevertheless, certain buildings may not be suitable for conversion and re-use.

The building must be of a sufficient quality to warrant retention. Large, modern agricultural and industrial buildings will generally be considered to be unsuitable for conversion. Generally, the Authority will consider

the appearance and architectural value of the building as well as how it contributes to the Broads' landscape, as well as the street scene, both prior to and following conversion.

The term 'holiday accommodation' means that which is permitted by policy PUBDM29, e.g. short term holiday lets.

The conversion and re-use of buildings in the countryside will only be acceptable where a structural survey undertaken by an independent Structural Engineer demonstrates that the building is structurally sound and capable of conversion without major rebuilding or reconstruction.

To protect the character of the building and the surrounding landscape, all conversion works must be undertaken sensitively, utilising a high standard of design and good quality materials. The erection of substantial extensions can have a detrimental impact on the original form of a building or group of buildings and on the openness and special character of the landscape, while the removal of external features, including original openings and materials, can erode the character of the building. It is expected that such conversion works should involve minimal intervention to the original form and fabric of the building (e.g. new openings).

Applicants should be aware that buildings in the countryside have the potential to provide important breeding and resting places for a number of species protected under a range of legislative provisions, including bats, barn owls or nesting birds. In accordance with policy PUBDM12, if the presence of a protected species is suspected the applicant will be required to submit an appropriate protected species surveys. The policy also seeks to ensure that conversion works should aim to maintain, and enhance, restore or add to biodiversity. If a proposal is considered in the context of this policy to potentially have an effect on an internationally designated site then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Proposals within a development boundary are deemed to have very good access to services and facilities. While it will not always be possible to apply the same standards of accessibility that would be applied in established settlements to proposals in the countryside, when assessing proposals to convert a building in the countryside regard will be given to the sustainability of the location and the impact the proposed use would have on the local highway network. That being said, on occasions, a building may be worthy of retention and benefit from conversion but be in an isolated location; the Authority will balance the criteria within the policy.

Residential conversions may be appropriate for some types of buildings and in certain locations, providing that it has been demonstrated that a commercial or community use of the building is unviable and that the building is of sufficient quality to merit retention by conversion. Applications to convert a building outside of a development boundary to residential use should be accompanied by a report undertaken by an independent Chartered Surveyor that demonstrates why employment, recreation, tourism and community uses would not be viable due to inherent issues with the building. This should include details of conversion costs, the estimated yield of the commercial uses and evidence of the efforts that have been made to secure employment, recreation, tourism and community re-use during the previous 12-month period. The Authority will need to verify the content of such a report and may need to employ external expertise to do so (the applicant will need to meet the cost of this).

Where a building is of historic or architectural merit, to the application will be considered under Policy PUBDM11 Re-use of Historic Buildings.

There are permitted development rights to change the use of existing buildings. These are, however, less permissive in the Broads than in other undesignated areas. A proposal may not require planning permission, but the applicant is advised to check with Development Management Officers at the Broads Authority for advice.

Evidence used to inform this section

- Policy rolled forward from Development Management DPD
- Amendments as a result of officer experience.

Policy PUBDM48: Advertisements and Signs

Advertisements and signs should be sensitively designed and located having regard to the character of the building/structure on which they are to be displayed and/or the general characteristics of the locality including their location relative to the dark sky zones (policy PUBDM21).

Advertisements will only be permitted where the size, design, positioning, materials and degree of illumination of the advertisement would not have an adverse visual impact on the built or landscape character of the Broads or a detrimental effect on public safety on land, water or on the operational safety of the highway, railway and water network.

Where an advertisement would have an unacceptable adverse impact on the special qualities of the Broads it will be refused.

Reasoned Justification

The Authority recognises that advertisements provide businesses with an important means of attracting customers and can play an important role in informing visitors to the Broads and supporting visitor trade. Nevertheless, by their very nature advertisements are designed to attract attention and are frequently displayed in prominent positions. The impact of advertisements and signs on the character and appearance of buildings, settlements and the landscape can, as a result, be significant. Illuminated advertisements can have a particularly significant visual impact and detract from the tranquillity of the Broads.

The Authority will therefore carefully consider proposals for advertisements to ensure that they are sympathetic to the special character of the Broads and do not have an unacceptable impact on public safety on land and water. The design of an advertisement, together with its size, positioning and materials, can determine how well it fits into or stands out from the surrounding area. To reduce unnecessary visual intrusion, the number of advertisements will be kept to a minimum and amalgamated with existing signage and an advertisement or sign should complement existing architecture and the local context. Cumulative impact in relation to other signage in the vicinity will also be an important consideration.

Particular regard should be had to any impact of proposals on conservation areas and the historic environment. Proposals which obscure features of architectural or historical interest, or are uncharacteristic of a building's design, will not be permitted.

Some types of advertisement are exempted from detailed control, and other specific categories do not require express consent from the Local Planning Authority and instead qualify for 'deemed consent' provided they conform to stated conditions and limitations for each category. Further information on advertisement control can be found in the NPPG⁹⁷.

Evidence used to inform this section

- Policy rolled forward from Development Management DPD
- Amendments as a result of officer experience.

Policy PUBDM49: Leisure plots and mooring plots

New leisure plots and mooring plots will not normally be permitted.

The use of existing mooring plots will be restricted to the mooring of boats and uses incidental to that activity. Mooring plots will be kept generally free of buildings and above ground structures. Provision of unobtrusive moorings, steps, ramps, renewable energy generating equipment to provide energy for electric hook up points and small scale storage lockers, for use incidental to the enjoyment of the moorings may be appropriate in some locations where they would be consistent with the objectives of protecting and conserving the Broads landscape character and ecology and with other policies of the Development Plan.

For existing leisure and mooring plots, permission will not normally be granted for the erection of buildings, enclosures or structures and the permanent or seasonal occupation of the land, vehicles, boats, etc., or the stationing of caravans, will not be permitted. The provision and maintenance of additional landscaping will be encouraged having regard to the existing character of the area and limiting wind shadow on the river in the interests of sailing.

Reasoned Justification

Leisure plots often result in the creation of a suburban appearance, with associated domestic paraphernalia, which detracts from the landscape character of the Broads and the visual quality of the waterscape. Consequently, the creation of new leisure and mooring plots will not normally be supported by the Authority. There may be occasions when this type of development could only be permitted where the degree of change would not have an adverse effect on the existing landscape character and visual appearance of the area.

The erection of structures on existing leisure plots, such as sheds, summerhouses, caravans and fences to demarcate the plots, has the potential to not only detract from the character and appearance of sensitive parts of the Broads landscape but also damage areas of wildlife importance. For this reason, the Authority will control development on existing plots to ensure that development only takes place where it is incidental to the mooring of boats and is consistent with the other policies in the Plan.

For the purpose of this policy, the term 'leisure plot' describes a plot resulting from the sub-division of land and its use for leisure purposes (such as quiet enjoyment of the plot and scenery and informal recreation use).

⁹⁷ <http://planningguidance.communities.gov.uk/blog/guidance/advertisements/>

Within the Broads, leisure plots are often established in waterside locations, in which case they are termed 'mooring plots'. This is an area of land associated with moorings and may have boundary treatments, but limited other paraphernalia other than that incidental to the enjoyment of the moorings. These may have small scale storage lockers for use incidental to the enjoyment of moorings, or modest sized single room day huts, storage sheds and boat sheds

Evidence used to inform this section

- Policy rolled forward from Development Management DPD
- Amendments as a result of officer experience.

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32. Site-Specific Policies

Introduction

The Site Specific section of the Local Plan allocates land for certain uses. The policies may refer to changes of uses to residential dwellings for example, or may seek to protect certain assets from inappropriate change.

Flood risk and the Site Specific Policies

The underlying principle of development and flood risk is summarised in the NPPF (100): *'Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere'*. A sequential test has been completed on all of these allocations⁹⁸. Where development is required to undertake an Exceptions Test, as guided by the NPPG, there is further guidance in the flood risk policy (policy PUBDM4) as well as in the Flood Risk SPD⁹⁹.

Environment Agency permit or rules for works near to a main river or flood defence

Under the Environmental Permitting (England and Wales) Regulations 2010, an environmental permit may be required for works in, under, over or within 8m of a main river or flood defence; or within 16m of a tidal main river or flood defence. 'Flood Risk Activities' may require the Environment Agency to issue a bespoke permit, or may be covered by a standard rules permit which includes a set of fixed rules. Activities identified as lower risk may be excluded from the need for a permit or may need to be registered as an exempt activity and comply with certain rules.

- Further information on Flood Risk Activity permits is available from: <https://www.gov.uk/guidance/flood-risk-activities-environmental-permits>
- To apply or seek further advice, contact the Environment Agency by email: floodriskactivity@environment-agency.gov.uk or by telephone: 03708 506 506.

Settlement Fringe

Some policies such as the Cemetery and playing field extensions in Acle could be seen to be contrary to the Settlement Fringe policy PUBDM19; however these are important infrastructure requirements which the Local Plan seeks to address. So whilst a cemetery may urbanise when compared to a field which is in agricultural use for example, landscaping and design are important considerations throughout the Local Plan and indeed within these policies.

1.1 ACLE

Policy PUBACL1: Acle Cemetery Extension

Inset Map 1

Land to the rear of the existing cemetery is allocated as an extension to the cemetery. This development will be:

- subject to a prior archaeological assessment;
- subject to a prior groundwater protection risk assessment in accordance with Environment Agency Guidance: Assessing Groundwater Pollution for Cemetery Developments¹⁰⁰;
- integrated into the wider surroundings by a landscaping scheme including boundary hedge and tree

⁹⁸ <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan>

⁹⁹ http://www.broads-authority.gov.uk/_data/assets/pdf_file/0006/917844/Broads-Flood-Risk-SPD-Final-March-2017.pdf

¹⁰⁰ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/290462/scho0404bgl-a-e-e.pdf

- planting; and
- d) coordinated with any adjacent proposed playing field extension in terms of design and boundary treatment.

A management plan that addresses how the site will be managed to benefit biodiversity is required as part of any application.

Proposals will also be designed to avoid contributions to light pollution.

Constraints and features

- Archaeological interest in vicinity.
- Outside identified high flood risk areas (zone 1 by EA mapping).
- As a minimum, a basic Tier 1 risk screening assessment is required for all cemetery extensions (as set out in guidance on the EA website).

Reasoned Justification

The existing cemetery at Acle is close to capacity. Acle Parish Council has, over a period of time, actively sought a site to accommodate further burials. Following a search of potential locations around the village, this is its preferred site and is understood to have widespread local support. The location adjacent to the existing cemetery makes practical sense, and the use can be satisfactorily accommodated here, subject to the considerations outlined in the policy. The Parish Council has yet to secure ownership of the site but has indicated its firm intention to do so, and is negotiating with the owner to achieve this.

The area concerned is around 0.8ha (2 acres), gently sloping and currently part of an arable field adjacent to the existing cemetery and bounded on one side by a narrow track/public footpath. The Parish Council's intention is that the immediately adjacent piece of land to the east would be used as an extension to the existing recreation centre playing fields, and this is supported by a complementary policy. Together they would form a reasonable extension to the existing urbanised extent of Acle forming a new boundary line linking the extremity of the existing playing fields to the east with the approximate limit of housing development to the west.

The site lies wholly in Flood Zone 1 by both EA mapping and SFRA 2007 mapping and therefore there are no flood risk issues constraining the development. However, the EA wish to ensure that any risk of risk of pollution to groundwater is adequately assessed before any planning permission is granted, and the policy reflects this. The EA are content with the allocation for the proposed use on the basis of the results of preliminary investigations by the Parish Council.

The area is of archaeological interest and this development should be subject to prior assessment of the archaeological value, and arrangements for archaeological recording in the event the development proceeds. A requirement for suitable boundary treatment and planting would help integrate the development into the wider Broads landscape.

A management plan will be needed to set out steps that will be taken to manage the site so it can benefit biodiversity in the area in recognition of its location at the edge of an urban area and protected landscape.

Furthermore again to reflect the location on the edge of Acle, the extension to the cemetery needs to be designed to avoid light pollution.

Please note that this allocation received planning permission in 2014¹⁰¹. The policy is being carried forward from the Sites Specifics Local Plan 2014 because the permission is yet to be built out and there is still an infrastructure deficit.

Evidence used to inform this section

- Policy rolled forward from the Sites Specific Local Plan 2014.

Policy PUBACL2: Acle Playing Field Extension

Inset Map 1

Land is allocated for an extension to the playing fields at Acle Recreation Centre. This development will be

- a) subject to a prior archaeological assessment;
- b) integrated into the wider surroundings by a landscaping scheme including boundary hedge and tree planting; and
- c) coordinated with any adjacent proposed cemetery extension in terms of design and boundary treatment.

Any floodlighting shall be designed to minimise light spillage into the wider Broads landscape, and avoid adverse effects on neighbouring residents' amenity.

Constraints and features

- Outside identified high flood risk areas (zone 1 by EA mapping).
- Archaeological interest in vicinity.
- Partially on safeguarded minerals (sand and gravel) resource.

Reasoned Justification

The area concerned is piece of gently sloping land, currently part of an arable field adjacent to the existing playing fields. It is immediately adjacent to the land subject of Policy POACL1 for a cemetery extension. Together they would form a reasonable extension to the existing urbanised extent of Acle forming a new boundary line linking the extremity of the existing playing fields to the east with the approximate limit of housing development to the west.

Extending the existing playing fields makes practical sense, and meets a social need in a location well related to the village and built surroundings. The proposed extension is around 0.44ha (1 acre), and would increase the existing playing fields area (largely outside the Broads area) by about 10% (they are currently around 4ha (10 acres)).

The Recreation Centre is a well-used local resource. The Trust which runs this has identified a need for additional playing field capacity. The provision of additional playing fields adjacent to the existing facilities makes practical sense, and this location also enables coordination and landscaping with the proposed cemetery extension adjacent. The scheme has the active support of Acle Parish Council.

¹⁰¹ BA/2014/0090/CU

The playing fields extension could be satisfactorily integrated into the Broads landscape in this location, and integrated with the proposed cemetery extension adjacent, by means of a landscaping scheme including boundary planting, and the policy provides for this.

The scheme is supported, in principle, by Sport England and Broadland District Council.

The site is partly on a safeguarded mineral (sand and gravel) resource, but Norfolk County Council has no objection to the sports field use, provided that no permanent buildings are erected on the site. The potential need for additional ancillary facilities such as car parking and changing rooms have been considered by the Trust and it plans to provide these within its existing area and it does not plan to erect buildings on the area subject to this policy.

Please note that this allocation received planning permission in 2014¹⁰². The policy is being carried forward from the Sites Specifics Local Plan 2014 because the permission is yet to be built out and there is still an infrastructure deficit.

Evidence used to inform this section

- Policy rolled forward from the Sites Specific Local Plan 2014.

1.2 BECCLES

Policy PUBBEC1: Former Loaves and Fishes, Beccles

Inset map 2

The Authority supports the retention of the building and the resumption of its use as a public house or other tourist facility.

The Authority would not support conversion to residential.

Proposals will need to address each of these criteria:

- Careful consideration will be given to the design, scale and layout of any proposals and potential additional impacts on nearby land uses.
- Proposals must enhance the appearance of the area including the public realm.
- The site is at risk of flooding and the type, siting and layout of development will need to take account of this in conformity with national policy.
- Appropriate measures to manage any risk of water pollution arising from development are required to be put in place.

Constraints and features

- Within flood risk zone 3.
- Within the Beccles Conservation Area
- There is a dyke that leads up to the west end of the site.
- Next to the popular quay where boats are moored.

- Residential development surrounds the former pub.
- Interesting features of a courtyard and balcony.
- Limited availability for on street parking.
- High potential for encountering archaeological remains.

Reasoned Justification

This Local Plan seeks to address some disused/underutilised or derelict sites around the Broads Authority Executive Area. Such sites can have a negative impact on the landscape, townscape or waterscape and if brought into an appropriate use in an appropriate way, can then become an important asset to the area. The Authority would support appropriate proposals which will bring this pub back into use.

Evidence used to inform this section

- Local knowledge and site visits. The building has been redundant for a number of years and a policy could help bring it into use.

Policy PUBBEC2: Beccles Residential Moorings (H. E. Hipperson Boatyard)

Inset Map 2

Policy PUBDM36 (New Residential Moorings) will apply as the boatyard will be treated as if it were adjacent to a development boundary. Proposals for Residential Moorings will be supported in the area marked on the policies map subject to it being satisfactorily demonstrated that the proposal would not existing business on the site and meet the criteria in the Broads Local Plan policies on General Employment and Boatyards. Proposals must ensure no adverse effects on water quality and the conservation objectives and qualifying features of the nearby SSSI (site is within SSSI Impact Zone).

Constraints and features

- In a SSSI Impact Zone
- Flood Zone 3 (EA Mapping)
- Beccles Conservation Area is across the river

Reasoned Justification

The BA would support around five of the moorings at the H.E. Hipperson Boatyard being converted to residential moorings. The benefits of a regular income as well as passive security that residential moorings can bring are acknowledged. However, in accordance with other Local Plan policies, the conversion of an entire business to residential moorings would not be supported. The H.E. Hipperson Boatyard has good access by foot to every day services and facilities provided in Beccles (such as a supermarket, pharmacy, school and Post Office). Bus stops to wider destinations are also within walking distance from these areas. Proposals must also take into consideration the SSSI and Conservation Area that are near to this Boatyard.

Proposals will also need to show that there are adequate facilities for water supply, electricity and pump out for example.

Evidence used to inform this section

- Residential moorings topic paper

<http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan>

1.3 **BRUNDALL RIVERSIDE**

Policy PUBBRU1: Riverside chalets and mooring plots

Inset Map 3

The area of riverside chalet and mooring plots will be managed to retain its contribution to the enjoyment and economy of the Broads, and to the river scene.

Further development will be limited by the area's vulnerability to flooding and the retention of its semi-rural and holiday character.

Permission will not be granted for

1. new permanent residential dwellings;
2. new holiday homes;
3. the use as permanent dwellings of buildings restricted to holiday or day use;
4. the use for holiday or permanent occupation of buildings constructed as day huts, boatsheds or temporary buildings; or
5. the stationing of caravans.

Extensions to existing buildings, and replacement buildings, will be permitted provided

- a) the building and use proposed comply with policies for development in areas of flood risk;
- b) the design, scale, materials and landscaping of the development:
 - i) contributes positively to the semi-rural and holiday character of the area;
 - ii) pays appropriate regard to the amenity of nearby occupiers;
 - iii) the extent of hard surfacing does not dominate the plot and where provided is permeable; and
 - iv) provides additional landscape planting where practicable and having regard to navigation interests;
- c) Care is to be taken to avoid over-development of plots, and in particular:
 - i) a significant proportion of the plot area (excluding mooring areas) should remain un-built;
 - ii) buildings should not occupy the whole width of plots;
 - iii) buildings should be kept well back from the river frontage; and
 - iv) buildings should be of single storey of modest height. This may limit room heights where floor levels need to be raised to meet flood risk mitigation requirements.

Applications to vary existing occupancy conditions that allow less than 12 months holiday use to allow 12 months holiday use will be permitted as long as the building remains in holiday use only and is not used as the sole or main residence.

Constraints and features

- Whole area at serious risk of flooding (zones 2 & 3 by EA mapping and zone 3b by SFRA 2007 mapping).
- Road access is via a railway level crossing, limited in width and alignment, and at risk of flooding.
- Area is just across river from Site of Special Scientific Interest.

- Article 4 Direction (1954) – removes all PD Rights.

Reasoned justification

The chalets make an important contribution to the enjoyment of the Broads and to the local economy, but the management of incremental development of the Riverside Estate area, including that covered by this policy, have been contentious and problematic since at least the 1950s.

Further development of the area is largely constrained by national flood risk policies, together with landscape and visual amenity considerations. The Policy continues the attempt to facilitate adaptation and updating of the existing chalets and retain its best features, while avoiding increases in flood risk, but seeks to make the purpose and application of this clearer.

Proposals will need to meet the requirements of policy PUBDM21 as the Brundall riverside area generally has good dark skies.

The Environment Agency supports the intention to keep buildings back from the river frontage. While 'well back' is difficult to define and depends on particular local circumstances, in general setting the building back by a third of a plot could be appropriate. Being hard up or too close to the water's edge could enclose the river and be overbearing. Setting of buildings with an undeveloped area in front will also allow architectural interest of buildings to be appreciated.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan as well as to reflect the Dark Skies study 2016.

Policy PUBBRU2: Riverside Estate Boatyards, etc., including land adjacent to railway line

Inset Map 3

In this area the development and retention of the boatyards and related uses will be supported and Broads Local Plan policies on General Employment and Boatyards in the Economy section will apply.

Full regard will be given to the limitations of the road access, avoidance of potential water pollution, and the risk of flooding to the site

Retention of existing, and provision of new or replacement landscape planting, including trees and nectar-mixes, will be encouraged. The type and location of planting should have regard to limiting wind shadow on the river in the interests of sailing.

Policy PUBDM36 (New Residential Moorings) will apply as the area will be treated as if it were adjacent to a development boundary. Proposals for residential moorings will be permitted in this area if they are not at a scale which would compromise existing business on the site as well as meeting the criteria in Broads Policies on General Employment and Boatyards.

Constraints and features

- The area is at serious risk of flooding (almost whole area in zones 2 & 3 by EA mapping; almost wholly in zone 3b by SFRA 2007 mapping).
- Road access is constrained, especially to the south-eastern portion of the area.
- Area is close to SSSI, SAC, SPA, Ramsar site.
- Article 4 Direction (southern portion only) (1954) – removes all PD Rights.

Reasoned Justification

The boatyards and associated developments contribute to navigation and to the character, enjoyment and skills of the Broads. The Policy seeks to encourage the retention and adaptation of the existing uses, providing scope for new development including diversification, which will help secure these important uses, while balancing these objectives with the flood risk and infrastructural limitations of the area.

The Environment Agency confirms that boatyard uses are compatible with the flood risk to the site. A small part of the area is outside the higher flood risk zones and potentially less constrained. The application of national flood risk policy would steer any vulnerable uses to this part of the site. However, any development which relied on this lower risk for acceptability would need to be supported by a site flood risk appraisal and take into account the higher flood risk to the surroundings, including the road access. The Environment Agency also highlights the need to address the risks of water pollution for waterside sites in industrial/boatyard use.

A measure of appropriate planting within the constraints of the business use of the site will help soften the visual impact of the buildings and boats on the local landscape, and strengthen the biodiversity of the Broads, within the constraints of the business use of the site.

The Authority would support perhaps one or two of the moorings at a boatyard being converted to residential moorings. The benefits of a regular income as well as passive security which residential moorings can bring are acknowledged. However, in accordance with policy PUBDM36, conversion of an entire business to residential moorings would not be supported. These sites have good access by foot to every day services and facilities provided in Brundall (such as a supermarket, pharmacy, school and Post Office). Bus stops and railway stations to wider destinations are also within walking distance from these areas.

Proposals will need to meet the requirements of policy PUBDM21 as the Brundall Riverside area generally has good dark skies.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan as well as to reflect the Dark Skies study 2016.

Policy PUBBRU3: Mooring Plots

Inset Map 3

The continued use of this area for mooring of boats and uses incidental to that activity will be supported and the generally open character of the area retained.

The defined area will be kept generally free of buildings and above ground structures. Provision of unobtrusive moorings, steps, ramps and small scale storage lockers, for use incidental to the enjoyment of the moorings will be permitted.

The provision and maintenance of additional shrub or tree planting will be encouraged having regard to limiting wind shadow on the river in the interests of sailing.

The permanent or seasonal occupation of the land with vehicles, boats, etc., or the stationing of caravans, will not be permitted.

Constraints and features

- The area is at serious risk of flooding (zone 3 by EA mapping; wholly in zone 3b by SFRA 2007 mapping).
- Road access is constrained.
- Area is close to SSSI, SAC, SPA, Ramsar site.
- Article 4 direction covers Part 4 temporary buildings and uses and Part 5 Class C use of land by members of certain recreational organisations.

Reasoned Justification

The management of incremental development of the Riverside Estate area, including that covered by this Policy, has been an issue since at least the 1950s. This part of the Riverside area remains largely open and free of buildings and structures. The Policy seeks to retain this openness, the balance with the more developed parts of the riverside, and the contribution of this to the character of the wider area, while continuing the moorings uses which support the local economy and the enjoyment and navigation of the Broads.

Use of the area for moorings, and the presumption against permanent or seasonal occupation and the stationing of caravans, is supported by the Environment Agency on flood risk grounds.

Applicants are directed to the Authority's adopted Mooring Design Guidance¹⁰³.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan as well as to reflect the Dark Skies study 2016.

Policy PUBBRU4: Brundall Marina Inset Map 3

In this area:

- i) the development and retention of marina, boatyard and related uses will be supported;
- ii) Broads Policies on General Employment and Boatyards in the economy section of the Local Plan will apply; and,
- iii) Policy PUBDM36 (New Residential Moorings) will apply as the marina will be treated as if it were adjacent to a development boundary.

¹⁰³ http://www.broads-authority.gov.uk/_data/assets/pdf_file/0005/703940/Mooring-design-guide.pdf

In order to retain the openness of the southern majority of the area (where vessels are moored), the development of buildings and large structures will be generally restricted to the northern portion of the site (where existing buildings are located), except where a specific locational need is demonstrated and the scale and design of the proposal are compatible with this objective.

In assessing development proposals full regard will be given to

- a) the flood risk;
- b) the limitations of the road access;
- c) management of risks of water pollution;
- d) increasing the amount of trees and other planting on the site (with due regard to avoiding creating wind obstruction near the riverside which might affect the sailing on the river); and
- e) providing permeable surfaces and controlled drainage

Constraints and features

- The area is at serious risk of flooding (zones 1, 2 & 3 by EA mapping; almost wholly in zone 3b by SFRA 2007 mapping).
- Road access is limited.
- Area is close to SSSI, SAC, SPA, Ramsar site.
- Potential archaeological interest.
- An Article 4 Direction removes all PD Rights in the area.

Reasoned Justification

The marina is an important resource for enjoyment and navigation of the Broads, and contributes to the local economy and the retention of marine skills in the area. The Policy seeks to encourage its retention and future development, while protecting and enhancing the best qualities of the area and within the constraints of the flood risk to the area.

The Environment Agency confirms that the uses supported by the Policy accord with national flood risk policy. The EA also highlights the need to address the risks of water pollution for waterside sites in industrial/boatyard use.

Policy PUBDM36 provides potential for residential moorings in certain circumstances in locations adjacent to development boundaries. Given the scale of the marina, and its close proximity to the public transport connections and extensive facilities of Brundall, it is considered that this marina should be specifically included within those provisions even though there is no development boundary immediately adjacent.

Proposals will need to meet the requirements of policy PUBDM21 as the Brundall Riverside area generally has good dark skies.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan as well as to reflect the Dark Skies study 2016.

Policy PUBBRU5: Land east of the Yare public house

Inset Map 3

This land will be kept generally free of built development to help conserve its trees and contribution to the visual amenity and biodiversity of the area, provide a wildlife corridor between the Natura 2000 site to the east and the river to the west, and reflect flood risk to the area and retain flood capacity.

Constraints and features

- Flood risk (site includes zones 1, 2, & 3b by SFRA 2007 mapping; and zones 1, 2, & 3 by EA mapping).
- Adjacent SAC, SPA, SSSI, Ramsar site.
- Archaeological interest (brick kiln).
- Tree Preservation Order.

Reasoned Justification

This policy continues the long-term protection of this valuable semi-natural green area, providing a backdrop to the Riverside area, separation from the housing and other development to the north of the railway line, and a link with the marshland to the east, which has multiple national and international environmental designations.

The avoidance of built development of the area is supported by the Environment Agency on the grounds of flood risk.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBBRU6: Brundall Gardens

Inset Map 3a

Policy PUBDM36 (New Residential Moorings) will apply as the marina will be treated as if it were adjacent to a development boundary. Proposals for Residential Moorings will be supported in the area marked on the policies map subject to it being satisfactorily demonstrated that the proposal would not existing business on the site and meet the criteria in the Broads Local Plan policies on General Employment and Boatyards. Proposals must ensure no adverse effects on water quality and the conservation objectives and qualifying features of the nearby SPA, SAC and SSSI.

Constraints and features

- Area is just across river from Site of Special Scientific Interest. Yare Broads and Marshes SSSI is a component SSSI of Broadland SPA and Ramsar site and The Broads SAC
- Brundall Gardens Railway Station next to Marinas.
- Area in flood zone 3 (EA).

Reasoned Justification

The Authority would support perhaps one or two of the moorings at a boatyard being converted to residential moorings. The benefits of a regular income as well as passive security which residential moorings can bring are acknowledged. However, in accordance with Broads Policies on General Employment and

Boatyards (*to follow in publication version*), conversion of an entire business to residential moorings would not be supported.

These sites have good access by foot to every day services and facilities provided in Brundall (such as a supermarket, pharmacy, school and Post Office). Bus stops and railway stations to wider destinations are also within walking distance from these areas.

Proposals will also need to show that there are adequate facilities for water supply, electricity and pump out for example.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

1.4 CANTLEY

Policy PUBCAN1: Cantley Sugar Factory

Inset Map 4

This site is defined as an employment site for the purposes of Broads Policies on General Employment (PUBDM25)

Development on this site which secures and enhances the sugar works' contribution to the economy of the Broads and wider area will be supported where this also -

- Protects or enhances wildlife and habitats (including the nearby Ramsar site, SPA and SAC);
- Protects or enhances the amenity of nearby residents;
- Avoids severe residual impacts on highway capacity or safety;
- Improves the appearance of the works particularly in views from the river and other receptors in the locality, through design, materials, landscaping;
- Reduces light pollution;
- Uses the disposition, bulk and location of buildings and structures to avoid extending the built-up part of the site into the open areas around or more prominent in the skyline;
- Can be demonstrated to be in conformity with national policy on flood risk; and
- Appropriately manages any risk of water pollution.

Renewed use of the railway or river for freight associated with the plant would be particularly encouraged, as would measures reducing carbon dioxide emissions.

Employment uses other than that associated with the sugar works will be supported only where they do not prejudice the future of that use (and associated waste operations) and also meet the above criteria.

Constraints and features

- Flood risk (zones 1, 2 & 3 by EA 2012 mapping; zones 1, 2 & 3b by SFRA 2007 mapping).
- Site is close to SPA, SAC, SSSI and Ramsar designated areas.
- Public footpaths cross the site.

- The policy area is within the consultation zone of a waste operation associated with the sugar works.
- Nearby designated heritage assets, specifically the Langley Conservation Area, and the two Grade II* Churches of St Botolph at Limpenhoe and St Margaret at Cantley.

Reasoned Justification

The Cantley sugar works are a major contributor to the local economy, and help support jobs and agriculture (beet production) over a wide area. Around 120 people are employed on the site, but many more are employed seasonally and in the sugar beet supply chain.

The works are, though, a major emitter of carbon dioxide within the Broads, and the heavy road freight associated with the works has negative impacts on local residents' amenity, and highway safety and capacity.

The Policy continues the long-standing approach of supporting the continuation and upgrading of the works, while encouraging this to happen in a way that minimises adverse impacts and makes the most of opportunities for improving the local environment and amenities. Planning permission exists to develop the works to enable the processing of imported cane sugar, but this has yet to be implemented.

The potential for recommencing use of the river and or railway to transport freight to and from the site was explored in the Cantley Transport Feasibility Study. Although there is no immediate prospect of this being achieved, it remains an aspiration should circumstances permit.

The Habitats Regulations Assessment identified that any development on the site should be subject to site-level screening at the planning application stage. This is ensured by the Habitats Regulations and Local Plan policy PUBDM12.

The risk of water pollution needs to be mitigated where new development is undertaken and on an ongoing basis to ensure the water environment is protected.

Parts of the site are vulnerable to flood risk (and have experienced flooding), but the precise extent of different levels of risk in the immediate area could not be ascertained by the Broads SFRA. Thus a site flood risk assessment will be needed to demonstrate the level of the risk associated with any future proposed development. The Environment Agency highlights the need to address the risks of water pollution for waterside sites in industrial use.

The Authority acknowledges the work undertaken to reduce light pollution (receiving an award for sky friendly night time exterior lighting and restricting light above the horizontal in 2010). The requirement to address light pollution remains in the policy to reflect the good dark skies in the area, particularly when further away from the works. The Authority would like to see further reduction in light pollution to improve the dark skies of the area as a whole.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

1.5 CHEDGRAVE

Policy PUBCHE1: Greenway Marine Residential Moorings

Inset Map 5

Policy PUBDM36 (New Residential Moorings) will apply as the boatyard will be treated as if it were adjacent to a development boundary. Proposals for Residential Moorings of up to a maximum of 5 will be allowed in this area if they are not at a scale which would compromise existing business on the site as well as meeting the criteria in Broads' policies on General Employment and Boatyards.

Proposals must ensure no adverse effects on water quality and the conservation objectives and qualifying features of the nearby SSSI.

The residential boats moored here must not encroach further into the river.

A satisfactory solution will be required to address the Highways Authority concerns regarding visibility at the junction of the access road to Greenway Marine (and other properties) with Bridge Street.

Constraints and features

- In the vicinity of Hardley Flood SSSI part of the Broadland SPA
- Flood Zone 3 (EA Mapping)
- Loddon and Chedgrave Conservation Area is across the river
- Generally the approach to the boatyards in this area is quite busy with occupied moorings
- Electricity, water and pump out facilities available on site.
- Many services and facilities walking distance from site.
- Visibility concerns at junction with Bridge Street.

Reasoned Justification

The BA would support up to five of the moorings at the Greenway Marine Boatyard being converted to residential moorings in line with policy PUBDM36. The benefits of a regular income as well as passive security that residential moorings can bring are acknowledged. However, in accordance with other Local Plan policies, the conversion of an entire business to residential moorings would not be supported. Whilst the entire length of moorings at Greenway Marine is allocated, the Authority supports a maximum of five of these moorings to be residential moorings.

To ensure the residential boats moored here do not impact navigation and as the moorings are stern on, there could be a length restriction on boats here as part of any application.

The Greenway Marine Boatyard has good access by foot to every day services and facilities provided in Loddon and Chedgrave (such as a supermarket, pharmacy, school and Post Office). Bus stops to wider destinations are also within walking distance from these areas. Proposals must also take into consideration the SSSI and Conservation Area that are near to this Boatyard.

The quay heading used to moor and access boats may be in need of improvements and any application should address this.

The Authority is aware of plans to improve the toilet and include a shower that could be used by any residential moorings users. The Authority would expect this to be completed prior to any occupation of the moorings for residential purposes.

The Highways Authority have raised concerns regarding the visibility available to vehicles exiting the track from Greenway Marine (and the other properties along this track) at the junction to Bridge Street and this will need to satisfactorily be addressed.

Evidence used to inform this section

- Residential moorings topic paper
<http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan>

1.6 **DILHAM**

Policy PUBDIL 1: Dilham Marina (Tyler's Cut Moorings)

Inset Map 6

The continued use of this area for mooring of boats and uses incidental to that activity will be supported and the semi-natural quality of the area retained.

The defined area will be kept generally free of buildings and above ground structures. Provision of unobtrusive moorings, steps, ramps and small scale storage lockers, for use incidental to the enjoyment of the moorings will be permitted.

A predominantly green and semi-natural appearance of the area will be retained. The management and renewal of trees and other planting will be supported in a way which gives due regard to navigation and facilitates security and the enjoyment of the moorings, while also supporting wildlife and enhancing the landscape and visual amenity of the area.

The permanent or seasonal occupation of the land, vehicles, boats, etc., or the long-term stationing of caravans, will not be permitted.

Constraints and features

- Flood risk (site partly in zone 3b by SFRA mapping).
- The area is close upstream from SSSI, SAC, SPA, and Ramsar site.

Reasoned Justification

This Policy is intended to retain the existing positive qualities and facilities of the area, and harmonise its policy treatment with that of some other similar mooring areas across the Broads. While it provides valuable mooring facilities, there is a perceived need to control ancillary development, and this is best achieved by applying a similar policy to those for other mooring areas in the Broads, but with specific reference to the importance of the semi-natural quality of this area.

The site is at risk of flooding but the Environment Agency supports both the current use and restriction on permanent and seasonal occupation.

Applicants are directed to the Authority's adopted Mooring Design Guidance¹⁰⁴.

¹⁰⁴ http://www.broads-authority.gov.uk/_data/assets/pdf_file/0005/703940/Mooring-design-guide.pdf

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan and improved to reflect officer experience.

1.7 DITCHINGHAM DAM

Policy PUBDIT1: Maltings Meadow Sports Ground, Ditchingham

Inset Map 7

The continued use of the area for sports facilities will be supported.

Proposals to improve existing and provide new facilities will be supported if:

- i) It retains the general character of openness of the area;
- ii) It avoids adverse impacts on neighbouring occupiers;
- iii) Particular care is taken to consider the landscape impacts of fencing, lighting columns and other structures;
- iv) They are of high standards of design, materials and landscaping;
- v) Steps are taken to reduce light pollution where possible;
- vi) New lighting installations do not contribute to light pollution;
- vii) Proposals manage flood risk on the site and do not increase flood risk elsewhere; and
- viii) Any demand for additional car parking is addressed.

Any development permitted here would be subject to a condition requiring the production and implementation of a robust travel plan for the entire site.

Any 'assembly and leisure' uses which are otherwise acceptable under this policy will be restricted to those parts of the site demonstrated to have a lower than 1 in 20 year return flood risk.

The site lies on a safeguarded mineral resource (sand and gravel) and any development proposals will need to address this (see Norfolk County Council's Core Strategy Policy CS16 - Safeguarding mineral and waste sites and mineral resources).

Constraints and features

- Risk of flooding (almost wholly zone 3 by EA mapping; zones 1, 2, 3a & 3b by SFRA 2007 mapping).
- Minerals (sand and gravel) safeguarding area.

Reasoned Justification

The site provides valuable sports and recreation facilities for a wider area. The policy is intended to facilitate the continuation of this, while ensuring the interests of the landscape, neighbour amenity and flood risk are appropriately addressed.

This policy is intended to provide clarity and consistency in the approach to future development of the area, and in particular to stress the importance of the landscape sensitivity of this area of floodplain and grazing marshes, and potential impacts on neighbours' amenity.

The Authority is aware of the management committee's aspirations to improve the layout of the venue and provide further sport and recreation facilities, both indoors and outdoors. This policy generally supports appropriate improvements to the facility that would benefit the health and wellbeing of the community as well as appropriate amendments to enable greater and improved social use of the site.

On the issue of transport and access to the venue, the requirement of the policy for a robust travel plan that is deliverable will assist the venue in accommodating demand for parking, especially at peak times. The aim being to seek modal shift away from single occupancy car use thus reducing the demand for car parking spaces. Such a travel plan needs to address the usage of the entire site.

The Bungay and Ditchingham area is one of the darkest areas of the Broads with readings typically over 20.5 Arc Magnitudes per Second. As part of any proposals there could be opportunities to address current external lighting. New lighting proposals should be line with Policy PUBDM21 on light pollution.

The restriction of the location of any 'assembly and leisure' uses is made on the advice of the Environment Agency and in furtherance of national policy on flood risk, recognising that these are not appropriate in those parts of the site at a higher degree of risk where outdoor sports and recreation, and essential facilities such as changing rooms may be.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan 2014. Changes suggested as a result of meeting the management of the site as well as to reflect the Dark Skies study 2016.

Policy PUBDIT2: Ditchingham Maltings Open Space, Habitat Area and Alma Beck

Inset map 7

The areas defined on the policies maps (including Alma Beck) shall be protected as open space and habitat area.

The area allocated as open space will be kept open because of its contribution to amenity, townscape and recreation as well as providing an important pedestrian link from Ditchingham Dam through the site to the crossing of the A143 into Ditchingham.

The habitat area will be conserved and enhanced for its contribution to the landscape, its wildlife and openness.

Constraints and features

- New development nearby (Ditchingham Maltings)
- Path runs through open space
- Alma Beck is an IDB drain.
- As per policy, habitat area and open space on site.
- Beck and surrounding area classed as flood zone 2 (EA mapping)

Reasoned justification

The habitat and open space areas were provided as part of the Ditchingham Maltings major development, completed in 2016. Both areas contribute to the character of the area, with the open space providing space for residents and visitors to play and use for informal recreation. The open space also acts as an important pedestrian link through the site linking Ditchingham Dam to Ditchingham and the services and facilities the village offers.

The habitat area benefits wildlife on the site by retaining, enhancing and creating habitats and maintaining favourable conservation status of bat species. Much of this habitat area falls outside of the Broads Authority Executive Area and South Norfolk District Council have been contacted with regards to allocating the rest of the habitat areas in their future Local Plan.

Alma Beck forms part of the open space and habitat area allocation because of its contribution to the amenity, recreation and biodiversity value of the area. It is an Internal Drainage Board drain maintained for its drainage function and enhanced for its importance to wildlife.

Evidence used to inform this section

- The Ditchingham Maltings planning application.

1.8 FLEGGBURGH

Policy PUBFLE1: Broadland Sports Club

Inset map 8

The continued use of the area for sports facilities will be supported.

Proposals to improve and provide new facilities will be supported if:

- They are of high standards of design, materials and landscaping;
- Steps are taken to reduce light pollution where possible;
- New lighting installations do not contribute to light pollution;
- Proposals manage flood risk on the site and do not increase flood risk elsewhere;
- Proposals avoid adversely impacting designated nature sites; and
- Any demand for additional car parking is addressed.

Any development permitted here would be subject to a condition requiring the production and implementation of a robust travel plan for the entire site.

Constraints and features

- Part in flood zone 2 and 3 (EA mapping)
- Adjacent to the Trinity Broads SSSI and the Broads SAC

Reasoned Justification

The Authority supports the continued use of the Sports Club to reflect the benefits it provides to health and wellbeing of the community. The Authority is aware of the aspirations of the Club to improve the venue and

raise the standard of the facilities it offers so as to be a regionally important area for racquet sports, and to improve the swimming pool provision and storage to expand the exercise offer.

The venue is however subject to some constraints such as flood risk and proximity to a Site of Special Scientific Interest. Broadland Sports Club is also fairly remote from significant areas of population and attracts people from as far away as Winterton on Sea. These will be particularly important considerations for future proposals.

On the issue of transport and access to the venue, the requirement of the policy for a robust travel plan that is deliverable will assist the venue in accommodating demand for parking, especially at peak times. The aim being to seek modal shift away from single occupancy car use thus reducing the demand for car parking spaces. Such a travel plan needs to address the usage of the entire site.

The Trinity Broads area is one of the darkest areas of the Broads with readings typically over 20.5 Arc Magnitudes per Second. As part of any proposals there could be opportunities to address current external lighting. New lighting proposals should be line with Policy PUBDM21 on light pollution.

Evidence used to inform this section

- Policy reflects meeting the management of the site as well as to reflect the Dark Skies study 2016 and other constraints nearby (using GIS mapping).

1.9 GREAT YARMOUTH

Policy PUBGTY1: Marina Quays (Port of Yarmouth Marina)

Inset Map 9

The reuse and enhancement of existing facilities at Marina Quays for river and other leisure users, or appropriate redevelopment, will be encouraged where this is compatible with the flood risk to the site.

Careful consideration will be given to the design, scale and layout of any redevelopment, its potential additional impacts on nearby residents, and its role as a landscape buffer between the Bure Park and more urban areas.

Any boatyard/marina uses will need to address risks to the natural environment, including disturbance and water pollution in relation to designated sites.

Constraints and features

- River frontage with riverside footpath passing through;
- Current access to the mooring frontage does not meet modern Health and Safety requirements
- Adjacent to Bure Park;
- Petrol station and main road (Caister Road) adjacent.
- Flood risk (zone 3 by EA 2012 mapping).

- Some areas of the river are not the required depth for safe mooring and dredging is likely to be required. Dredging immediately in front of the Quay heading would be the responsibility of the landowner or operator. Discussions with the Broads Authority, in order to obtain a works licence, would be required.
- River in this area is tidal and water flow can be quite fast.
- Halvergate Marshes Conservation Area over the river.
- Adjacent to the extended Outer Thames Estuary pSPA.

Reasoned Justification

The marina, public house, and public toilets on this site are currently closed and boarded up. While their reuse and upgrading would be welcome, it is uncertain whether this will be achieved. The policy wording reflects this situation, and also supports alternative redevelopments which will bring the area back into use while addressing the need to ensure appropriate regard is given to neighbouring uses and occupiers. Any such development would be subject to the Natural Environment policy and required to demonstrate no likely adverse impact on the integrity of Natura 2000 sites, including Breydon Water.

The Environment Agency advises that more recent evidence indicates the flood risk to the area is greater than that suggested by the Broads Strategic Flood Assessment, and while this may limit the potential for other development, the continued use for boating and for outdoor leisure is likely to be compatible with flood risk policies. The EA also draws attention to this site in relation to the potential for water pollution from boatyard or industrial uses in waterside sites.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan

1.10 HORNING

Horning – Knackers Yard Water Recycling Centre

Both Anglian Water and the Environment Agency agree that the Horning Knackers Wood Water Recycling Centre (WRC) does not currently have capacity to accommodate further foul flows. Whilst flows to the Water Recycling Centre remain high, measures to reduce existing flows and prevent additional flows to the catchment need to be taken. Development that could increase the flows to the Water Recycling Centres therefore needs to be avoided. All opportunities to prevent and reduce clean surface, ground or fluvial water entering the sewage system also need to be taken. See information at PUBDM1 and the Joint Position Statement.

Policy PUBHOR1: Car Parking

Inset Map 10

The continued use of this land for car parking for visitors will be supported. Improved cycle parking provision, in a more prominent and useful location will also be supported.

Environmental improvements and landscaping will be encouraged to improve its contribution to the character and appearance of the Conservation Area and to visual amenity and to address surface water runoff.

Constraints and features

- Within Horning Conservation Area.
- Not far (across river) from SSSI.
- Flood risk (zones 1, 2 & 3 by EA mapping).
- Knackers Woods Water Recycling Centre
- Surface water concerns (linked to Knackers Wood Water Recycling Centre).

Reasoned Justification

Horning is a popular location for its views, boating, shops, public houses, river boat trips and more. Most visitors and residents arrive by car. The car parks in the village are important to the village's economy and to the value of the area for enjoyment of the Broads. The existing pay and display car/coach park does intrude somewhat into the village scene close to the riverside, but it would be very difficult to find a satisfactory alternative of similar capacity, given the layout and sensitivity of the locality.

There is a second important parking area near the staithe. This is also protected in this car parking policy.

Proposals will need to meet the requirements of policy PUBDM21 as the Horning area generally has good dark skies.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan as well as to reflect the Dark Skies study 2016.

Policy PUBHOR2: Horning Open Space (public and private)

Inset Map 10

This area of open space is conserved for its contribution to the character and landscape of Horning, and the amenity of residents and visitors.

The area marked on the policies map outside the Swan Inn will be retained as private open space for its contributions to the character and appearance of the village.

Constraints and features

- Within Horning Conservation Area.
- Just across river from SSSI.
- Flood risk (zones 1, 2 & 3 by EA mapping).

Reasoned Justification

This is a well-used and appreciated open space, contributing to the amenity of residents and visitors to the area, to the setting of nearby historic buildings, and to the wider landscape of the area. Although there are many other spaces around Horning which contribute in various ways to the appearance and amenities of the area, this is perhaps the most characteristic and important to its sense of place and role as a focus for visitors.

Specifically identifying this as open space is intended to complement the development boundary shown for other parts of Horning, and also to clarify that the various types of development which the Local Plan would normally permit adjacent to or outside a development boundary would not be acceptable in the defined area.

At the time of writing, the area marked as 'private open space' is a pub garden. As such, this is not public open space as access onto this private land is only for paying customers of the pub. This landscaped open space does add to the character and attractiveness of the staithe, and will be retained in this generally open and attractive state for the benefit of pub users as well as for the quaint appearance of this area to those on both land and water.

Evidence used to inform this section

- Site Specifics Local Plan policy and site visits.

Policy PUBHOR3: Waterside plots

Inset Map 10

The designated area of waterside plots will be protected from over-intensive development and suburbanisation (including from the character of moorings and boundary treatments). The maintenance or upgrading of existing buildings will be encouraged and their replacement permitted where this is consistent with the openness and the low key and lightweight forms of building (which is generally characteristic of the area) and policies on flood risk. Proposals need to improve the existing disposal of surface water and ensure that any additional surface water generated by the development is addressed appropriately

Development should contribute where feasible to:

- a) an upgrading of private sewerage systems, and
- b) an increase in the amount of trees and other planting in the area (with due regard to avoiding creating wind obstruction near the riverside which might affect sailing on the river).

Constraints and features

- Parts close to (across river) SAC, SPA, Ramsar, and SSSI.
- Flood risk (zone 3 by EA mapping).
- Knackers Woods Water Recycling Centre.
- Surface water concerns (linked to Knackers Wood Water Recycling Centre).

Reasoned Justification

The Policy seeks a balance between updating and redevelopment of the waterside plots, while retaining the best characteristics of the area and discouraging suburbanisation and over-intensive development. The wording of the policy seeks to clarify what the Authority is trying to achieve, and focus on the key qualities to be addressed in any development.

The sailing club is excluded, and is subject of a separate policy (PUBHOR4).

Proposals will need to meet the requirements of policy PUBDM21 as the Horning area generally has good dark skies.

Applicants are directed to the Authority's adopted Mooring Design Guidance¹⁰⁵.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan as well as to reflect the Dark Skies study 2016.

Policy PUBHOR4: Horning Sailing Club

Inset Map 10

Continued use of the island for sailing facilities will be supported.

Maintenance and upgrading, or replacement, of existing buildings for this use will be supported where this is consistent with the character of the riverside area and policies on flood risk. Dwellings, business uses and holiday accommodation will not be permitted.

Development proposals in this area will be required to:

- Be of high standards of design;
- limit the height, bulk and extent of building to retain the general openness of the area in which the club is located;
- improve the existing disposal of surface water and ensure that any additional surface water generated by the development is addressed appropriately;
- avoid impacting the amenity of nearby occupiers; and
- avoid adversely impacting navigation and nature conservation (including designated Natura 2000 sites).

The continued use of the land south of the footbridge (next to HOR2) for car parking associated with the sailing club is supported, but built development here would not be acceptable.

Constraints and features

- Lies within Horning Conservation Area.
- Just across river from SSSI, SAC, SPA, and Ramsar Site.
- Flood risk (zone 3 by EA mapping).
- Knackers Woods Water Recycling Centre.
- Surface water concerns (linked to Knackers Wood Water Recycling Centre).

Reasoned Justification

In reviewing the 1997 Local Plan policy that covered this area, it was considered that it would be preferable to treat the sailing club separately from the holiday and residential waterside plots around it. This allows the encouragement of the continuation of this valuable use in the location, and allows the Policy wording to be better focused on the particular likely redevelopment issues relating to a sailing club and to its immediate surroundings. The land off the island is considered suitable for car parking associated with the sailing club,

¹⁰⁵ http://www.broads-authority.gov.uk/_data/assets/pdf_file/0005/703940/Mooring-design-guide.pdf

but built development here would reduce the area's contribution to the openness of the area in general and the adjacent public open space in particular.

The Habitats Regulations Assessment identified the potential for future developments at the club to have adverse effects on the nearby Natura 2000 sites. The Habitats Regulations and Policy PUBDM12 require that this potential is assessed and avoided in respect of any future planning application.

Proposals will need to meet the requirements of policy PUBDM21 as the Horning area generally has good dark skies.

Of particular importance to this area is the policy on Surface Water (PUBDM5).

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan as well as to reflect the Dark Skies study 2016.

Policy PUBHOR5: Crabbett's Marsh

Inset Map 10

This area will be protected for its landscape and nature conservation value. It is also recognised that the access here is a major constraint.

All forms of new built development will be firmly resisted, as will the stationing of vehicles, caravans and boats. (In this context the stationing of boats excludes short-term halts of waterborne craft in the course of navigation.)

Acceptable uses are likely to be those which are compatible with its semi-natural and undeveloped state, such as intermittent and very low level private leisure use and those that enhance or restore the natural character of the area.

Constraints and features

- Tree preservation order for this and adjacent area, which also forms an important backdrop to Horning.
- Alder Carr woodland is a Broads Biodiversity Action Plan priority habitat.
- Not far (across river) from SAC, SPA, Ramsar, SSSI.
- Article 4 Direction (1972) removes permitted development rights for gates, fences, walls and enclosures; temporary use of land under '28 day rule'; etc.
- Flood risk (predominantly zone 3 by EA mapping, with small areas of zones 1 & 2).

Reasoned Justification

Attempts to control the incremental development of this area go back to at least the early 1970s, and have been complicated by the sale and purchase of individual 'leisure plots' without always sufficient regard to the lawful uses of the land. During that time a very limited amount of development has either been granted planning permission or become immune from enforcement action, but more generally the Authority (and its predecessors as local planning authority) has sought to resist built development and engineering works such as the building of roads and the cutting of mooring basins.

The policy seeks to resist the erosion of the area's landscape and nature conservation value, and recognising the limitations of the road access, while revising the wording to clarify what the policy is seeking to achieve and the acceptable range of possibilities.

When referring to built development, this includes sheds and similar structures; and such engineering works as raised ground levels, road building, and creation of moorings, cuts, paved tracks, hard-standings or moorings.

The stated protection of this site, and the restriction on caravans, etc., is supported by the Environment Agency on flood risk grounds.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBHOR6: Horning - Boatyards, etc. at Ferry Rd. & Ferry View Rd.

Inset Map 10

The land identified on the Adopted Policies Map will be subject to policies in the Economy Section of the Local Plan and for the purposes of PUBDM36 (New Residential Moorings) will be treated as if adjacent to a development boundary.

Developments shall include

- a) appropriate measures to manage any risk of water pollution arising from development;
- b) improvements to the existing disposal of surface water and ensure that any additional surface water generated by the development is addressed appropriately;
- c) significant landscape planting to help soften the appearance of the area, integrate it into the wider landscape, and support wildlife and biodiversity (e.g. by use of nectar mixes), but subject to avoiding the creation of additional wind shadowing of the river affecting its sailing value; and
- d) pay particular regard to the setting of the nearby listed buildings.

The range of potential development will be constrained by the high flood risk to most of this area and the application of national and local policies on flood risk.

Constraints and features

- Close to SAC, SPA, Ramsar site, SSSI, NNR.
- Flood risk (predominantly zone 3 by EA mapping, with small areas of zones 1 & 2).
- Knackers Woods Water Recycling Centre.
- Surface water concerns (linked to Knackers Wood Water Recycling Centre).
- Inappropriate use of drains; some of which are poorly maintained.
- nearby Grade II* Listed Hobbs Mill and Grade II Listed Horning Ferry Mill

Reasoned Justification

The area is somewhat separate from the heart of the village but provides an important range of boating and ancillary services and of moorings. Significant development has taken place in recent years. The boat and related services contribute to the character of Horning, the local economy, and sustaining marine skills.

The Policy gives certainty to the application of industrial and boatyard policies to the area. It has been further considered that it may be appropriate to permit residential boat moorings here, given the scale and character of the area, and the availability of nearby services, even though the area does not abut a development boundary, so the relevant policy is specifically applied to it (as it is to a limited number of other boatyards elsewhere).

Of particular importance to this area is the policy on Surface Water (PUBDM5).

The Environment Agency highlighted that almost all the area is in flood risk zone 3b, and the need to address the risks of water pollution for waterside sites in boatyard use.

Proposals will need to meet the requirements of policy PUBDM21 as the Horning area generally has good dark skies.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBHOR7: Woodbastwick Fen moorings

Inset Map 10

This area will be conserved for the green and semi-natural backdrop it gives to Horning village while providing a significant number of moorings for navigable craft. Improvements to the appearance of the area will be sought, and, if opportunities arise, the removal of houseboats and residential moorings.

Particular care will be taken to protect the landscape, environmental and wildlife value of Woodbastwick Fen, including the adjacent internationally protected wildlife site.

The defined area will be kept generally free of buildings and above ground structures. Provision of unobtrusive moorings, steps, ramps and small scale storage lockers, for use incidental to the enjoyment of the moorings will be permitted. External storage, and extensive hard paving or boardwalks, will not be acceptable.

No new moorings will be permitted on the river frontage, in order to avoid further restriction of the navigable area of the river.

New residential moorings or houseboats will not be permitted. The area will be treated as not being adjacent to a development boundary for the purposes of Policy PUBDM36.

Constraints and features

- Immediately adjacent to (and slightly overlaps) SSSI, SAC, SPA, Ramsar site.

- Part of setting of the Horning Conservation Area on the opposite bank of the river.
- Flood risk (zones 2 & 3 by EA mapping).

Reasoned Justification

The area is an important boating resource, but very sensitive in terms of landscape, wildlife and habitats, and also with potential to impinge on navigation in this, one of the busiest stretches of water in the Broads.

Woodbastwick Parish Council has specifically sought restrictions to development in the parishes so as to retain the natural landscape where important habitats have evolved.

The area excludes the less developed western extent of moorings, which is now considered best treated as open countryside for planning purposes.

The Policy's restriction on buildings, and intended removal of houseboats and residential moorings if opportunities arise, are supported by the Environment Agency on flood risk grounds.

The houseboats and residential moorings give rise to parking problems in the village and reduce the use of the staithe by the public. They also have limited, if any, facilities such as water, and tend to look unsightly.

Applicants are directed to the Authority's adopted Mooring Design Guidance¹⁰⁶.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBHOR8: Land on the Corner of Ferry Road, Horning

Inset map 10

The existing live/work units shall be retained for the contribution they make to small business and the local economy. The ground floors shall be used for A1, A2, A3, B1 and B2 uses (use classes order 1987 as amended). Such uses shall be capable of being carried out without detriment to the amenity in the area. The upper floors shall be used as residential for persons solely or mainly employed in the management or operation of the business activity on the ground floor below.

Proposals need to improve the existing disposal of surface water and ensure that any additional surface water generated by the development is addressed appropriately.

Constraints and features

- Close to SAC, SPA, Ramsar site, SSSI, NNR.
- Flood risk (predominantly zone 3 by EA mapping, with small areas of zones 1 & 2).
- Knackers Woods Water Recycling Centre capacity constraints.
- Surface water concerns (linked to Knackers Wood Water Recycling Centre).

¹⁰⁶ http://www.broads-authority.gov.uk/_data/assets/pdf_file/0005/703940/Mooring-design-guide.pdf

Reasoned Justification

The live/work units are a unique offer in the Broads. They offer business space, residential accommodation, off-street-parking and have moorings associated with them. Each unit is relatively small and provides an opportunity for small-scale and new businesses to become established with reduced overheads as the operators can live onsite.

These units remained vacant for some time following construction and detracted from the appearance and experience of this part of Horning. The objective of this policy is to retain the units in beneficial use and ensure their contribution to the local economy and community is maintained long term.

Any business use must not affect the amenity of nearby land uses in line with policy PUBDM20.

The site is outside of a development boundary and therefore dwellings would not normally be permitted. However, residential use is restricted to the upper floors only and must be used only by staff (and family) associated with the business operating on the ground floor.

Alternative uses will only be considered in line with this policy and employment policies if it can be satisfactorily demonstrated the existing permitted range of uses are not financially viable and the proposed new use is compatible with flood risk, protecting amenity and the location outside a defined development boundary and other policies in this Local Plan. The Authority will need to verify the content of any viability report and may need to employ external expertise to do so (the applicant will need to meet the cost of this).

Evidence used to inform this section

- Site visits and planning application history

1.11 HOVETON AND WROXHAM

Policy PUBHOV1: Green Infrastructure Inset Map 11

The identified significant areas of green infrastructure will be retained for their combined and respective contributions to the character and appearance of the village, the amenity of visitors and local residents, flood water capacity and nature conservation.

Constraints and features

- Parts lie within the Wroxham Conservation Area.
- Most at serious risk of flooding, according to SFRA.
- Flood risk (zones 1, 2 & 3 by EA mapping).

Reasoned Justification

This Policy seeks to protect a number of areas of open space/green infrastructure. It is important to recognise that it is protecting their openness and not specifically promoting public access to them. Parts of the proposed area have public access, but others are private and do not.

The area has four distinct parts.

1. The first area is off Brimblelow Road, much of which is private garden and mooring, but makes an important contribution to the landscape and amenity of the vicinity, a visual and wildlife link to the open land (marshes and woodland) close to the east, and where significant development would not, in any case be acceptable because of flood risk and access/highway limitations.
2. The second area comprises the extensive gardens of properties in Beech Road. The inclusion of the area in this policy is intended to provide greater clarity about what the Authority wishes to see here, and to avoid some recent developments creating a precedent.
3. The third area is the public open areas along the riverside between Granary Quay (included) and stretching up past the pub, moorings, Visitor Centre, Railway Bridge and a little beyond. Hoveton Parish Council have previously stated that they wished to see Granary Staithe kept open and accessible to the public for the enjoyment of both residents and visitors and as an asset on the northbound entry into Hoveton, and that this view is widely supported by feedback they have had from residents.
4. The fourth area is the public staithe, Trafford Memorial Ground, Caen Meadow area off Church Road, as proposed by Wroxham Parish Council. The area is remote from the development boundaries in this plan but very close to those of the development boundary in the current Broadland Local Plan just across the road and outside the Broads boundary.

The wording of the Policy is intended to highlight their common and combined value and treatment, while recognising the differences in their qualities and access.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBHOV2: Station Road car park

Inset Map 11

This area will be retained in use for car parking. Environmental improvements and landscaping will be encouraged to improve its contribution to the character and appearance of the area.

Constraints and features

- Flood risk (zones 1, 2 & 3 by EA mapping).

Reasoned Justification

The availability of sufficient parking is a major factor in the continued success of businesses in the area and to the vitality of Wroxham and Hoveton. Given the nature of the hinterland, car use is the primary means of access to facilities for most people. The availability of the present level of parking is important to maintain that access. The concentration of car parking (here and elsewhere around the village) also helps reduce the clutter of cars in the wider townscape.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBHOV3: Brownfield land off Station Road, Hoveton

Inset Map 11

The following sites are allocated for the following uses:

A: Former Broads Hotel Cottage site is allocated for A3 and A4 land uses (land use class order 1987 as amended). Retail and an element of residential, in particular affordable housing, may be acceptable.

B: Former Waterside Rooms is allocated for A3 and A4 land uses (land use class order 1987 as amended). Retail and an element of residential, in particular affordable housing, may be acceptable.

C: Building next to the King's Head pub is allocated for holiday accommodation.

With regards to the former Waterside Rooms and the building next to the King's Head, the Authority would welcome a comprehensive scheme that covers both areas in order to deliver a mixed use scheme that takes advantage of this waterside location within the centre of the village and offers environmental and visual improvements.

Proposals for these sites off Station Road will need to address each of these criteria:

- i) Careful consideration will be given to the design, scale and layout of any redevelopment and potential additional impacts on nearby land uses;
- ii) Proposals must enhance the appearance of the area including the public realm;
- iii) Reinforce the relationship with the already established riverside walk;
- iv) Part of the sites are at risk of flooding and the type, siting and layout of development will need to take account of this in conformity with national policy;
- v) Appropriate measures to manage any risk of water pollution arising from development are required to be put in place; and
- vi) Proposals to provide car parking must be thoroughly justified and if the need is proven, must be well designed.

Constraints and features

- Near to Wroxham Bridge, which is a Scheduled Monument.
- Land next to the King's Head pub is partly in flood risk zones 2 and 3.
- Former Waterside Rooms and Former Broads Hotel Cottage site are partly within flood zone 2.
- Station Road and the footpath along the river run either side of these sites. These sites are en route from the car parks at Hoveton as well as the railway station.
- Popular area for boats to be moored.
- Successful King's Head pub nearby.
- Former Broads Hotel site is in North Norfolk (this site has been cleared of buildings, but vegetation seems to have grown back)

Reasoned Justification

This Local Plan seeks to address some redundant/underutilised or derelict sites around the Broads Authority Executive Area. Such sites can have a negative impact on the landscape, townscape or waterscape and if brought into an appropriate use in an appropriate way, can then become an important asset to the area.

The three sites that are allocated in Hoveton are close to each other along Station Road. Two of the sites are either derelict or have been demolished and the third site is underutilised and is also boarded up.

a) Former Broads Hotel Cottage site

This site was linked with the Broads Hotel over the road and was demolished soon after the hotel on behalf of North Norfolk District Council because it was unsafe. The policy requires the site to be used as food and drink with the potential for retail and residential use to reflect the central village location.

The Authority would wish to see food and drink, retail or holiday accommodation. Some market residential could be acceptable as part of a mixed use scheme. Affordable housing in particular would be welcomed.

b) Former Waterside Rooms

This former public house has been derelict for some time and can be viewed from the water, thus detracting from what is otherwise a popular and well maintained area of Hoveton riverside. The policy seeks regeneration of this site. Demolition and redevelopment could be acceptable. Any scheme will need to be of the highest quality of design to reflect the prominent waterside location as well as the nearby collection of buildings associated with the King's Head Pub (also part of this policy). The Authority would wish to see food and/or drink premises, retail or holiday accommodation. Some market residential could be acceptable as part of a mixed use scheme. . Affordable housing in particular would be welcomed.

c) Buildings next to the King's Head pub

This interesting building seems underused and has great potential to be improved and brought into better use. This site could provide some holiday accommodation to counter the loss of the Hotel on Station Road. The buildings are of heritage value (not listed or on the local list) and also make a significant contribution to both the street scene and riverside at Hoveton. The Authority seeks to retain and re-use them, allowing the positive visual and heritage contribution they make to be retained. This could be in isolation or as part of a wider scheme for the Station Road area. This building and the Former Waterside Rooms are under the same ownership and a comprehensive scheme for the two sites considered together would be welcomed. This could also address the car parking at the pub and the courtyard could be brought into a better use that reflects its waterside location.

Other considerations

The policy also lists some considerations that are relevant to the three sites and other policies of the Local Plan are likely to be of relevance.

This area is very prominent both from the river and Station Road. Many people walk past these sites between the car park and station to the village centre, along the river or by the road. Design and how proposals fit with the public realm in the area is of great importance.

This end of the village has many car parking spaces with even more provided the other side of the railway. The Authority is aware that some would like to see more car parking in this area of the village. Any proposals for car parking for public use must be thoroughly justified through a car park assessment undertaken at peak times over a suitable time period, assessing weekend and weekdays. Any proposals for car parking need to be well designed with safety being a key factor.

Evidence used to inform this section

- Site visits and local knowledge of this area

Policy PUBHOV4: BeWILDerwood Adventure Park

Inset Map 11

The retention of the park as identified on the policies map, as an outdoor adventure and education facility will be supported.

Ancillary development to meet the operational needs of the park, alterations to existing development and modest new development that supports the outdoor adventure and education facility will be permitted if the following considerations are satisfactorily addressed:

- a) impacts on individual trees and the woodland as a whole;
- b) impacts on protected species and habitats;
- c) impacts on amenity of adjoining occupiers including from changes in activities on site and opening times;
- d) traffic, transport, access and parking;
- e) flood risk and water quality;
- f) ongoing management of the activities of the park to protect the trees, woodland, habitats and species; and,
- g) Impacts on visual amenity and landscape character of the area.

The outdoor adventure and education facilities shall remain within the existing main facility area (as identified on the policies map)

Appropriate complementary diversification necessary to support the existing park may be acceptable, subject to consideration of the above points and other policies in the Local Plan and NPPF.

The policies map identifies three main areas:

- i) The main area of the outdoor adventure and education park. In this area retention and alteration of the existing play structures and other features will be broadly acceptable. Some modest new development may also be appropriate.
- ii) The maturing woodland area is protected as a visual and amenity buffer. Small scale park related activities which do not cause adverse impact may be supported in this area; and,
- iii) The car parking and service areas will be retained in such a use.

CONSTRAINTS & FEATURES

- Previous surveys have found BAP invertebrates, bats, breeding birds, otter, and water voles.
- There are large areas of wet woodland.
- Flood risk has changed over time. Previous FRAs have found parts of the area in Flood Zone 2 and 3. Much more is affected when considering Climate Change allowance.
- The Three Rivers Way walking and cycle route passes by the entrance to BeWILDerwood.
- The site is also home to The Norfolk Broads Cycling Centre.

Reasoned Justification

BeWILDerwood Adventure Park is one of the major attractions in the Broads. There are Treehouses, zip wires, storytelling, boat trips and marsh walks and the BeWILDerwood education programmes offer cross-curricular activities.

Being such a unique and popular attraction, in a special setting, a policy is deemed necessary to manage change in a way that seeks to protect and enhance the trees, species and amenity of nearby and adjoining occupiers. The park has continued to develop incrementally since first opening, but the trees and habitat are sensitive to the activities of the park. This policy also seeks to help the local community understand what may/may not happen in future.

The Park is required to be within the existing woodland because of visual, landscape and amenity impact.

The Horning Road access shall remain the primary access, with internal circulation on the track permitted by 2012/0038 and 2016/0063 and limited emergency and delivery access via Long Lane in accordance with 2012/0038 and 2016/0063. Any development which would result in an increase in visitor numbers should be served by appropriate sustainable transport options. Additional demands for on-site parking, if acceptable with regards traffic and highway safety, would need to be carefully designed to integrate into the landscape and protect the amenity of adjoining occupiers.

All proposed development within the park should be assessed in line with BS5837:2012 - Trees in relation to design, demolition and construction (or any successor standard). The policy seeks to ensure the management of the existing development and any future development takes account of the following impacts on trees:

- Reduction in tree cover
- Compaction of roots and associated impact on tree vigour
- Severance of roots
- Impact damage
- Tree protection during construction
- Comprehensive and sustainable woodland management

Turning to habitats around the site:

- Wet Woodland: The wet woodland habitat is the most important and species rich of the habitats on the site. Any future development should avoid adverse impacts to wet woodland habitat and associated plant and invertebrate species.
- Grassland: used by resident breeding barn owls for hunting and should remain available and managed as such.
- Woodland: The woodland on the site supports many species including bats, birds and invertebrates, and some reptile potential such as grass snake. Any further development should take into account protected species mitigation and enhancement.

The car parking lies outside these areas but is an important component of the development and there are dedicated service areas. It would be appropriate to retain these uses in these areas.

The emphasis of this policy is in line with BeWILDerwood's own Environment Policy¹⁰⁷ which states that the Parks was designed 'to have a light environmental impact and to carry a sustainable approach throughout every aspect of the business'.

Evidence used to inform this section

- Experience gained through assessing planning applications and collaborative working with the owners.

Policy PUBHOV5: Hoveton Town Centre and areas adjacent to the Town Centre
Inset Map 11

For both areas identified on the Policies map:

- Appropriate improvements to the quality of the public realm, in particular the river frontage and access to the river will be supported.
- Residential uses will be supported only where they do not displace a potential retail, tourism or business frontage (e.g. at first floor level or on a non-business frontage).
- Particular care will be taken to ensure that
 - developments do not significantly exacerbate traffic congestion and air quality problems in the vicinity of the bridge, and
 - the scale, massing and external treatments, including advertising, contribute to the enhancement of the area's appearance.

The Town Centre.

Hoveton Town Centre is identified as a medium town centre.

Proposals for shop extensions, expansion and re use of vacant units for town centre uses will be supported as long as they:

- are of a scale appropriate to the size of Hoveton Town Centre;
- enhances the appearance and respects the character of the centre including its retail function and historic interest;
- enhance access to the Broads;
- assist in maintaining the existing retail function; and
- contribute to the vitality and viability of the Town Centre.

Retail uses A1 to A5 (as per the land use class order 1987 as amended) will be concentrated in the Primary Shopping Area as defined on the policies map.

For Town Centre land uses outside of the Town Centre a Sequential Test and Impact Assessment will be required. The Impact Assessment threshold for Hoveton Town Centre is locally derived and set at 500sq m gross. In addition to the NPPF requirements of impact thresholds (see NPPF paragraph 26) any impact assessment must include an assessment on locally important impacts such as, but not, limited to access to the river, traffic flows over the bridge, the safety of pedestrians crossing Norwich Road and the impacts on the provision of surface car parking.

The 2017 NNDC retail study identified limited potential to accommodate additional growth over the plan period, in the region of 1,234 gross Sqm. Proposals that seek to deliver additional retail A1- A5 will be supported in accordance with the identified Floorspace projections.

The areas adjacent to Hoveton Town Centre

¹⁰⁷ <http://www.bewilderwood.co.uk/environment-policy>

Redevelopment of sites and buildings within this area will be supported where this provides retail, tourist or boating facilities, and enhances the appearance of the area

Constraints/Features

- Actual Town Centre spans North Norfolk District Council and Broads Authority boundaries
- Localised congestion in the town centre and over the bridge into Wroxham.
- Hoveton Town Centre is classed as a Medium Town Centre in the emerging North Norfolk District Council Local plan.
- Town centre is dominated by Roys.
- Town Centre extends to near to the river and riverside area.

Reasoned Justification

This policy has been produced in coordination with North Norfolk District Council in recognition that the Local Planning Authority boundary is arbitrary and the town centre needs to be considered as a whole. The following map shows the entire town centre although the Policies maps of North Norfolk DC and the Broads Authority will only show the part of the Town Centre within their respective areas.

The North Norfolk Retail and Main Town Centre Uses Study (2017) supports the policy approach for Hoveton Town Centre as the shops in Hoveton are identified as trading below national levels, there is a low retention rate especially for comparison goods resulting in expenditure leakage to Norwich. That being said, the town's tourist role is an equally important one and a broad mix of retail establishments across the town is seen as important to maintain the whole towns vitality and viability. The shop vacancy rate in Hoveton is also low. In terms of meeting the requirements, this could be accommodated in vacant units and extensions.

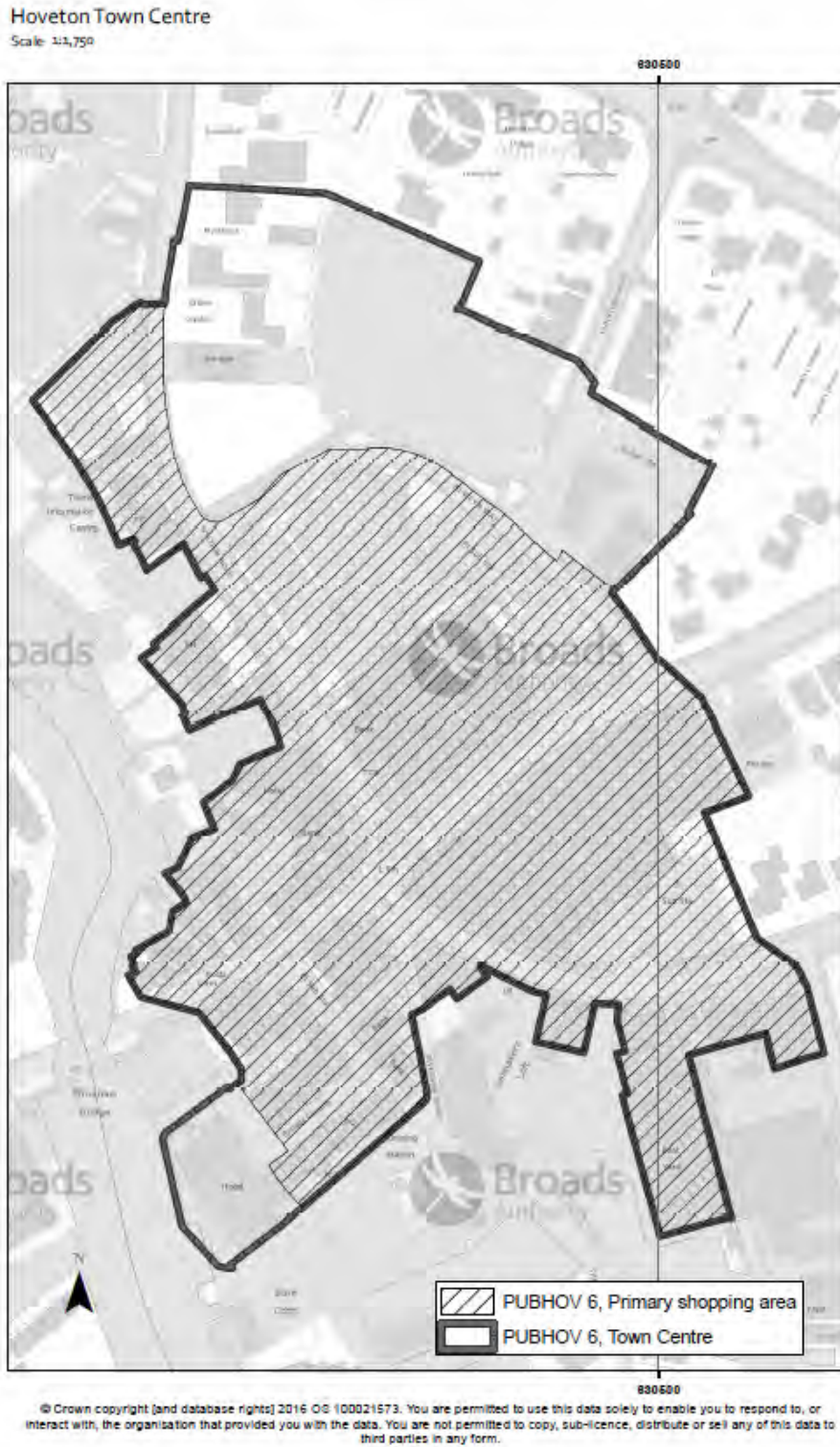
The Retail Study recommends that Hoveton Town Centre should not have Primary or Secondary Frontages. This is because of the dominance of Roys of Wroxham (i.e. a small number of large Class A1 units) and the predominance/scatter nature of tourist related facilities.

The **sequential test** for town centre uses outside of the town centre (NPPF paragraph 24) need to consider cross boundary policies and treat the town centre as a whole and indeed Hoveton as a whole rather than limit to the area within the Broads Authority. It may be prudent to also include Wroxham as the two settlements adjoin each other. Note that this requirement is for the town centre as a whole and could be met in either of the Local Planning Authority Areas (or through a combination of sites in both).

A locally set threshold of 500 sq.m gross for the **Impact Assessment** would be appropriate for retail and leisure development in Hoveton/Wroxham reflecting the existing scale of the town centre and the floorspace projections. A threshold of 2,500 sq.m gross as stated in the NPPF (paragraph 26) would be significant in relation to the scale of existing retail provision in Hoveton/Wroxham and is more than double the total floorspace projection over the plan period.

Evidence used to inform this section

- The North Norfolk Retail and Main Town Centre Uses Study (2017)



1.12 LODDON

Policy PUBLOD1: Loddon Marina Residential Moorings
Inset Map 5

Policy PUBDM36 (New Residential Moorings) will apply as the boatyard will be treated as if it were adjacent

to a development boundary. Proposals for Residential Moorings of up to a maximum of 10 will be allowed in this area if they are not at a scale which would compromise existing business on the site as well as meeting the criteria in Broads' policies on General Employment and Boatyards.

Proposals must ensure no adverse effects on water quality and the conservation objectives and qualifying features of the nearby SSSI.

The residential boats moored here must not encroach further into the river.

A satisfactory solution will be required to address the Highways Authority concerns regarding impact of the development on High Street and Church Plain.

Constraints and features

- In the vicinity of Hardley Flood SSSI part of the Broadland SPA
- Flood Zone 3 (EA Mapping)
- Within then Loddon and Chedgrave Conservation Area
- Generally the approach to the boatyards in this area is quite busy with occupied moorings.
- Electricity, water, toilet and shower pump out facilities available on site.
- Many services and facilities walking distance from site.
- Potential issues relating to impact of residential moorings on traffic flow of High Street and Church Plain.

Reasoned Justification

The BA would support up to ten of the moorings at Loddon Marina being converted to residential moorings in line with policy PUBDM36. The benefits of a regular income as well as passive security that residential moorings can bring are acknowledged. However, in accordance with other Local Plan policies, the conversion of an entire business to residential moorings would not be supported. Whilst the entire length of moorings at Loddon Marina are allocated, the Authority supports a maximum of ten of these moorings to be residential moorings.

To ensure the residential boats moored here do not impact navigation and as the moorings are stern on, there could be a length restriction on boats here as part of any application. It is not a requirement of this policy that the basin is extended; rather that private moorings are converted to residential moorings.

Loddon Marina has good access by foot to every day services and facilities provided in Loddon and Chedgrave (such as a supermarket, pharmacy, school and Post Office). Bus stops to wider destinations are also within walking distance from these areas.

Proposals must also take into consideration the SSSI near to this Marina and the Marina's location with a conservation area.

The quay heading used to moor and access boats may be in need of improvements and any application should address this.

The Highways Authority has raised some concerns regarding the impact of the development on High Street and Church Plain which already experience traffic related issues. Any proposal will need to address these concerns satisfactorily.

Anglian Water Services will need further information relating to foul water disposal to assess if there is capacity in the network.

Evidence used to inform this section

- Residential moorings topic paper
<http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

1.13 NORWICH

Policy PUBNOR1: Utilities Site

Inset Map 12

Redevelopment of this area will be sought to realise its potential contribution to the strategic needs of the wider Norwich area.

Redevelopment proposals will only be supported where they:

- Do not prejudice a comprehensive and deliverable mixed use scheme for the whole of the Deal Ground/Utilities Sites Core Area (including those parts outside the Broads boundary);
- Protect and enhance natural assets;
- Provide a high quality local environment through high quality design and landscaping;
- Balance scale and massing of development having regard to its location on the urban fringe, and make a positive contribution to the views between the river and the site;
- Do not impede the navigation of the Rivers Yare and Wensum;
- Provide evidence, including a site flood risk assessment, to confirm that any development will be consistent with national and local policy in terms of both on-site and off-site flood risks
- Provide sustainable access, including the pedestrian and cycle links through the site and linking to the wider network;
- Provide public access to the length of the Yare riverfront;
- Are energy and water efficient;
- Identify, and provides remediation of, any existing ground contamination;
- Manage any risk of pollution of groundwater or river water arising from the proposed uses; and
- Make appropriate use of the safeguarded sand and gravel resources on the site where practicable (see Norfolk County Council's Core Strategy Policy CS16 - Safeguarding mineral and waste sites and mineral resources).

The provision of serviced self-build/custom build plots is encouraged.

Project Level Habitats Regulation Assessments will be needed to assess implications on sensitive European Sites. Measures to mitigate for the effects of new growth may be required, such as the provision of good quality on-site green infrastructure to mitigate for recreational disturbance.

The Authority will also expect the following to be delivered as part of the overall scheme unless it is demonstrated this cannot practically be achieved:

- Improved opportunities for recreation on site;
- Improved facilities for recreational boating on the river frontage; and
- A pedestrian/cycle link across the Wensum and Yare between the City Centre and Whitlingham Country Park.

A proportionate developer contribution will be required to address any increased demand on services and facilities in Whitlingham Country Park arising from the creation of this link.

Constraints and features

- Close to Norfolk County Wildlife Site – Cary’s Meadow.
- Likely to be of archaeological interest (Roman and WW2 finds in vicinity).
- Flood risk (zone 2 by EA mapping).
- Contributes to the urban/rural transition.
- Semi natural habitat on the edge of Norwich.
- Future growth could have an impact on the foul sewerage network capacity.

Reasoned Justification

The site is part of a much wider area of industrial land, now largely redundant, and stretching across the planning boundaries of the Broads Authority, Norwich City Council and South Norfolk District Council. This wider area is seen as having strategic development potential, but bringing development forward is complicated by access problems and the number of different landowners.

The wording for this Policy reflects, but simplifies and adds to, the content of the ‘East Norwich Joint Statement’ produced by Norwich City Council in association with the Broads Authority and South Norfolk DC.

The Environment Agency:

- supports the reference to the need to address flood risk issues, and highlights the need for Flood Defence Consent from the Agency for development and trees in proximity to the river;
- highlights the importance of protection against water pollution, that the site lies over groundwater resources and within Source Protection Zone 1, and the potential risks of water pollution from waterside sites in any industrial/boatyard uses; and
- draws attention to the potential of contaminated land.

Norfolk County Council identifies that the site includes a safeguarded minerals (sand and gravel) resource.

There may be a requirement for an evidence based, project level HRA, to inform the provision of greenspace that provides adequate daily recreation and dog walking facilities to meet needs and to provide European site mitigation.

There could be potential for serviced plots to be provided for people to build their own homes as part of any residential element of the scheme.

It is anticipated that the dwellings will be delivered between 2021 and 2025.

In relation to the potential new link to Whitlingham Park, there could be more use of the park by residents living at the Utilities Site. The Authority appreciates that this link will make the Park more directly accessible to more visitors and benefit the wider existing community in the area, not just the residents of the Utilities Site. As such an assessment of the increased number of visitors likely to visit the Park from the Utilities Site development will be needed. This will then determine the developer contribution required to enable the

park to accommodate the additional visitors and demand on the services and facilities. The developer contributions sought would only reflect the visitors arising from Utilities Site development.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.
- East Norwich Joint Statement

Policy PUBNOR2: Riverside walk and cycle path

Inset Map 12

Land will be safeguarded for a riverside walk and cycle path along the Wensum/Yare, and implemented in a way which links to the wider network of public access in the area. Development of the walkway will need to address the archaeological and minerals potential of the area.

Constraints and features

- Likely archaeological interest in the area (Roman wharfs, WW2 structures found in vicinity).
- Flood risk (zone 2 by EA mapping).
- Being next to the river, will need to consider impact on navigation.

Reasoned Justification

Public access to the riverside along this stretch of the Yare (from the confluence of the Yare and Wensum to the railway bridge over the Yare) has long been a policy objective. This is included in the aspirations for the development of the 'Utilities Site', but is proposed as an additional, separate Policy so that this is clearly indicated as an intention even if the adjacent site is developed later, or in a way different to that envisaged by that policy.

The Environment Agency highlights the need for Flood Defence Consent from the Agency for development and for any trees in proximity to the river.

The Safety by the Water policy requirements will be of particular importance to this riverside path.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.
- Emerging River Wensum Strategy is also of relevance.

1.14 ORMESBY ST. MICHAEL

Policy PUBORM1: Ormesby waterworks

Inset Map 13

Ormesby water treatment works will be protected from development which adversely affects the proper functioning of the waterworks and its contribution to the landscape and visual amenity of the locality.

Development reasonably required for the operation of the water treatment works, and the operator's

statutory duties as a water supply undertaker, will be supported where this

- a) is designed to make a positive contribution to the local landscape or to minimise any negative visual impact, particularly when viewed from Ormesby, Ormesby Little, and Rollesby Broads;
- b) where the tree coverage of the site, which makes an important contribution to the character and appearance of the area is retained, and also protected during construction works;
- c) reduces light pollution; and
- d) has no adverse effect on the adjacent Special Area of Conservation and Site of Special Scientific Interest.

Constraints and features

- Site adjacent to and slightly overlapping with, SAC and SSSI.
- Flood risk (zones 1, 2 & 3 by EA mapping).

Reasoned Justification

Ormesby Waterworks, run by Essex & Suffolk Water, provides the public water supply for a large area around Great Yarmouth. The company is also involved in improvements to water quality in the Trinity Broads as part of the Trinity Broads Partnership.

The Policy is intended to continue to provide encouragement for the maintenance and upgrading of the works, while ensuring that the sensitivities of the area are fully addressed in any development.

Proposals will need to meet the requirements of policy PUBDM21 as the Trinity Broads generally has very good dark skies.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan and amended to reflect Dark Skies Study 2016.

1.15 OULTON BROAD

Policy PUBOUL1: Boathouse Lane Leisure Plots

Inset Map 14

The rural and semi-natural character of the area, its contribution to the views from the Broad, and flood water capacity will be protected.

Development will be strictly managed to support these aims, and in view of the poor road access and the serious risk of flooding affecting significant parts of the policy area.

The provision of...

- a) small scale storage lockers for use incidental to the enjoyment of moorings, or
- b) modest sized single room day huts, storage sheds and boat sheds

...will generally be permitted provided

- i) the plot within which they are located remains predominantly open;

- ii) the number of buildings does not lead to an over-developed site (usually one building is acceptable);
- iii) in the case of day huts and storage sheds these are sited well back from the water's edge and not prominent in views from the Broad; and
- iv) the design, materials and boundary treatments are not intrusive in the area or in views from the Broad.

The raising of ground levels will not generally be acceptable, in order to retain flood capacity.

The permanent or seasonal occupation of the land, vehicles, boats, etc., or the stationing of caravans, will not be permitted.

In the light of the potential for archaeological remains in the area an archaeological survey may be required in advance of any grant of planning permission.

Constraints and features

- Within Oulton Broad Conservation Area. Near (across broad) SAC, SPA, and SSSI.
- Article 4 Direction (1981) – removes permitted development rights for walls, gates, enclosures, etc.
- Flood risk (zones 1, 2 & 3 by EA mapping; mainly zones 3a & 3b, and some zone 2, by SFRA 2007 mapping).

Reasoned Justification

The area features some long-established leisure plots accessed by a narrow unmade lane. The area forms an important part of the setting of Oulton Broad and the trees and shrubbery contribute to a semi-natural appearance. Maintaining an appropriate balance between the lawful use of the land and the control of additional buildings, structures and vehicles that owners often want to install on their plots has been a challenge for many years.

The policy seeks to clarify what the Authority is trying to achieve, and permit a basic level of built development in support of the plots' lawful uses while minimising adverse impacts on the scenic beauty of the broad and on the flood water capacity of the area.

The Environment Agency supports the intention to keep buildings back from the river frontage/water front. While 'well back' is difficult to define and it depends on particular local circumstances in general setting the building back by a third of a plot could be appropriate. Being hard up or too close to the water's edge could enclose the river/Broad's edge and be overbearing. Setting of buildings with an undeveloped area in front will also allow architectural interest of buildings to be appreciated.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBOUL2: Oulton Broad - Former Pegasus/Hamptons Site

Inset Map 14

This site is allocated for

- a) a boatyard use,
- b) and (optionally) housing, recreation, entertainment, or employment use (or uses) where compatible with the boatyard use, road access, neighbouring uses and flood risk.

Development of the site will be required to:

- i) Be of high standards of design;
- ii) Have high quality landscaping
- iii) Fully assess the impact of the development on the surrounding road network and demonstrate adequate capacity to meet the likely traffic demands and demonstrate adequate capacity or provision of satisfactory mitigation to meet the likely traffic demands of the site;
- iv) Incorporate appropriate measures to manage any risk of water pollution arising from the development;
- v) Incorporate appropriate measures to mitigate or remedy any ground contamination;
- vi) Provide evidence, including a site flood risk assessment, to confirm that any development will be consistent with national and local policy in terms of both on-site and off-site flood risks;
- vii) Take account of the site being within the Conservation Area; and
- viii) Provide appropriate and safe access to the water (slipways, moorings) and facilitate views of the water.

The provision of serviced self-build/custom build plots is encouraged.

In the light of the potential for archaeological remains in the area an archaeological survey may be required in advance of any grant of planning permission.

Project Level Habitats Regulation Assessments will be needed to assess implications on sensitive European Sites. Measures to mitigate for the effects of new growth may be required, such as the provision of good quality on-site green infrastructure to mitigate for recreational disturbance."

Constraints and features

- Within the Oulton Broad Conservation Area.
- Opposite (across broad) SAC, SPA, SSSI.
- Flood risk (zones 1, 2 & 3 by EA mapping).
- Future growth could have an impact on the foul sewerage network capacity.
- Close to a pumping station.

Reasoned Justification

This is a visually prominent site on the Broad, now largely derelict. The Authority has long sought redevelopment of the site. It recognises that it is unlikely that the whole of it will remain in boatyard use, but seeks to retain boatyard use and the availability of moorings, etc. at the waterside because of its importance to the local economy and to the recreational value of the wider area. This policy sets out the Authority's approach to achieving such redevelopment, and reflects the essentials of earlier adopted Supplementary Planning Guidance for the site published jointly with Waveney District Council.

A particular local issue is the congestion north of Mutford Lock, as set out in the Local Transport Plan, which may be impacted upon by development of this site. Any transport assessment under this policy should include this constraint. Suffolk County Council may seek contributions from this development, to mitigate any impacts on the highway network.

The Environment Agency highlights the need to address the risks of water pollution for waterside sites in industrial/boatyard use, and the need to deal with the risk of existing ground contamination.

There may be a requirement for an evidence based, project level HRA, to inform the provision of greenspace that provides adequate daily recreation and dog walking facilities to meet needs and to provide European site mitigation.

There could be potential for serviced plots to be provided for people to build their own homes as part of any residential element of the scheme.

Please note that this allocation received planning permission in 2012¹⁰⁸. The policy is being carried forward from the Sites Specifics Local Plan 2014 because the permission is yet to be built out. It is anticipated that the dwellings will be delivered by the end of 2018.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBOUL3 - Oulton Broad District Shopping Centre Inset Map 14

Within the Oulton Broad District Shopping Centre proposals for changes of use of ground floor premises from Use Classes A1 (retail) and A2 (financial and professional services) to other non-retail uses including A4 (drinking establishments) and A5 (hot food takeaways) will not be permitted.

The following changes of use will only be permitted where either cumulatively or individually they have no significant adverse impact on the character, retail function, vitality and viability of the centre, residential amenity including noise, fumes, smell and litter, highway safety, parking and community safety:

- a) from Use Classes A1 (retail) and A2 (financial and professional services) to A3 (restaurants and cafes)
- b) other premises in the Oulton Broad District Shopping Centre to Use Class A3 (restaurants and cafés), A4 (drinking establishments) and A5 (hot food takeaways).

Constraints and Features

- Flood Zone 3 and 2 according to EA mapping.
- Centre is in Waveney and Broads Local Planning Authority areas.
- Next to protected open space – Nicholas Everett Park.
- Spar is the largest retail unit in this centre.
- In Oulton Broad Conservation Area.

¹⁰⁸ The Planning Application is BA/2012/0271/FUL

Reasoned Justification

The NPPF, at paragraph 23, says *'planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period'*.

Recent retail evidence and on-site monitoring continues to identify Oulton Broad as a 'District Centre' where shops and services will be protected and prevented from changing to other uses. Planning Policy Statement 4 (PPS4) 'Planning for Sustainable Economic Growth' (now deleted), defines District Centres as a 'group of shops, separate from the town centre, usually containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library'. There is currently no definition for District Centres in the NPPG or NPPF.

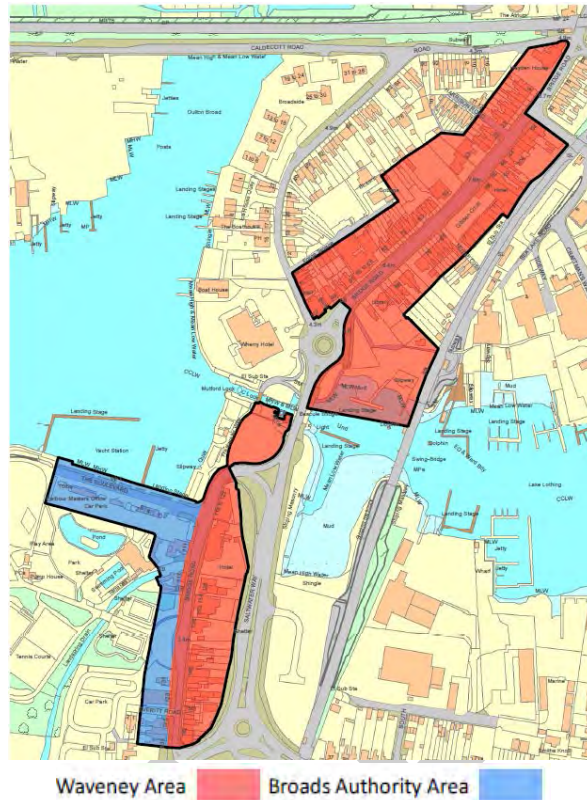
Oulton Broad District Centre is located around Bridge Road in Oulton Broad. The area is shared between the Broads Authority and Waveney District Council's Local Planning Authority areas. There are around 50 retail units currently in operation (according to 2016 monitoring data).

The 2016 Retail and Leisure Study says that the Centre has a relatively good mix of independent stores for its size but an under provision of banks and building societies. The Centre was principally identified as a 'top-up' food shopping destination in the household survey. The assessment suggest that there is potential to increase the convenience food offer as well as increase the number of cafes and restaurants to cater for the need of the local population and the wider tourist market. The assessment also identifies the potential to increase the linkages between the centre and the Broads.

The increase in the number of takeaways has been a cause for concern in Oulton Broad, with late opening times often being associated with anti-social behaviour that harms the amenity of local residents and the environmental quality of the areas. Concern has been raised that a continuation of this trend could reduce the centre's retail provision making it less attractive for local residents and thereby potentially affecting the viability of the remaining shops.

Policy PUBOUL3 is included within both the Waveney District Council Local Plan and the Broads Local Plan to reflect the centre's location across both planning authorities' area. The policy intends to protect the existing shopping and service offer in the Centre and promote new restaurants and cafes where they would not undermine the viability of the Centre. The policy restricts changes of use to A4 and A5 in order to address amenity concerns discussed previously.

It is acknowledged that some changes of use can take place without planning permission under the Permitted Development Order 2015 which allows some flexibility of uses within the area (dependent on size, final proposed land use and whether the site is located in the Broads or not). This policy will apply to circumstances where planning permission is required.



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Evidence used to inform this policy:

- Waveney District Council Retail and Leisure Needs Study (2016)
<http://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Waveney-Retail-and-LeisureNeeds-Assessment-2016/01-Waveney-Retail-and-Leisure-Needs-Assessment-2016.pdf>

1.16 POTTER HEIGHAM BRIDGE

Policy PUBPOT1: Bridge Area

Inset Map 15

The area around Potter Heigham Bridge, as identified on the Adopted Policies Map, will be further developed and enhanced as a location for river related leisure and tourism. Within this area identified on the Adopted Policies Map

- public realm and landscaping improvements are welcomed;
- new residential development will not be permitted; and
- the amenity of existing residential occupiers will be protected.

New development should not harm the Potter Heigham bridge or its setting as a Scheduled Monument and Grade II* listed building.

Proposals will also be designed to avoid contributions to light pollution as well as address existing sources of light pollution.

In addition the relevant policies of the Local Plan will apply with the following provisos:

At the Staithe

- a) Particular care will be taken to achieve improvements to the appearance and public realm of the area;
- b) Development which provides facilities supporting recreation and tourism will be supported; and
- c) Care will be taken to generally limit loss of existing car parking provision, and to ensure adequate car and cycle parking is provided to serve new facilities.

At the former Bridge Hotel site

- d) Particular care will be taken to achieve improvements to the appearance and public realm of the area;
- e) Development which provides facilities supporting recreation and tourism will be supported; and
- f) New holiday accommodation will only be permitted as part of a comprehensive scheme for the site which includes other appropriate recreation and tourism related provisions.

At the large retail outlet

- g) The retail use of this site will be protected;
- h) Appropriate and well-designed improvements or changes to the site will be supported;
- i) Care will be taken to avoid loss of existing levels of car parking provision, and to ensure adequate car and cycle parking is provided to serve these facilities.

CONSTRAINTS & FEATURES

- Potter Heigham Bridge is a scheduled ancient monument and Listed Grade II* building.
- Area close to SAC, SPA, SSSI.
- Flood risk (zones 2 & 3 by EA mapping; zones 1, 2 & 3 by SFRA 2007 mapping).
- Potential archaeological interest.

Reasoned Justification

The area around Potter Heigham Bridge is one of the most popular areas for visitors in the Broads. A range of attractions, including boatyard, cafe, public house, restaurant, shops, moorings and slipway, combined with direct access to and views of the River Thurne, contribute to the appeal.

Car parking in the area is privately controlled. With the number of visitors, boat hirers, workers and chalet occupiers wishing to park in the area, there is potential for the parking provision to come under significant pressure, particularly at peak times. Provision of further car parking is problematic given the sensitivity of the area. It is therefore important to ensure none of the existing capacity is lost. The policy also seeks the provision of improved cycle parking of a useful design in accessible locations to aid visitors by means other than motor cars.

While environmental improvements and some upgrading of premises have occurred in recent years, there remains scope for further improvements and development. In particular the site of the former Bridge Hotel, at the southern end of the bridge, would benefit from a more attractive and permanent redevelopment.

Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework Policies will apply, and a site flood risk assessment may be required to establish the degree of risk.

The large retail outlet is an important visitor attraction in the area, drawing visitors from around the county and beyond. The policy seeks to protect this land use and allow appropriate and well designed improvements or changes to the business.

Bridge Green is designated as Local Green Space. See policy PUBSSLGS.

The Policy provides encouragement and guidance for further improvements and facilities for the area.

Proposals will need to meet the requirements of policy 21 as the Potter Heigham Bridge area generally has good dark skies and is near to the area of darkest skies in the Broads.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan with minor amendments.

Policy PUBPOT2: Waterside plots

Inset Maps 15

The rural and 'holiday' character of the area of waterside plots will be conserved.

a) CHALET PLOTS

Existing waterside chalet plots will be protected from over-development and suburbanisation, while allowing the maintenance and upgrading or appropriate replacement of existing buildings and boundary treatments where this maintains the openness and the low key, lightweight and sometimes whimsical forms of building generally characteristic of the area, and is consistent with policies on flood risk.

Particular care will be taken to

- retain or reinstate an open margin, clear of buildings, to the river frontage;
- retain open areas around and between buildings, and views and glimpses between the river and the land behind the chalets;
- limit the height, bulk and extent of buildings to approximately their present levels, and generally to a maximum of around (i) 70% of the plot width (excluding mooring basins coverage), and (ii) plot coverage of 70%, subject to the particulars of the site and its surroundings;
- encourage the retention or provision of lawn, and flower or shrubbery planting;
- exploit any opportunities to reduce flood risk through the development;
- reduce light pollution; and
- consider the implications of any proposed development on navigation and nature conservation.

Additional dwellings or holiday accommodation will not be permitted; neither will permission be granted for permanent residential occupancy of holiday chalets.

b) MOORING PLOTS

Development will not be permitted other than appropriate riverbank stabilisation and mooring infrastructure, and the provision of small scale storage lockers incidental to the mooring use of the plot.

c) UNDEVELOPED PLOTS

Development will not be permitted on undeveloped plots.

Constraints and features

- High flood risk – outside defences (zones 2 & 3 by EA mapping; zone 3b by SFRA 2007 mapping).
- Close to, and in places adjacent to, SAC, SPA, Ramsar site, SSSI.
- Parts close to Potter Heigham Bridge, which is both a Grade II* Listed Building and Scheduled Ancient Monument.

Reasoned Justification

This option continues the general approach of the 1997 Local Plan, but the changed wording rolls together what were two separate policies, and clarifies what it is trying to achieve and the way that development proposals will be judged.

Proposals will need to meet the requirements of policy PUBDM21 as the area covered by this policy generally has very good to excellent dark skies.

The Mooring and Rivers Bank Stabilisation Design Guides are of relevance.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan and amended to reflect Dark Skies Study 2016.

Policy PUBPOT3: Green Bank Zones

Inset Maps 15

Development will not be permitted within the 'green bank zones' defined on the Adopted Policies Map, in order to conserve the remaining openness and rural character of the area in the vicinity of the Thurne waterside plots and chalets.

Constraints and features

- High flood risk – outside defences (zones 2 & 3 by EA mapping; zone 3b by SFRA 2007 mapping).
- Close to, and in places adjacent to, SAC, SPA, Ramsar site, SSSI.
- Parts close to Potter Heigham Bridge, which is both a Grade II* Listed Building and a Scheduled Ancient Monument.

Reasoned Justification

Further spread of riverside plots would erode the landscape and special character of the locality, add to flood risk, threaten water quality and lead to further demand for car parking provision and utilities infrastructure.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

1.17 ST. OLAVES

Policy PUBSOL1: Riverside area moorings

Inset Map 16

The defined area will be kept generally open, and uses limited to the mooring of boats and uses incidental to that activity. Particular care will be taken to ensure that any development is sensitively designed, landscaped and, where appropriate, screened from river views.

Provision of unobtrusive access tracks, parking areas, moorings, steps, ramps and small scale storage lockers, for use incidental to the enjoyment of the moorings will be permitted.

The permanent or seasonal occupation of the land, vehicles, boats, etc., or the stationing of caravans, will not be permitted.

Constraints and features

- Article 4 Direction (1990) – removes wall/gate/enclosure PD Rights.
- Area at high risk of flooding (zones 2 & 3 by EA mapping; zones 2, 3a & 3b by SFRA 2007 mapping).

Reasoned Justification

Management of a potential proliferation of development in this area has been an issue going back some years. The Policy continues the approach of the 1997 Local Plan, but the wording has been refined to clarify what it is trying to achieve. Applicants are directed to the Authority's adopted Mooring Design Guidance¹⁰⁹.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBSOL2: Land adjacent to A143 Beccles Road and the New Cut (Former Spinnakers restaurant)

Inset Map 16

Refurbishment or redevelopment of the former restaurant on this land will be encouraged, in order to improve the visual amenity of the area.

¹⁰⁹ http://www.broads-authority.gov.uk/_data/assets/pdf_file/0005/703940/Mooring-design-guide.pdf

Holiday accommodation, restaurant, public house or a use associated with boating activities would be supported subject to other policies in the Local Plan. Proposals for reuse or replacement of the premises will need to address the risk of flooding.

Constraints and features

- Flood risk (zones 2 & 3 by EA mapping; mainly zone 3b, some 3a, by SFRA 2007 mapping).
- Halvergate Marshes Conservation Area adjacent but separated visually from the site by elevated road and bridge.
- Boat yard adjacent to the site.
- Site is adjacent to the river.
- A143 (bridge) passes the site.

Reasoned Justification

These restaurant premises and adjacent land have been unused for a considerable time. The continuing unsightly appearance of the buildings and surrounds are of concern to Fritton and St. Olaves Parish Council (the site actually lies in Haddiscoe Parish, but is visually part of the settlement of St. Olaves).

Although a reopening of the restaurant premises would be welcome, the policy would permit a range of different redevelopment options, subject to the constraints of the flood risk to the site.

Proposals will need to meet the requirements of policy PODM21 as the St Olaves area generally has very good dark skies.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

1.18 STALHAM

Policy PUBSTA1: Land at Stalham Staithe (Richardson's Boatyard)

Inset Map 17

The land identified on the Adopted Policies Map will be subject to the policies in the Economy Section of the Local Plan, and for the purposes of PUBDM36 (New Residential Moorings) will be treated as if adjacent to a development boundary.

The peninsula of land between the river and the mooring basins should be kept clear of buildings and large structures, and landscape planting should be provided on this peninsula to protect and enhance views from the river. The type of planting will need to avoid the creation of additional wind shadowing of the river affecting its sailing value

Measures to control any risk of water pollution arising from new development will be required.

An archaeological assessment is likely to be required as part of any application for any operational development.

Constraints and features

- Adjacent to Stalham Staithe Conservation Area (re-appraised in 2016).

- Part of site within Barton & Sutton Broad Archaeological area.
- Close upstream of SAC, SPA, Ramsar, SSSI.
- Flood risk (zones 1, 2 & 3 by EA mapping).

Reasoned Justification

Richardson's Boatyard is one of the largest in the Broads. Local Plan Policy PUBDM36 provides the potential for residential moorings in boatyards adjacent to development boundaries. Although there is no development boundary immediately adjacent to the boatyard, it is close to a significant range of facilities available in Stalham. The availability of these facilities, together with the scale of the boatyard, is considered to meet the intention of Policy PUBDM36 despite the absence of an adjacent development boundary. This Policy therefore explicitly applies that policy to the area. It also confirms the application of the general employment and boatyard development policies of the Local Plan, steers built development away from the part of the boatyard that forms a prominent river bank in the river approach to Stalham, and seeks to encourage trees and other planting in this area.

The EA also highlights the need to address the risks of water pollution for waterside sites in industrial/boatyard use.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

1.19 STOKESBY

Policy PUBSTO1 Land adjacent to Tiedam, Stokesby Inset Map 18

Land at Tiedam, Stokesby is allocated for residential development.

Residential Development proposals on this site will be permitted providing that:

- The scheme delivers a selection of housing types and sizes agreed with the Parish Council, Great Yarmouth Borough Council and Broads Authority;
- The layout, density, form and design strengthens the rural character of the village and reinforces local distinctiveness and landscape character;
- The mature hedgerows and trees, including the mature oak tree on the site are retained as an integral element of any scheme in perpetuity.
- The amenity of residents both adjoining the site and the access to the site are protected.

Development proposals shall be accompanied by:

- A palette of materials that complement and reflect the local vernacular;
- A detailed landscaping scheme which incorporates the existing planting on the site, provides suitable boundary planting using native hedgerow and plant species and creates areas of open space to retain a spacious and green character within the site appropriate for a rural village;
- Confirmation that there is adequate capacity in the water recycling centre (sewage treatment works) and the foul sewerage network to serve the proposed development. Proposals shall also set out the methodology for the disposal of surface water and demonstrate that they will not have an adverse impact on ground water in terms of quality and quantity;

- d) A written methodology for the protection of the oak tree on the site during and after construction in accordance with British Standard 5837:2012 (Trees in relation to design, demolition and construction – Recommendations Trees in relation to construction) as amended;
- e) Details of the vehicular access to site including visibility splays, access width and formation to adequately service the number of vehicles associated with the scale of development proposed;
- f) Appropriate habitat and protected species surveys undertaken immediately prior to the submission of any planning application; and
- g) Details of permanent biodiversity enhancements to be incorporated into the dwellings and the landscaping strategy to include for example swift nests and bat roosts.

Constraints and features

- EA 2013 Flood Risk Zone 1.
- Riverside pub nearby.
- Neighbouring dwellings.
- Access and visibility splay and private road access
- Large Oak tree on site.

Reasoned justification

Stokesby is an attractive settlement in the Broads, centrally located and easy to access from the water. It is one of a few settlements in the Broads where the majority of the settlement is in the Broads Authority Executive Area.

The site was promoted through the Preferred Options stage of the Local Plan and subsequently assessed as set out in the assessment¹¹⁰. Whilst the settlement has a lack of services and facilities¹¹¹ which could lead to reliance on single occupancy car use by occupiers of the dwellings, other considerations came into play. For example Great Yarmouth Borough's approach to new dwellings in such villages, the site having few constraints and the Housing White Paper which refers to enabling villages to thrive. This is discussed in the Site Assessment as referred to previously.

The site will largely be discreet from the majority of the village but lies adjacent to development on Croft Hill and Mill Road and will be adjacent to rear gardens of those properties. Given the constraints of the site and the existing pattern of development in the village it is considered that around 4 modest dwellings might be accommodated on the site. Consideration should be given to the existing form of development both immediately adjacent and in the wider settlement, Semi-detached forms or small terraces could be employed both of which feature prominently within the village. Care should also be taken with the detailed design so that the insertion contributes positively to the village and its continued development over time. A palette of materials should be considered which complements the existing settlement or contrasts to it in a complementary manner. As always quality in terms of design, detailing and materials will be critical in achieving a finished product which positively contributes to the character of the settlement.

Proposers are required to engage early with the Broads Authority and Parish Council on the issues of mix of uses, site layout and design. Great Yarmouth Borough Council Housing Team also needs to be engaged in relation to the type of and size of dwellings needed in the area. In determining the housing to be delivered

¹¹⁰ <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

¹¹¹ It has a shop, pub, village hall, play area and moorings according to the Settlement Study. http://www.broads-authority.gov.uk/__data/assets/pdf_file/0006/764475/Broads-Authority-Settlement-Study-no-hierarchy-in.pdf.

on site, the applicant should consider if the provision of serviced self-build and custom build plot(s) and/or the provision of starter homes is possible on this site.

Proposals will need to meet the requirements of policy PODM35 as the Stokesby area generally has good to very good dark skies.

There may be a requirement for an evidence based, project level HRA, to inform the proposal.

It is anticipated that the dwellings could be delivered by the end of 2019

Evidence used to inform this section

- See Site Assessment.

1.20 THORPE ST. ANDREW

Policy PUBTSA1: Cary's Meadow

Inset Map 12

Land at Cary's Meadow will be conserved and enhanced for its contribution to the landscape, its wildlife and openness, and the appropriate recreation use by visitors and local residents.

Constraints and features

- Cary's Meadow is a Norfolk County Wildlife Site, part of which lies within the Thorpe St. Andrew with Thorpe Island Conservation Area.
- Flood risk (mainly zone 2 and some zone 1 by EA mapping; mainly zone 2, and some zones 1 & 3 by SFRA 2007).

Reasoned Justification

Cary's Meadow is a valuable site for wildlife and popular open space for the local community. The policy signals the Authority's continuing commitment to its protection and improvement. The river can also be accessed and viewed from the Meadow. In 2015, canoe access points were put in place.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBTSA2: Thorpe Island

Thorpe Island Inset Map 12

Development on Thorpe Island will be managed to:

- 1) maintain and enhance:
 - i) the character and appearance of the Conservation Area;
 - ii) the visual amenity and the residential amenity of neighbouring occupiers;
 - iii) the contribution of the island to the wider landscape of the River Yare; and
 - iv) the navigational value of the Yare and the New Cut; and

- 2) avoid any significant increase in:
- v) the intensity or extent of mooring use;
 - vi) the intensity or extent of on-shore development required to support any lawful mooring uses;
 - vii) vehicular traffic using the bridge;
 - viii) dinghy access likely to lead to the mooring or storage of dinghies (or other small craft) on the Thorpe shore, unless specific and satisfactory provision has been made for this;
 - ix) car parking in the Thorpe area, unless specific and satisfactory provision has been made for this; or
 - x) risk of groundwater or river water pollution; and
 - xi) flood risk, and reducing flood risk where practicable.

For planning purposes, the island is split into three parts to which the following applies:

a) Eastern End of Thorpe Island

This part of the island is retained in boatyard usage. Well-designed upgrades or renewals to the existing buildings that reflect this part of the island being in the conservation area, in the urban/rural transition area as well as being a gateway into Norwich will be supported. Any proposals must also improve the landscaping of this part of the island. In relation to the private moorings along the river frontage, proposals which seek to give more order and improve the appearance of these moorings and the associated paraphernalia on the island itself will be supported. Any proposals for permanent residential moorings will need to comply with the requirements of PODM36.

b) Central part of Thorpe Island

Continued use of this area for low key recreation and private amenity space is supported.

c) Western end of Thorpe Island (including the basin)

This part of the island will be used for low key uses. Proposals which remove the poor quality structures and paraphernalia will be welcomed. Proposals shall make significant improvement to the visual appearance of the area and provide biodiversity enhancements.

Within the basin, the provision of private moorings for up to 25 vessels is acceptable, subject to the satisfactory provision of well-designed on-site car parking, refuse storage and disposal, sewage disposal and upgrades to the bridge. Significant improvements will also be required to the landscaping. These moorings shall be only private moorings and not residential moorings. Moorings shall be laid out in an informal configuration to avoid regimentation in appearance. Proposals for the basin must include the removal and suitable disposal of the sunken vessels to improve the visual appearance of the area as well as enable safe usage of the basin.

Moorings will only be allowed within the basin and not along the river frontage

No other development shall be permitted on the Western end of the Island.

Constraints & features

- Almost the whole of Thorpe Island is within the Thorpe St Andrew with Thorpe Island Conservation Area. (Only the railway line along the southern edge of the Island is excluded.)
- Almost the whole of the Island is in high flood risk zones (EA zone 3; SFRA mainly zone 3b, some 3a and 2).

- The Island is in an area of safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is unlikely to constrain the type and scale of development supported by the Policy.
- Bridges constrain types and size of vessels entering the river from the cut.
- For the Eastern and Central parts of the Island, there is no pedestrian or vehicular access from land; access is only by boat.
- Narrow vehicular access via a bridge to the Western end of Thorpe Island.
- Amenity of varying neighbouring uses.
- Limited utilities provision
- Active railway line.
- Mooring basin.
- Sunken vessels within basin.
- Rural/urban transition area.
- Outside development boundary.

Reasoned Justification

The semi-natural appearance which much of the Island provides is an important backdrop to views from River Green and its environs, and more generally to the character and appearance of the Conservation Area. It also provides a semi-natural view from the riverside path in Whitlingham Country Park, screening the traffic and urban development of Thorpe St. Andrew and helping provide a more tranquil and semi-rural character to the Whitlingham Country Park.

Since the closure of the hire boatyards that previously operated from the Island a whole series of uses and operations, many unauthorised, have given rise to complaints from neighbouring occupiers and the Town Council and successive enforcement actions by the Authority, decisions by the Planning Inspectorate and subsequent legal judgements by courts. (The residential occupancy of the former boatyard office and the operation of a boatyard at the eastern end of the Island are legitimate (Area A))

The Island has very limited access. A narrow bridge to the west does connect the Island to the shore, but is very narrow, with poor alignment and emerges in a small residential estate, and is not a suitable route for significant traffic or heavy vehicles. There is a serious shortage of parking in the vicinity to serve local residents and business, and visitors to the popular riverside area of River Green.

Significant development or additional occupation of the Island would give rise to additional pressure on this already limited capacity. Access to the Island is primarily by boat, but this, too, is constrained. Boat access to the north side of the island from the main river (New Cut) is constrained by shoal water and the low air draught (clearance height) of the railway bridges at both ends of the Island, while the railway along the south edge of the island rules out direct access to the island from the main river. Therefore further substantial development of the Island is not compatible with the very limited access to the island, the lack of available car parking in the environs, the island's contribution to the character and appearance of the Conservation Area and the wider landscape in the vicinity.

The EA highlights that the site lies within its designated Source Protection Zone 1, and the importance here of avoiding the risk of pollution to the groundwater resources. It also emphasises the need to address the risks of water pollution for waterside sites in industrial/boatyard use.

With regards to the **eastern end of the Island**, the policy seeks the retention of the boat usage and allows for related improvements to the existing buildings. This mainly reflects the flood risk to the site as well as there being no pedestrian or vehicular access. This is a prominent site at the gateway to Norwich. It is

located in the Conservation Area and is within the transition from rural to urban. It is also very prominent from River Green. Along the river there are many long term moorings which have associated paraphernalia on the island itself. Currently haphazard in layout and in a prominent location with views from River Green, the Authority seeks improvements to the appearance of this area.

Turning to the **central part of the island**, the usage includes boatsheds used for storing of craft, rowing facilities and amenity plots. The policy seeks to retain this low impact use.

Finally, the **western end of the island**. This has been the subject of many complaints, enforcement action, planning appeals and legal action. A summary of this can be found here: <http://www.broads-authority.gov.uk/news-and-publications/news/thorpe-island-full-facts>.

Evidence used to inform this policy.

The policy wording reflects the most recent Planning Inspector's decision.

Policy PUBTSA3: Griffin Lane – boatyards and industrial area

Inset Map 12

Environmental and landscape improvements to this area will be sought, while protecting the existing dockyard and boatyard uses under Broads Policies on General Employment and Boatyards (PUBDM25 and 27).

Development in the area will not be permitted except where this furthers these objectives and is compatible with the restricted road access to the area and other highway constraints.

Any change, in line with the requirements of this policy, will take account of the Listed Grade II building and its setting. Furthermore, in the light of the potential for archaeological remains in the area an archaeological survey may be required in advance of any grant of planning permission.

Constraints and features

- Listed Grade II building within area.
- Area likely to be of archaeological interest.
- Just across river from Whitlingham Marsh Local Nature Reserve.
- Flood risk (mainly zone 3 by EA mapping; zones 2, 3a & 3b, by SFRA 2007 mapping, and some outside its coverage).
- This area contains safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is unlikely to constrain the type and scale of development supported by the Policy.

Reasoned Justification

The policy seeks to support the value of the boatyards and dockyard, while ensuring that full regard is given to the desirability of achieving environmental improvements, and to the constrained road access to the area. Environmental improvements could relate to water quality, biodiversity, soil, noise and air pollution.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBTSA4: Bungalow Lane – mooring plots and boatyards

Inset Map 12

Further development will be limited by the area's vulnerability to flooding, the retention of its semi-rural character, and the poor road access.

The existing tree cover will be retained. Additional tree and other planting will be encouraged, subject to avoiding the creation of additional wind shadowing of the river affecting its sailing value.

Permission will not be granted for

1. permanent dwellings;
2. the use as permanent dwellings of buildings restricted to holiday or day use;
3. the use for holiday or permanent occupation of buildings constructed as day huts, boatsheds or temporary buildings; or
4. the stationing of caravans.

Extensions to existing buildings, and replacement buildings, will be permitted provided

- a) the building and use proposed complies with policies for development in areas of flood risk;
- b) the design, scale, materials and landscaping of the development contributes positively to the semi-rural and holiday character of the area, and pays appropriate regard to the amenity of nearby occupiers;
- c) Care is taken to avoid over-development of plots, and in particular –
 - i) a significant proportion of the plot area (excluding mooring areas) should remain unbuilt;
 - ii) buildings should not occupy the whole width of plots;
 - iii) buildings should be kept well back from the river frontage; and
 - iv) buildings should be of single storey of modest height, with floor not raised excessively above ground level.

Development of new or replacement buildings within existing boatyards to meet essential operational needs will be permitted provided that no significant increase in traffic on Bungalow Lane would result.

Constraints and features

- Just across river from Whitlingham Marsh Local Nature Reserve.
- Flood risk (zones 2 & 3 by EA 2012 mapping; zone 3b by SFRA 2007 mapping).
- The site is in an area of safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is unlikely to constrain the type and scale of development supported by the Policy.

Reasoned Justification

This is a small riverside area of mooring plots, chalets and boatyards. Road access is poor, being a narrow track with an unmanned level crossing of the railway, and with a very restricted junction onto the main road. The aim is to avoid any increase in road traffic, any consolidation or extension of built development along the river frontage, or any increase in flood risk.

The Environment Agency supports the intention to keep buildings back from the river frontage. While ‘well back’ is difficult to define and it depends on particular local circumstances in general setting the building back by a third of a plot could be appropriate. Being hard up or too close to the water’s edge could enclose the river and be overbearing. Setting of buildings with an undeveloped area in front will also allow architectural interest of buildings to be appreciated.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

Policy PUBTSA5: River Green Open Space

Inset Map 12

The area of River Green, as defined on the Adopted Policies Map is allocated as open space and will be kept open for its contribution to amenity, townscape and recreation.

Constraints and features

- Area is within Thorpe St. Andrew Conservation Area.
- Flood risk (zone 2 by EA 2012 mapping; zones 2, 3a & 3b by SFRA 2007 mapping).
- River Green includes safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is compatible with the open space designation, subject to no permanent buildings being erected.

Reasoned Justification

River Green is an important amenity, part of the local street-scene, and component of the Thorpe St. Andrew Conservation Area. It also provides public access to the riverside and views of the river and Thorpe Island within easy reach of a large population. Continued protection of this area is thus warranted.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan.

1.21 THURNE

Policy PUBTHU1: Tourism development at Hedera House, Thurne

Inset Map 19

Land at Hedera House is allocated for tourism- uses, with a proportionate amount of general market housing as enabling development. Development proposals on this site shall provide the following:

- The majority of the site to be retained in holiday accommodation available as short-stay lets;
- The proportion of the site to be developed for general market housing shall be only that required to deliver satisfactory redevelopment, renovation or upgrading of the existing holiday accommodation. This shall be demonstrated to the satisfaction of the Broads Authority, in a viability assessment of the proposed development which shall be prepared by an independent chartered surveyor;
- A layout, form and design which strengthens the rural character of the village and its location in a

national park equivalent area and reinforce local distinctiveness and landscape character and takes into consideration nearby listed buildings;

- iv) Retention of mature hedgerows and provision of suitable boundary landscaping and areas of open space to retain a spacious and 'green' approach within the site appropriate for a rural village;
- v) Demonstration that there is adequate capacity in water recycling centre (sewage treatment works) and the foul sewerage network to serve the proposed development and that proposals demonstrate they will not have an adverse impact on surface or ground water in terms of quality and quantity;
- vi) Provide evidence, including a site flood risk assessment to confirm that any development will be consistent with national and local policy in terms of both on-site and off-site flood risk;
- vii) Protect the amenities of nearby residents;
- viii) Adequate vehicular access compatible with the above criteria; and
- ix) Proposals must ensure no adverse effects on the conservation objectives and qualifying features of the nearby SSSI.

The inclusion of ancillary facilities (for example the retention of the swimming pool and/or games room) for the benefit of visitors or residents would be welcomed, subject to it not compromising the provision of a suitable scheme.

Project Level Habitats Regulation Assessments will be needed to assess implications on sensitive European Sites. Measures to mitigate for the effects of new growth may be required, such as the provision of good quality on-site green infrastructure to mitigate for recreational disturbance.

Constraints and features

- EA 2013 Flood Risk Zone 2 and 3.
- Riverside pub nearby.
- SAC, SPA, Ramsar site to the north of the Staithe. Shallam Dyke Marshes SSSI is a component SSSI of Broadland SPA and Ramsar site and The Broads SAC.
- A low density site with boundary hedges, specimen trees and high levels of planting.
- Ludham-Walton Hall Water Recycling Centre capacity issues.
- Nearby Grade II* Listed Windpumps: Thurne Dyke Windpump and St Benet's Level Windpump

Reasoned justification

Thurne is an attractive settlement in the Broads, centrally located and easy to access from the water, and as such is very popular with visitors. Tourism is an important part of the local economy and existing visitor facilities should be protected and enhanced

Within the centre of the village there is a holiday complex (Hedera House), comprising 11 detached bungalows and a 7 bedroomed house which are all used for holiday hire, plus a heated swimming pool and games room for the use of guests. The properties are rundown and do not meet modern standards for holiday accommodation, consequently the site is increasingly becoming unviable. The Hedera House complex has the potential to make a significant contribution to the tourism economy, but its redevelopment will be required.

As Hedera House is a tourist accommodation offer in such an attractive location, but is rundown and offering 'old fashioned' tourist accommodation (and running at a loss to the owners), this policy seeks the retention of holiday accommodation on the site, while taking a pragmatic approach with regards to viability by allowing a proportionate element of enabling development. Any application should be accompanied by a report undertaken by an independent Chartered Surveyor that demonstrates the viability of the scheme. The Authority will need to verify the content of such a report and may need to employ external expertise to do so (the applicant will need to meet the cost of this).

Of particular importance to Hedera House are the issues of the potential for flood risk as well as the quality in the design and landscaping of any scheme to reflect Thurne's attractiveness. These factors will be taken into consideration during the viability assessment of the tourist accommodation redevelopment proposals. Proposers are encouraged to engage early with the Broads Authority on the issues of mix of uses, site layout and design and, with regards to flood risk, a site-specific flood risk assessment will be required to accompany proposals.

Proposals will need to meet the requirements of policy PUBDM21 as the Thurne area generally has good to very good dark skies.

There may be a requirement for an evidence based, project level HRA, to inform the provision of greenspace that provides adequate daily recreation and dog walking facilities to meet needs and to provide European site mitigation.

It is anticipated that the dwellings could be delivered by the end of 2019.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan 2014.

1.22 TROWSE AND WHITLINGHAM

Policy PUBWHI1: Whitlingham Country Park Inset Map 12

Whitlingham Country Park will continue to be managed to provide recreation and quiet enjoyment on land and water, supported by scenic landscape and wildlife habitat.

Further development of buildings and facilities and sustainable recreation, leisure and appropriate visitor uses which contribute to these aims will be supported where they:

- a) Are of high quality design and materials;
- b) Contribute positively to the river valley landscape and the setting of the Crown Point Registered Park and Gardens;
- c) Avoid a proliferation of buildings in the area, and provide for shared use of these buildings where practicable;
- d) Improve provision for cycling and pedestrians;
- e) Maximise access by water and public transport;

- f) Do not generate levels or types of traffic which would have adverse impacts on safety and amenity on Whitlingham Lane and the wider road network;
- g) Have assessed and addressed the impact of the proposal on existing uses, users or activities (on land and water) and on the quiet enjoyment of the area;
- h) Provide bio-security measures;
- i) Provide biodiversity enhancements;
- j) Contribute to the health and wellbeing of users;
- k) Improve the visitor experience; and
- l) Support the sustainable management of the Park.

Any proposals that affect/relate to car parking in the area need to be thoroughly justified and based on assessment of the use of the car parks.

Constraints and features

- Area is adjacent to the Whitlingham Marshes Local Nature Reserve.
- Flood risk (mainly zone 3, some zones 1 and 2, by EA mapping; mainly zone 3b, some 1, 2 & 3a, by SFRA 2007 mapping).
- Much of the land area is a registered park and garden
- Adjacent and close to the Deal Ground and Utilities Site which are areas allocated for development and change by Norwich City Council and the Broads Authority.

Reasoned Justification

The Country Park provides an area for quiet recreation, despite being so close to Norwich. Typical activities include walks, cycle rides, sailing, supervised open water swimming, play areas and a visitor centre and café in the Barn.

This Policy reflects the importance of the Whitlingham Country Park to the Broads and the community and encourages further future enhancement of its facilities, but sets out the constraints and considerations that this would need to address.

Biosecurity means taking steps to make sure that good hygiene practices are in place to reduce and minimise the risk of spreading invasive non-native species. The types of water uses at Whitlingham Country Park range from rowing boats to canoes. These boats can be removed from the water and taken to be used in other water bodies. Users should be aware of the good practice of 'check, clean and dry' to help stop the spread of invasive aquatic species. Of particular relevance is policy PUBDM2 on Boat Wash Down Facilities.

The Authority has a guide relating to types of biodiversity enhancements and this can be found here <http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides>.

The Park is a unique recreation offer close to Norwich. It is accessed by Whitlingham Lane where there are residential dwellings and other recreation offers. The policy in the round seeks to ensure that levels of traffic will not impact on safety or amenity and goes on to seek improvements for pedestrians and cyclists to enable more people to walk or cycle to the Park. In relation to any changes to the car parking provision on

site, proposals need to be fully justified using up to date assessments of the use of the existing car parks to determine the need for more car parking.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan 2014.

1.23 NON-SETTLEMENT BASED POLICIES

Policy PUBSSTRI: Trinity Broads

Main Map North East and Inset Maps 8 and 13

The Trinity Broads area defined on the Adopted Policies Map will be protected for its special nature, character and tranquillity.

The volume, extent and nature of boating on these broads will be strictly controlled for the purposes of quiet recreation and to reflect the importance of the area as a wild bird refuge.

Applicants for planning permission will need to demonstrate that proposed development is compatible with these aims.

Particular care needs to be made to lighting schemes in recognition of the area having very good dark skies.

Parishes affected

Filby CP, Fleggburgh CP, Hemsby CP, Martham CP, Mautby CP, Ormesby St. Michael CP, Rollesby CP, Stokesby with Herringby CP.

Constraints and features

- Much of area in, variously, SAC, SPA, SSSIs, CWS, and or LNRs.
- Flood risk and open water (zones 1, 2 & 3 by EA mapping; zones 1, 2 & 3b by SFRA 2007 mapping).
- Ormesby Water Works (see POORM1).

Reasoned Justification

This area of the Broads, although not alone in either tranquillity or nature value, is especially susceptible to change.

Essex & Suffolk Water abstracts more than five million litres of water (on average) each day from Ormesby Broad, which helps to supply more than 80,000 people in the Great Yarmouth area. Good water quality is vital to this role. The Trinity Broads are separated from the main navigation so there is an absence of through boat traffic, and access and ownership restrictions limit the number and type of craft (for example, petrol and diesel powered craft are prohibited with the exception of safety vessels), and these factors contribute to the special tranquillity. The Trinity Broads Project (a partnership of Essex & Suffolk Water, the Broads Authority, Natural England, Norfolk Wildlife Trust and the Environment Agency) has, over a period of 16 years, been highly successful in restoring and managing the biodiversity of the area, improving water quality, managing recreation, and involving local people.

When considering planning applications in this area, the Authority will consider if a trial period with a temporary planning permission and a funded programme of monitoring is appropriate or necessary. Furthermore, the specifics of a proposal could mean that a project level Habitats Regulation Assessment could be needed.

This area of the Broads in particular has dark skies. In accordance with policy PUBDM21, the darkness of the skies will therefore be maintained through addressing potential light pollution arising from proposals.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan and to reflect the Dark Skies Study 2016.

Policy PUBSSUT: Upper Thurne

Main Map North East and Inset Map 14

The Upper River Thurne area defined on the Adopted Policies Map will be protected for its special nature, character and tranquillity.

Development likely to lead to a significant increase in the volume or extent of boating, or a change in its nature (particularly an increase in the proportion of motorised craft) in this area will be strictly controlled to reflect the importance of the area for quiet recreation and as a wild bird refuge.

Applicants for planning permission will need to demonstrate that proposed development is compatible with these aims.

In recognition of the area being the darkest in the Broads, particular attention will be paid to lighting schemes in order to protect the dark skies of the Upper River Thurne area.

Parishes affected

Catfield CP, Hickling CP, Horsey CP, Ingham CP, Martham CP, Potter Heigham CP, Repps with Bastwick CP, Sea Palling CP, Somerton CP, Winterton-on-Sea CP.

Constraints and features

- Much of area in, variously, SAC, SPA, SSSI, CWS.
- Flood risk, including serious risk of coastal inundation (zone 3, with some zones 1 & 2, by EA mapping; zone 3b by SFRA 2007 mapping).

Reasoned Justification

This area, although not alone within the Broads in either tranquillity or nature value, is especially susceptible to change. It is also likely to be in the forefront of climate change effects.

It differs from most other parts of the Broads in that there are relatively low levels of boat traffic (in part because of the restriction to navigation of the bridge at Potter Heigham). The water quality is vulnerable to change as limited water flow in this part of the network limits the dispersal of agriculture related pollution

and the salinity arising from sea water intrusion through the ground. The Upper Thurne Working Group (made up of statutory, charity, user group and parish representatives) has, over a period of 20 years, been highly successful in restoring and managing the biodiversity of the area, improving water quality, managing recreation and involving local people.

This area of the Broads in particular has very dark skies with the majority of the area being the darkest in the Broads. In accordance with policy PUBDM21, the darkness of the skies will therefore be maintained through addressing potential light pollution arising from proposals.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan and to reflect the Dark Skies Study 2016.

Policy PUBSSCOAST: The Coast

Main Map North East

The Coastal area defined on the Adopted Policies Map, and its special nature, character and tranquillity will be conserved for low key quiet recreation and as a wild bird and seal refuge.

In order to further these purposes, and in view of the high flood and tidal inundation risk to the area, operational development will generally not be permitted.

Exceptionally, small scale development such as bird-watching hides, seal viewing platforms or footpath bridges, which further these aims, are consistent with managing recreational pressure (particularly in relation to Special Protection Area and Special Area of Conservation features), and unobtrusive in the landscape, will be supported.

Parishes affected

Horsey CP, Winterton-on-Sea CP.

Constraints and features

- Wholly in SAC and SSSI, partially within SPA. Adjacent CWS.
- Part of area within the Norfolk Coast Area of Outstanding Natural Beauty (AONB).
- Article 4 Direction (1964) covering most of area removes permitted development rights for caravanning and camping, etc.
- High risk of tidal inundation from a breach of the coastal defences (Environmental Agency work ongoing to model such a breach).
- High risk of flooding (flood zone 3) (EA mapping), riverine flood risk (zone 3 by EA mapping; zone 3b (and part outside coverage) by SFRA 2007 mapping).
- EA have undertaken considerable work to maintain sea defences.
- Part of the England Coast Path (likely to be completed October 2016)
- Risk of coastal erosion.

Reasoned Justification

The coastal area of the Broads has a very special character and tranquillity, and wildlife and landscape importance. It is highly valued for walking, and bird and seal-watching. It is particularly vulnerable to climate change and sea level rise. It has been subject to sporadic coastal inundation for centuries (and was once the river mouth), and parts are at risk of riverine flooding. This area of coast is also vulnerable to coastal erosion.

The area is generally unsuitable for development because of flood risk, wildlife and landscape issues. The policy reinforces this and clarifies the general approach to the area's use and the limited types of development likely to be appropriate.

The Environment Agency highlights the high risk of tidal inundation in the event of a breach of the coastal defences.

This policy approach is consistent with the vision, objectives and policies of Management Plan Strategy (2014-19) for the AONB.

In line with policy PUBDM21 on light pollution, the area has very good quality dark skies which will be maintained.

According to the Shoreline Management Plan, as a brief summary for this document, the general approach to coastal erosion along this stretch for the present day and medium term is to hold the line up to 2055. This is dependent on the option continuing to be technically and economically deliverable and over time other options may be investigated such as possible managed realignment, or a retired line of defence further inland. In relation to the present day

This policy is consistent with the UK vision for the marine environment 'clean, healthy, safe, productive and biologically diverse oceans and seas'.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan and to reflect the Dark Skies Study 2016.

Policy PUBSSROADS: Main road network Main Map (NE, NW, & S), and various Inset

New development accessed by the Primary Route Network (directly or by a side road which connects onto it), or by a Main Distributor Route, will only be permitted if, taking into account any mitigation measures, any resulting increase in traffic would not have a severe residual impact on:

- highway safety;
- the route's traffic capacity;
- the amenity and access of any neighbouring occupiers; and
- the Primary Route Network's national and strategic role as roads for long-distance traffic.

In appropriate cases transport assessment or statements will be required to demonstrate that development proposals can be accommodated on the road network, taking into account any infrastructure improvements and travel plans proposed.

Parishes affected

Acle CP, Beccles CP, Broome CP, Bungay CP, Coltishall CP, Ditchingham CP, Filby CP, Fleggburgh CP, Fritton and St. Olaves CP, Gillingham CP, Haddiscoe CP, Halvergate CP, Hoveton CP, Horning CP, Ludham CP, Mautby CP, Potter Heigham CP, Repps with Bastwick CP, Ormesby St. Michael CP, Rollesby CP, Smallburgh CP, Stalham CP, Upton with Fishley CP, Wroxham CP.

Constraints and features

- Some of these routes are within or close to SAC, SPA, Ramsar sites, or SSSIs.
- Routes pass through high flood risk zones.

Reasoned Justification

The highway authorities and Norfolk and Suffolk County Councils have recommended that the Authority continues the 1997 Local Plan approach of protecting these routes from development that undermines their wider purpose or highway safety.

A Transport Assessment (TA) is a comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be taken to deal with the anticipated transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport. In some cases, the transport issues arising out of development proposals may not require a full TA to inform the process adequately and identify suitable mitigation. In these instances, it has become common practice to produce a simplified report in the form of a Transport Statement (TS). There will also be situations where the transport issues relating to a development proposal are limited, and no formal assessment is necessary.

Norfolk and Suffolk County Councils set thresholds for which a TA or TS are required. In general however:

- Transport Statement (TS): development that has relatively small transport implications.
- Transport Assessment (TA): development that has significant transport implications

The need for, and level of, formal transport assessment will be determined in consultation between the developer and the relevant authorities (Local Planning Authority, Local Highways Authority, Local Transport Authority and Highways England). In cases where the development may also impact upon the Trunk Road network (A12 and A47) discussions should also take place with Highways England, who have a responsibility to maintain the Trunk Road network on behalf of the Secretary of State.

Please note that there is also a policy specific to the Acle Straight - see policy PUBSSA47..

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan and to reflect the Dark Skies Study 2016.

Policy PUBSSMILLS: Drainage Mills

Main Map (NE, NW, & S), and various Inset Maps

The area's heritage of traditional drainage mills, and drainage mill remains, will be conserved.

Proposals that will maintain, restore and, in appropriate cases re-use standing mills will be judged against the following criteria: historic significance, survival of historically significant fabric (e.g. machinery, location, group value, fragility) and vulnerability of structure.

Any works to mills will be assessed for impacts on heritage (significance and setting), water (such as resource, quality and flow) and biodiversity. Works will, if necessary, be required to be timed to ensure no disturbance to breeding or wintering birds.

Constraints and features

- Many of the mills are listed buildings, Grades II and II*.
- Some are in Conservation Areas.
- Many of the mills are in SAC, SPA, Ramsar, CWS, etc.
- Most of the mills are at high risk of flooding.

Reasoned Justification

Drainage mills are a defining feature of the historic landscape of the Broads and contribute significantly to the landscape character of the Broads, viewed from the land and from water. The mills vary in size and design but all had the fundamental purpose of draining water from the land to enable the fields to be grazed and then latterly to be used for other agricultural uses.

Of the 74 standing mills in the Broads, approximately 50 are listed and the rest are locally listed. Approximately 30 structures are currently neglected and require active conservation of fabric. Change of use is often a solution to the problem of neglect and can result in repair work being implemented, funded and enable a structure to have a sustainable future going forwards. However, work that will outweigh the benefit of bringing a structure into use by the amount of harm caused to historic fabric cannot be justified.

Redundancy, exposure to elements and vulnerability to vandalism mean a number of the mills are recorded locally as being 'at risk'. This is why Halvergate Marshes Conservation Area is currently the only Conservation Area in the Broads that is 'at risk' and is included on Historic England's Heritage at Risk Register.

The policy encourages restoration of standing mills. In cases where there are archaeological remains only, the relevant local and national policies will apply.

The mills are in varying conditions (according to the Drainage Mill Action Plan, Broads Authority). Hardley Mill, for example, has been restored and now has cap, sails and a full working mechanism. Black Mill has a temporary cap on to make it weather-tight and to protect the internal mechanism. Stone's Mill in Freethorpe is rated as being very fragile, vulnerable and highly at risk due to lack of maintenance since it became redundant. The policy therefore gives a general framework to guide decision taking. What will be appropriate for one mill would not be appropriate necessarily for another and expert advice will be required to help assess applications for changes to mills.

There is an action plan for the mills. This discusses improvements to each mill in the short, medium and long term. In the short and medium term, the changes aim to make the mill safe and prevent any further loss or damage to the structure. The long term actions seek betterment such as restoring any missing elements such

as masts. Owners of mills may refer to this Action Plan in developing proposals for repair, maintenance, restoration or re-use.

Due to their isolated location, usually in areas at risk of flooding, as well as the extent of works required to restore some of the mills, proposals for restoration are not easy to develop and can be costly. The mills tend to be the largest and most obvious structures in the landscape, which is very flat and open. The Broads Authority supports the restoration of the mills or, in some cases, works that enable their neglect to be arrested, subject to the historic interest of the structure not being compromised.

The Environment Agency highlights the potential need for a range of consents, and to avoid adverse impacts on fish, flooding and water flows.

The Authority is progressing its bid for Heritage Lottery Funding. A key aim of the project as a whole is to remove Halvergate Marshes Conservation Area from the Historic England “At Risk” register. Specific projects will include works to a number of Broads’ drainage mills, from weatherproofing and fabricating new caps and sails to halting their further decline, as well as developing a model for future management and maintenance of Broads’ drainage mills. The Heritage Construction Skills Training project seeks to embed heritage skills training into existing construction skills curricula at colleges and provide opportunities for students to specialise in heritage construction skills and achieve industry-recognised standards and qualifications.

Many mills are intrinsically historically significant and contain machinery which can represent innovation or be the last example of technology surviving. Many are remote and located in groups which are of significant visual amenity to, and epitomise the cultural landscape of, the Broads. Mills are now mainly of landscape value; they are in particularly vulnerable or fragile condition and could potentially be lost to the Broads landscape. It is recognised that in some cases it may be acceptable to seek alternative uses for those mills which are more accessible, are of less historic and greater landscape importance, and contain little or no significant machinery. In such cases re-use may be appropriate, as long as the positive landscape contribution of such mills is retained and enhanced through their creative conservation.

The re-use of historic buildings policy (PUBDM11) and conversion of buildings policy (PUBDM47) may be of relevance to proposals for mills.

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan and to reflect the Dark Skies Study 2016.

Policy PUBSSPUBS: Waterside Pubs Network

Main Map (NE, NW, & S), and various Inset

The following establishments, identified on the Adopted Policies Map, will be protected in their public house use as key parts of a network of community, visitor and boating facilities, as well as for their individual contribution to such facilities.

The Authority will support appropriate proposals which in accordance with other policies in this Local Plan

that

- i) contribute to the retention and viability of these businesses;
- ii) enhance the appearance;
- iii) provide benefits to river/water users (such as canoe slipways and electric charging points);
- iv) provide well-designed cycle parking facilities;
- v) upgrade/improve foul drainage arrangements;
- vi) improve resilience to flood risk; and
- vii) address light pollution.

YARE

- Rushcutters, Thorpe Green
- River Garden, Thorpe Green
- Town House, Thorpe Green
- Woods End Water's Edge, Bramerton
- Ferry House, Surlingham
- Coldham Hall, Surlingham
- Yare, Brundall Riverside
- New Inn, Rockland
- Beauchamp Arms, Claxton
- Reedcutters, Cantley
- Reedham Ferry Inn, Reedham
- Lord Nelson, Reedham
- Berney Arms, Berney Arms
- The Ship, Reedham

BURE

- Norfolk Mead Hotel, Coltishall
- King's Head, Coltishall
- Rising Sun, Coltishall
- King's Head, Hoveton
- Hotel Wroxham, Hoveton
- Swan, Horning
- New Inn, Horning
- Ferry Inn, Horning
- Bridge Inn, Acle
- Hermitage, Acle
- Ferry Inn, Stokesby
- Maltsters, Ranworth

ANT

- Cross Keys Inn, Dilham
- Wayford Bridge Hotel, Wayford Bridge
- Sutton Staithe Hotel, Sutton Staithe
- Dog, Johnson Street (Ludham Bridge)

THURNE

- Pleasure Boat, Hickling
- Broadshaven Hotel, Potter Heigham Bridge
- Lion, Thurne

TRINITY

- The Boathouse, Ormesby
- Filby Bridge Inn, Filby

WAVENEY

- Locks Inn, Geldeston
- Waveney House Hotel, Beccles
- Waveney Inn, Burgh St. Peter
- Duke's Head, Somerleyton
- Bell Inn, St Olaves
- Fisherman's Bar, Burgh Castle

OULTON BROAD

- Wherry Hotel, Oulton Broad
- Commodore, Oulton Broad
- Ivy House Hotel, Oulton Broad

Parishes affected

Acle CP, Beccles CP, Bramerton CP, Brundall CP, Burgh Castle CP, Burgh St. Peter CP, Cantley CP, Carleton St. Peter CP, Coltishall CP, Dilham CP, Fritton and St. Olaves CP, Geldeston CP, Halvergate CP, Hickling CP, Horning CP, Hoveton CP, Ludham CP, Ormesby St. Michael CP, Oulton Broad CP, Potter Heigham CP, Reedham CP, Rockland St. Mary CP, Rollesby CP, Somerleyton, Ashby and Herringfleet CP, Stalham CP,

Stokesby with Herringby CP, Surlingham CP, Sutton CP, Thorpe St. Andrew CP, Thurne CP, Woodbastwick CP, (and also Oulton Broad, not parished).

Constraints and features

- Almost all these premises are in zones of high flood risk.
- Some are in conservation areas, or areas of archaeological interest. Some are themselves of historic interest, including listed buildings.
- Some are within or close to SAC, SPA, SSSI, Ramsar, CWS, etc.

Reasoned Justification

The waterside pub network is very important, especially for recreational boating but also to local communities and non-boating visitors. While this can be said about a very wide range of establishments and locations public houses, for a variety of reasons, have been especially vulnerable to closure in recent years.

The loss of any particular pub (or other establishment) can sometimes be difficult to resist. Specifying in the Local Plan that these are part of a defined network will strengthen the planning case against any individual closure. Importantly, it will also signal the planning stance and help ensure owners and prospective developers receive consistent messages about the identified establishments to guide their own plans.

The policy seeks the retention of the pubs as public houses and gives support to appropriate improvements to the pub that will ensure it stays viable. Such improvements could include the appearance of the pub as well as provision of specific facilities for water and road users (such as canoe slipways and well-designed and located Sheffield Stand cycle parking). The Safety by the Water policy (PUBDM45) may be of relevance.

Due to the seasonality, proximity to the watercourse, and the nature of the effluent that can pose a significant local risk to the water environment, drainage is an issue this policy seeks to address. Ensuring there is no deterioration in water quality is an important requirement under the Water Framework Directive, which applies to all surface water bodies and groundwater bodies.

As set out in policy PUBDM21, addressing light pollution in the Broads is an important aspect of the Local Plan. These establishments can be in rural areas, sometimes away from or on the edge of settlements, and any external lighting can have a significant impact on the tranquillity of the area. Proposals need to address light pollution.

In cases where owners wish to pursue other forms of use of the public houses, they will be required to submit a report undertaken by an independent Chartered Surveyor that meets the tests as set out in the CAMRA Public House Viability Test¹¹² with any planning application. The Authority will need to verify the content of such a report and may need to employ external expertise to do so (the applicant will need to meet the cost of this).

Evidence used to inform this section

- Policy rolled forward from Sites Specifics Local Plan and to reflect the Dark Skies Study 2016.

¹¹² <http://www.camra.org.uk/documents/10180/36197/PHVT/725c3a01-9c07-4b2b-b263-a1842bef09b7>

Policy PUBSSSTATIONS: Railway stations/halts

Main Map (NE, NW, & S), and various Inset

The following railway stations/halts, identified on the Adopted Policies Map, will be protected in their railway station use as key parts of the local railway network:

- i) Berney Arms rail halt
- ii) Haddiscoe rail halt
- iii) Somerleyton southern platform
- iv) Buckenham Station
- v) Hoveton and Wroxham Station

The Authority will support appropriate and well-designed proposals which:

- a) contribute to their continued/improved use;
- b) enhance their appearance;
- c) address light pollution;
- d) aid interpretation of the local area;
- e) provide improved facilities for passengers; and
- f) improve access by sustainable modes of transport

Constraints

- Flood zone 2 and 3 (EA Mapping) (except Hoveton and Wroxham Station)
- Buckenham Station: near to Mid Yare National Nature Reserve, Broadland Ramsar Site, Yare Broads and Marshes SSSI, The Broads SAC, Broadland SPA.
- Berney Arms Halt: Halvergate Marshes SSSI, Breydon Water SPA, Breydon Water Ramsar Site

Reasoned Justification

There are five railway stations/halts (or parts of) within the Broads Authority Executive Area and these are shown on the policies map.

While some stations are used by more passengers than others, all are important to the local community and visitors to the area. The more remote stations/halts offer a unique opportunity for visitors to access the wilder parts of the Broads without the need for a private car.

The policy seeks retention of railway stops as well as supporting appropriate improvements to the facilities that reflect, but do not impact on, the special qualities of the Broads.

With regard to improving access by sustainable modes of transport, example improvements could include the provision of well-designed and located secure cycle parking facilities and electric charging points for electric vehicles.

Evidence used to inform this section

- Maps showing stations in the Broads.

Policy PUBSSTRACKS: Former rail trackways

Map: Rail trackways map bundle

That part of the former railway track beds identified on the Adopted Policies Map will be protected for their potential for walking, cycling, or horse-riding routes. Development which could prevent such a use will not be permitted while use for walking, cycling or horse-riding remains a potential.

Path or route creation must avoid adverse impacts to the sensitive designated habitats and species in the vicinity particularly in relation to recreation pressure and the landscape.

Any route signage or interpretation is expected to be well designed, kept to a minimum and positioned to ensure a minimal landscape impact.

Any foot/cycle path or bridleway could make a deviation from the rail route if provision of similar convenience and amenity to users is guaranteed.

Constraints and features

- Flood risk (zones 2 & 3 by EA mapping; zone 3b by SFRA 2007 mapping).
- Parts within CWS and adjacent to SPA, SAC and Ramsar site.

Reasoned Justification

The routes are:

- Haddiscoe to Beccles
- Beccles to Ditchingham
- Great Yarmouth to Fritton

The Integrated Access Strategy has identified the potential that remnant disused railway lines can add to the access provision in the Broads, particularly with regard to improving cycle route links and bridleway routes (there are only 17km of bridleways in the Broads Authority Executive Area). Lines include Haddiscoe to Aldeby, Beccles to Ellingham and Great Yarmouth to Fritton. Establishing routes for walkers, cyclists and horse riding on these disused railways, which are linked to the rural road network, would improve opportunities for recreation and enjoyment of the Broads. Cycling will help deliver the Government's cycling ambition in the National Parks Programme, which seeks to improve access to and in and around national parks by cycle.

The recreational potential of these routes (or parts of them) has long been noted, and Norfolk and Suffolk County Councils support their protection for these purposes. In view of the importance of recreation to the Broads (including the statutory purpose of enjoyment), and the desirability of developing the tourism and recreational potential of the southern Broads, these routes are protected.

Please note these routes are no longer protected for future rail use. Both County Councils, as the transport authorities for the area, have advised there is no realistic prospect of this happening in the foreseeable future.

It is important to note that sections of these routes are outside the Broads Authority Executive Area. The relevant authorities have been asked to consider protecting the routes in their Local Planning Authority areas, in a similar way to this policy. Such routes will benefit from the presence and proximity of various wildlife and habitat associated designations (the line passes through the Beccles Marshes Suffolk County Wildlife Site, and is adjacent to SAC, SPA, and Ramsar site), but will need to have regard to their sensitivities in the creation, alignment and management of such routes. Impact of any changes to these routes on the landscape of the Broads is also an important consideration.

The Authority would welcome well designed art and interpretation. However, the provision of signage and interpretation should only be that which is necessary to promote and direct along the route, but not impact on the landscape of the Broads (see policy PUBDM15). See policy PUBDM10 re linking to the past.

Evidence used to inform this section

- Officer knowledge relating to the tracks.

Policy PUBSSLGS: Local Green Space **See Local Green Space map bundle**

Development proposals that protect or enhance Local Green Spaces and which comply with other relevant policies will be permitted. Development proposals that would have an unacceptable adverse impact on the use, function and appearance of these Local Green Spaces or would result in their loss will not be permitted other than in exceptional circumstances.

Reasoned Justification

Local green spaces are green spaces that are demonstrably special to a local community. The preparation of local and neighbourhood development plans offers the opportunity to designate local green spaces and provide extra protection to them that rules out new development other than in very special circumstances.

Local Green Space must be reasonably close to the community it serves; have demonstrable local significance and interest; be local in character; and not cover an extensive tract of land.

The Broads community was asked to nominate areas to be considered as Local Green Space. The Local Green Space Map Bundle and the following list show the spaces which have been allocated as areas of Local Green Space:

- Bridge Green, Potter Heigham
- Chedgrave Common
- Part of Waveney Meadow that is not open space, Puddingmoor, Beccles
- Land surrounding Beccles Rowing Club, Off Puddingmoor, Beccles
- The Stone Pit, Station Road, Geldeston
- The playing field, Station Road, Geldeston

Evidence used to inform this section

- Local Green Space Nominations and Assessment, revised 2017. <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>

Policy PUBSSSTAITHES: Staithes

Staithes are protected, in line with their existing access rights, from:

- i) Encroachment;
- ii) Inappropriate built development;
- iii) Their access being obstructed; and
- iv) Development which detrimentally impacts their historic character and setting.

Proposals to enhance staithes will be supported subject to meeting the requirements of other relevant policies of the Local Plan.

Reasoned justification

A **staithe** (as defined in the 1988 Broads Act) means any land that is adjacent to a waterway and that the inhabitants of the locality are entitled to use as a landing place. A staithe is for loading and unloading.

There have been a number of instances where staithes have been adversely possessed by individuals, for example being fenced off or claimed as an individual's property. By losing staithes, there is a negative impact on public access to the water as well as use of the staithes for loading. The Broads Act 1988 sets powers on the Broads Authority to protect the existence of staithes and the ability of the public to use and access them (Part 2, section 37).

Evidence used to inform this section

- Officer experience.

Policy PUBSSA47: Changes to the Acle Straight (A47T)

See Map: [Appendix J: Acle Straight and Considerations/Constraints](#)

Any improvements to the Acle Straight will need to consider the following – biodiversity mitigation and enhancement, visual impact, setting of the Broads, safety, congestion improvements and driving experience whilst retaining the special qualities of an iconic and highly protected landscape.

The Authority will proactively work with promoters and designers of any proposals for changes to any aspect of the Acle Straight, at an early stage and throughout the process especially the feasibility and design stages.

Any proposed schemes will need to:

- a) Demonstrate clearly the justification for the changes and with any benefits significantly outweighing any negative impacts;
- b) Undertake comprehensive constraint scoping at the earliest stage (particularly in relation to landscape, ecology and habitats, visual amenity, the historic environment, access, either temporary or permanent);
- c) Clearly demonstrate that there is no realistic alternative which would have avoided or had a lesser impact on the Special Qualities of the Broads Authority Executive Area;
- d) Set out clearly, based on robust evidence, the nature and scale of any resultant impacts to include those set out in b above; and
- e) Demonstrate how any negative impacts would be mitigated or compensated for as well as

opportunities taken to enhance the special qualities of the area, bearing in mind that the Broads is a protected landscape of national importance.

The following criteria must be addressed through the design and delivery of any changes to the Acle Straight and/or its access points.

- i) Detailed understanding and appropriate mitigation of impacts to designated wildlife areas and species and to land management practice;
- ii) Wildlife crossing points and habitat compensation;
- iii) Impacts on landscape, tranquillity and visual amenity are identified, assessed and significant adverse effects appropriately avoided, reduced or offset through mitigation;
- iv) Surface water run-off and pollution risk from spills fully understood and addressed in terms of containment methods, volume, flow and impacts on water quality;
- v) Any scheme shall keep lighting to a minimum. Any lighting will need to be thoroughly justified and will be well designed and will not contribute to light pollution;
- vi) Walking, cycling and horse-riding route (or routes) with appropriate entry points and links to nearby urban areas and nearby public rights of way will be provided;
- vii) Interpretation measures and opportunities to safely enjoy and appreciate the iconic views to the mills and over the marshes will be provided;
- viii) Any enhancements to landscape, heritage, biodiversity, water management, recreation and habitat resulting from the Heritage Lottery Funded scheme (Water, Mills and Marshes) will need to be fully understood protected and enhanced;
- ix) Any impacts of the scheme on designated or undesignated heritage assets or their setting including waterlogged archaeology and traditional dyke networks will be thoroughly assessed and mitigated and opportunities taken to conserve and interpret the features that relate to the distinctive cultural landscape of the drained marshland;
- x) Transport infrastructure, including roads, bridges, lighting, signing, other street furniture and public transport infrastructure, will be carefully designed and maintained to take full account of the valued characteristics of the Broads; and
- xi) Balancing accesses onto and from the road against the overall impact of the scheme on the special qualities of the Broads.

Constraints and features

- Entire length of Acle Straight in Flood Zone 3 (EA mapping)
- Western end: Damgate Marshes SSSI, Halvergate Marshes SSSI, Broadland SPA, Broadland Ramsar site and The Broads SAC
- Eastern end: Breydon Water LNR, SSSI, Ramsar Site, SPA.
- Stracey Arms Drainage Mill (listed building) is next to the Acle Straight.
- Other listed buildings with a view towards the Acle Straight which can be viewed from the road.
- Halvergate Marshes Conservation Area
- The Broads is a site identified by Historic England as having exceptional potential for waterlogged Archaeology
- Undesignated Heritage assets which contribute to the Cultural heritage of the area such as the WW2 defences and assets identified on the Norfolk HER and Broads Local List.
- Numerous accesses to tracks, for example to farms.

- Numerous level crossings accessed from the Acle Straight.
- Branch Road junction
- Little Whirlpool Ramshorn Snail (*Anisus vorticulus*) is a European protected species
- The Acle Straight runs in between railway line and river
- Open and flat landscape
- Historic dyke networks with associated features
- Rights of Way
- Future changes resulting from the HLF bid

Reasoned justification

The A47 is the main east west connection in northern East Anglia. It links Great Yarmouth in the east with Norwich, King's Lynn and Peterborough to the A1, which provides onward connections to the Midlands and north of England. At Great Yarmouth and Norwich connections to Europe and beyond are available via the port and airport. At Great Yarmouth the trunk road continues south, as the A12, to Lowestoft

The A47 passes through the Broads between Acle and Great Yarmouth – known as the Acle Straight. It is important to note that this policy relates to any changes to the Acle Straight. This includes any safety improvements currently programmed for the road as well as any future plans for dualling the road. There is an ambition promoted by the A47 Alliance to dual the A47 for its full length, including the stretch between Acle and Great Yarmouth. This is a long-term ambition for post-2021. In the medium term, Highways England plan to undertake safety improvements at key hotspots on the Acle Straight. This could include the installation of safety barriers, junction improvements and road widening or capacity improvements.

In December 2014, funding was announced in the Autumn Statement to deliver improvements along the A47, including safety improvements along the Acle Straight. Two schemes in particular are of relevance:

- A47/A12 Great Yarmouth: junction improvements, including reconstruction of the Vauxhall roundabout.
- Safety improvements at key hotspots and joint working with Natural England to establish environmental impacts and mitigation measures for the medium and long term which could include installation of safety barriers, junction improvements and road widening or capacity improvements.

The dualling of the Acle Straight has the potential to come forward during the Plan period. The Authority considers that this policy enables the designers of any future scheme to take into account and address in an adequate and appropriate way important issues and considerations.

The Broads Authority is unlikely to determine any future planning application for dualling the Acle Straight. The scheme is likely to be determined as a Nationally Significant Infrastructure Project (NSIP) by the Planning Inspectorate (because the developable area could be over 12.5 Ha and because the scheme could have environmental impacts¹¹³).

The Authority acknowledges that changes to the Acle Straight could bring benefits in relation to road safety, improved management of surface water and pollutants as well as benefits to the economy of the local area

¹¹³ http://www.legislation.gov.uk/ukxi/2013/1883/pdfs/ukxi_20131883_en.pdf

and indeed region¹¹⁴ through reduced congestion and delays and more reliable journey times. There are also opportunities associated with schemes as mentioned in the policy itself, for example the potential for archaeological finds, a new route alongside a dualled road and potential to enable interpretation and understanding of the Broads.

In relation to roads in particular, Defra guidance in the English National Parks and the Broads UK Government Vision and Circular 2010, states: *'there is a strong presumption against any significant road widening or the building of new roads through a (National) Park unless it can be shown there are compelling reasons for the new or enhanced capacity and with any benefits outweighing the costs significantly. Any investment in trunk roads should be directed to developing routes for long distance traffic which avoids the Parks'*. Furthermore, NPPF paragraph 115 says that *'great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty'*. NPPG paragraph 116 goes on to say that *'planning permission should be refused for major developments in these designated areas except in exceptional circumstances and where it can be demonstrated they are in the public interest'*.

It should also be noted that the statutory purpose of the Broads Authority is to protect the interests of the Broads. Section 17A of The Norfolk and Suffolk Broads Act 1988 imposes a statutory duty on authorities to have regard to the relevant statutory purposes when exercising their functions that can affect land in the Broads. For the avoidance of doubt, the special characteristics of the Broads are those set out at section 8.4. Furthermore, of particular importance and relevance in understanding the impacts of any scheme are the Landscape Sensitivity Study and Landscape Character Assessment. Areas 19, 24, 25 and 20 of these studies are the relevant areas for consideration.

Fundamentally, because of the potential adverse impacts on the landscape, visual amenity, historic environment, ecology, habitats, access and the special characteristics of the Broads either in a temporary or permanent nature that highway improvement schemes to the Acle Straight may cause, any changes to the Acle Straight need to be thoroughly justified. Any changes need to be designed so as to reduce and avoid impacts on the special qualities of the Broads in the first place. Only then can mitigation be considered. The specific criteria are discussed in detail:

- Wildlife and habitats

The Broads is one of the nation's most rich areas for biodiversity, with European designated habitats and species flanking and occupying the habitats close to the existing road. European and nationally protected species such as water vole, bats and otter are likely to be impacted by any changes. Water voles have suffered drastic declines across the country in recent years, although populations in the Broads are still high. Any loss of water vole habitat in the ditches would need to be compensated and water vole populations translocated.

Any increase in lighting could potentially cause adverse impacts on bat populations in the area. Light pollution is known to deter bats from commuting and foraging areas, delay emergence for hunting and cause disturbance to roosts.

¹¹⁴ A47 Wider Economic Benefits (2012) <http://www.a47alliance.co.uk/assets/AgendasMinutes/Wider-Economic-Benefits-A47.pdf>

The area is already a significant site for otter mortality. Road widening risks making this worse, so the Authority would expect changes that underline the need to include enhancements, such as wildlife crossing points. Other impacts on wildlife, such as increased barn owl road fatalities, would also need to be addressed

Many of the grazing marsh ditches hold conservation designations of European importance, supporting important plant and invertebrate communities. Any impacts to the ditch network would need to address this loss, considering alternatives, mitigation (including translocation), compensation, long term conservation and monitoring.

One of the already specified issues that changes to the Acle Straight would need to address is the Little Whirlpool Ramshorn Snail. The dykes around the current road are one of the few habitats of this species, which is on an international 'red list' of endangered species. It is a small aquatic snail with a flattened spiral shell of approximately 5mm in diameter. It has been declining from the UK since the 1960s, although the reason for decline is not clear. A study investigating the potential to translocate the snail (AECOM, March 2015) concluded that translocation was a potential option, but identified various considerations such as:

- Pathogen transference has been highlighted as an issue and as such receptor and donor sites should derive from the same drainage unit.
- Donor sites must have a robust population and only sites with no current population should be used as receptor site.
- In order to ascertain these sites and to increase knowledge of the target species robust pre translocation survey is a necessity.
- In addition receptor sites will need to be properly assessed to ensure the receiving habitat is suitable.

Large scale changes, such as dualling the Acle Straight, are likely to result in the loss of habitat as the surrounding dykes could be lost, as could some marshland. The Authority would expect any loss to be avoided and then minimised, with compensation likely to be required. Areas requiring compensation include the need to secure land purchase, conservation management or long term covenants for defined enhancements, and monitoring regimes. In the first place a scoring system for compensation should be worked up by independent consultant and agreed by all parties.

- *Landscape and tranquillity*

Another key issue is the impact of changes to the road on the landscape character of the Halvergate Conservation Area. The A47 crosses an area known as the Halvergate marshes or Halvergate triangle. This area forms one of the defining landscapes of the Broads area, being a vast panoramic expanse of grazing marsh dotted with windmills and often teaming with wildlife. The sheer scale, inaccessibility and emptiness of much of the marshland means it remains largely quiet and isolated. It is designated as a Conservation area and its biodiversity interest is recognised through national and international designations. The dualling of the Acle Straight has the potential to have a very significant impact on both the existing landscape character of the area (including tranquillity through increased traffic noise) and nature conservation interests.

Proposed highway improvement options are likely to range in scale, nature and extent. There are a number of key characteristics that have the potential to be affected through highway improvements through both the construction phase and as a result of the completed project. The significance of the effects on the

landscape and visual amenity of the area (adverse or beneficial) of any option proposed will need to be assessed in accordance with current guidelines. Reference will need to be made to the current landscape Character assessments for Local Character Areas 19 and 25 and the Conservation Area appraisal.

Dualling of the Acle Straight is likely to cause significant adverse effects on the existing landscape character. Mitigation of these affects may be challenging and would need to recognise that common methods – such as screening tree belts – may be highly intrusive in terms of the extensive open landscape character.

Noise is an important aspect of tranquillity. Schemes should seek to address this, but the provision of noise barriers would be detrimental to the iconic landscape viewing potential along this route. There could be scope for low noise surfacing.

- Surface water

Put simply, changes to the Acle Straight could result in more impermeable surfaces that would lead to a greater volume of surface run off to wash more pollutants off the road surface. The sensitive habitats nearby could be adversely affected by pollutants.

Any changes to the Acle Straight would need to address increased risk of flooding at that point as well as elsewhere by implementing sustainable drainage or SuDS and considering potential hazard to water quality from the surface runoff. Water may require additional treatment prior to disposal and as such adequate steps need to be put in place. Where any SuDS are proposed it is important to demonstrate that the SuDS hierarchy (see policy PUBDM5) has been followed both in terms of:

- surface water disposal location, prioritised in the following order: disposal of water to shallow infiltration, to a watercourse, to a surface water sewer, combined sewer / deep infiltration (generally greater than 2m below ground level),
- the SuDS components used within the management train (source, site and regional control)

The CIRIA SuDS Manual C753 (2015) reviews how to design sustainable surface water drainage from highways and explains how to design for water quality issues. Additional measures to address accidental spills will also need to be considered.

The Acle Straight is almost entirely within an IDB area and so the Water Management Alliance should be consulted early. If infiltration is not favourable, they should be consulted to establish if surface water drainage discharge to a managed network would require consent.

The Environment Agency should also be consulted with regard to water quality and any particularly sensitive receptors nearby as well as in relation to strategic flood risk and any mitigation required to compensate for any floodplain affected. . The Environmental Permitting (England and Wales) Regulations 2010 may be of relevance as well.

- Light pollution

The Authority's Dark Sky Report (2016) shows that the Acle Straight has good quality dark skies, with the western end in particular having very good quality dark skies¹¹⁵. Any schemes need to be assessed in line with policy PUBDM21 Light pollution and dark skies.

- Walkers, cyclists and horse riders

Changes to the Acle Straight offer the opportunity to improve provision for walkers, cyclists and horse riders and provide new facilities. The Integrated Access Strategy has an aspiration for a shared use path along the length of the Acle Straight, which would provide a new link to enable non car journeys between Acle and Great Yarmouth.

- Interpretation and appreciation

The route is a tourist route as well an access route. Changes to the Acle Straight could include provision of parking laybys, allowing people the opportunity to appreciate the iconic landscape. The Authority would expect these areas to have no impediment to view, as well as the provision of interpretation points. This provision would add to the visitor experience of the Broads in this area.

- HLF scheme¹¹⁶

The Broads Landscape Partnership has received an earmarked grant of £2.6m from the Heritage Lottery Fund (HLF) through its Landscape Partnership (LP) programme for the Water, Mills and Marshes project. The project aims to enrich and promote heritage sites in the area between Norwich, Great Yarmouth, Lowestoft, Acle and Loddon, unlock the benefits of this distinctive landscape for local people and give them the skills to protect it as a legacy for future generations. Iconic drainage mills on Halvergate marshes, an area which boasts one of the greatest concentrations in Europe, will be documented and renovated through a Heritage Construction Skills training scheme.

Delivery of the HLF project is set for 2018 to 2022. At the time of writing the Local Plan, the actual results of the scheme and their impact on the landscape in the Halvergate Marshes area is not known. The changes to the area will be an important consideration for any proposals to change the Acle Straight.

- Heritage assets

One listed building, Stracey Arms Drainage Mill, is located immediately adjacent to the Acle Straight. The impacts of changes on this heritage asset will need to be addressed. There are also numerous other intervisible (seen from each perspective) drainage mill structures both Nationally and Locally listed collectively forming the largest grouping in the UK, all of which contribute to the Historic character of the drained marshland. The Norfolk HER contains many records relating to the area both in terms of archaeology and built form, an example being the World War 2 defences that remain in situ on the marshes.

The special historic interest of Halvergate marshes is particularly significant as a constantly evolving cultural landscape. That evolution is illustrated by numerous remnant structures, landscape and archaeological features that collectively contribute to the historic significance of the area. Historic England has recognised this significance in terms of undiscovered archaeology and identified the Broads as an area of *exceptional potential for waterlogged heritage*. Fundamentally, because of the soil conditions in the Broads, there is

¹¹⁵ The readings taken along the Acle Straight were all over 20 arc magnitudes per second with those to the western end of the Acle Straight in particular being over 20.5 arc magnitudes per second.

¹¹⁶ <http://www.broads-authority.gov.uk/looking-after/projects/water,-mills-and-marshes>

great potential for archaeology to be well preserved giving an insight into the past. See policy PUBDM10 Heritage Assets which relates to archaeology.

Virtually the whole of the Acle Straight corridor lies within the Halvergate Marshes Conservation Area, a designated Heritage Asset characterised by the cultural landscape and the features within it.

The Authority would expect that the historic significance, including potential archaeological significance of the area, is fully assessed and analysed in any proposal for changes to the Acle Straight. The historic environment is a finite resource and once lost cannot be replaced. The Authority therefore expects that any adverse impact on the historic environment, either built, landscape or archaeological, is kept to an absolute minimum, and any adverse impact resulting from change is fully assessed and can be justified in line with the tests set out in section 12 of the NPPF. Furthermore, where justification for harm can be made, then any impact or harm should be mitigated, including improvements to existing features.

- *Practicalities*

The current route has various pinch points bounded by river on one side and railway on the other. Further, there are numerous farm accesses and the road towards Halvergate that will need to be accommodated. These may mean that any improvements cannot be fitted 'on-line' and a wider route choice corridor has to be considered. This could have immense implications on the landscape, history and ecology and could alter the attitude of the Authority to any proposals. Constraint scoping needs to be undertaken very early in the process.

Evidence used to inform this section

- Broads Dark Skies Report: http://www.broads-authority.gov.uk/data/assets/pdf_file/0007/757402/Broads-Authority-Dark-Skies-Study-March-20161.pdf
- Halvergate Marshes conservation area appraisal: Not on line
- Landscape Character Assessment.
- Feasibility study on the translocation of the little whirlpool ramshorn snail (AECOM 2015) https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/454014/Feasibility_Study_Lesser_Whirlpool_Ramshorn_Snail_DRAFT_Redacted.pdf

33. Implementation, Monitoring and Review

The Authority considers that this is the most appropriate strategy for the Broads – a highly protected and treasured landscape. This section discusses how the strategy contained within this Local Plan will be implemented and monitored and also discusses the future review of the Local Plan.

Implementation and delivery

There are some obvious organisations which will be responsible for ensuring the delivery and implementation of different policies. The monitoring and implementation framework at Appendix G sets out likely organisations key to the delivery of the strategy of the Local Plan.

Monitoring the Local Plan

Trying to monitor the Core Strategy, Development Management and Site Specific Local Plan policies has proven to be difficult because some of the indicators relied on third parties to provide up to date data, or the indicator might only be monitored every few years. Added to this, for some policies there are numerous indicators to monitor. Taking account of this experience, the Authority has produced a simpler and hopefully more efficient monitoring regime for the Local Plan as follows.

The individual policies have monitoring indicators and these are set out at Appendix G. Where there is an obvious quantifiable output to monitor, the indicator reflects this (for example applications approved contrary to Environment Agency advice or number of dwelling permitted or developed). Such a quantitative approach to other policies is not so easy. As such, a simple questionnaire has been completed which Development Management Officers will fill out when completing a decision notice. This questionnaire asks which policies have been used to help determine the application and to what level of conformity the application and decision has been made – decision and application in full conformity with policy, part conformity or contrary.

Reviewing the Broads Local Plan

The Authority will assess the use of each policy through the monitoring indicators, on an annual basis. This will enable the Authority to understand how the policies are being used and to what effect. Furthermore, the Housing White Paper discusses the changes to the planning system that the Government intends to make in this parliament (to 2020). If these changes and the policy monitoring data indicate a need to amend adopted policies, the Authority will react in an appropriate manner.

The Authority will start to review the Local Plan around 18 months after it has been adopted. This allows a good period of time for the overall strategy included within the plan to take effect and gives Development Management Officers a good period of time to experience using the policies. With the Local Plan likely to take around 3 years to implement, this review timetable will result in a new Local Plan in place around 5 years after this Local Plan has been adopted and is in line with the Housing White Paper's intentions.

Appendix B: Climate-Smart Checklist

How to complete the checklist

Consider the development as a whole, and in terms of its constituent parts including groundworks, construction (low and high level), height of items, water flow on and off the site, proximity to external risk factors (including sea, rivers, streams, ditches, trees, other construction).

We suggest you initially consider your development against current average weather conditions. Then consider recent weather extremes, and what those impacts might do to your development. For example, could it cope with sudden, very intense rain showers? Would a week of mid 30°C temperatures melt anything?

You should then consider future climate projections (relevant to how long you think your development will last). As these are only projections, first consider how likely things are to happen, and at what rate (for example, if you think greenhouse gas emissions will decline quickly, the chances of the highest level projections being reached are slim, and vice versa).

You should also consider what level of risk you could live with (for example, if you think that tolerating significant fluctuations in temperature is an unacceptable risk, you may choose to incorporate certain adaptive features in your development). You may also want to think about potential future occupiers and how attractive 'climate-smart' features would be to them.

Looking to the future will help you consider whether your development needs to be more resilient or adapted to cope more effectively with climate impacts (for example, moving to a different part of the site where there will be more shade for the house, or tree planting to provide shade).

It is particularly important to consider the potential changes in extreme weather conditions. Projections are that such extremes may become more frequent, as well as reaching new highs or lows, such as more intense bursts of rainfall due to increased thunderstorms.

Additional information and advice

To support this checklist, the Broads Authority has a range of additional guidance on getting the best from your development proposals:

- a. **Sustainable Development Guide**¹¹⁷. This gives comprehensive advice across a range of development types on incorporating a sustainable approach. The Guide will be reviewed every 3 years to see if a revision is required
- b. **Broads Community advice**¹¹⁸: Produced through the Broads Climate Partnership, giving more detailed suggestions for farmers, businesses and local communities on adapting to climate change.
- c. **Broads Climate Adaptation Plan**¹¹⁹: Produced in 2015, the Plan introduces current thinking about climate adaptation for the Broads, setting out the favoured 'climate-smart' approach.

Explanatory notes

Remember that, just as now, there will be chances of extremes at both ends of the weather spectrum (e.g. heavy snow fall, winter 'heatwaves', freak hailstorms, flash flooding, and extreme heat), for which you should already be making allowances according to your assessment of risk.

Sea level rise: Current projections for sea level rise range from 37cm to over 1m by the end of the 21st century. A rising sea increases the threat of over-topping defences or stopping heavy rainfall from running out to sea. It is also likely to mean salty water is pushed further up the rivers (altering wildlife distribution and perhaps increasing corrosion) and could mean air draft under bridges at high tide is likely to be reduced. Higher initial levels could also worsen impacts when surge conditions (strong winds and depressions) combine to push water inland.

¹¹⁷ http://www.broads-authority.gov.uk/_data/assets/pdf_file/0015/410307/SustainabilityGuide.pdf

¹¹⁸ <http://www.broads-authority.gov.uk/looking-after/projects/broads-community>

¹¹⁹ <http://www.broads-authority.gov.uk/looking-after/climate-change>

Surface water flooding: With more impermeable surfaces due to development, heavy rainfall can overwhelm drains and ditches and give rise to a higher threat of surface water flooding. By keeping land permeable to rainfall, having overflow areas that can hold excess water, or incorporating flood barriers into the building, the risk can be lowered.

Increased water temperature in watercourses: Increased temperatures alongside high nutrients may increase the probability of blue-green algal blooms (which can be toxic) or excessive aquatic vegetation growth. Furthermore, the increased river/lake temperature may affect the overall distribution of species with knock on effects, e.g. on recreation interests.

Heatwaves: Periods of high temperature caused by trapping energy in the atmosphere, along with more cloud free days, could see the prolonged periods of sunshine melting certain materials or causing human health issues. Developing ways to shade living and working spaces (such as window shutters or tree planting) may provide improved tolerance.

Drought: Longer periods of no rainfall could put stress on water levels. This may affect the environment and wildlife (e.g. low flow in rivers, ponds drying out) but could also decrease the amount available for people to use.

DRAFT

What will happen to the development and/or the users or occupiers if there is...?

		Impact level. Put an x to indicate impact.					Why do you think this? What can you do to reduce this impact level? How have you designed the development to address this?
		Nil	Small	Medium	Significant	Extreme	
Higher summer temperatures (average and maximum)							
Longer periods of drought during the summer							
Longer periods of cloud free days							
Water (river, stream and lake) temperatures increased through year especially the summer							
Rainfall coming in more intense bursts	Greater potential for surface water flooding						
	More potential for higher ditch, stream and river levels						
Fewer frosty days							
More frequent storms – the effect of rain and wind							
More extreme / intense storms – the effect of rain and wind							
Rise in sea level							
Increase in salinity in the rivers							
Surge conditions in the North Sea							

Next steps

According to your acceptance of risk, you may wish to make more a detailed exploration and assessment when your self-assessment reaches a certain impact level (e.g. for all 'significant' and above impacts).

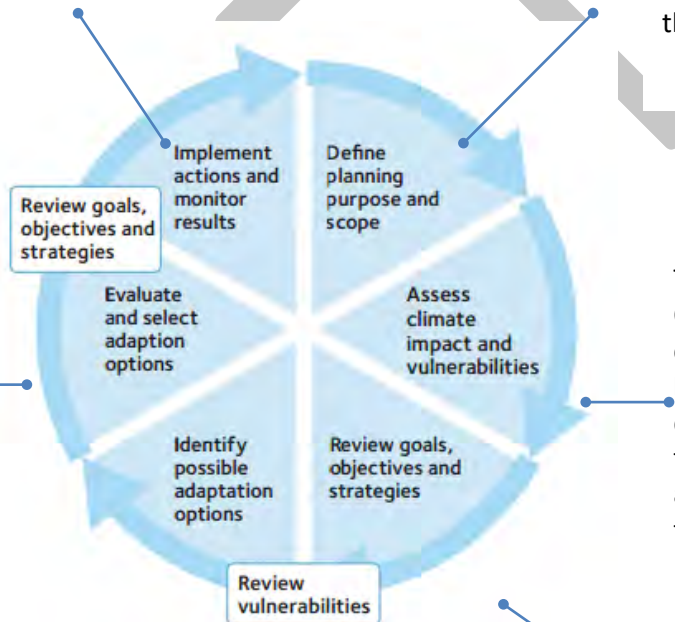
Appendix C: Climate-smart planning cycle

It may be sensible to keep an accurate record of your options and decisions, so you can go back to the assumptions made if the adaptation choice is not working. The changes in the weather and climate can be recorded to give an accurate picture of any changes. Keep informed of changing predictions for climate change and monitor what happens to your development over the years. Different results to what was expected may suggest it would be sensible to go through the steps again to see what needs to, or could, be modified.

Climate change predictions are based on what *could* happen, rather than knowing precisely what *will* happen. As such, do you want to consider the most likely changes, or be prepared for the most extreme conditions just in case? You probably need to understand the lifetime of your development and how things could change over that timescale.

Make the choice about which option to follow. This may be immediate action, or you can identify 'triggers' as to when you are going to act (e.g. you are willing to live with the driveway being flooded a few times a year at very high tides, but when it's happening monthly it will be time to act).

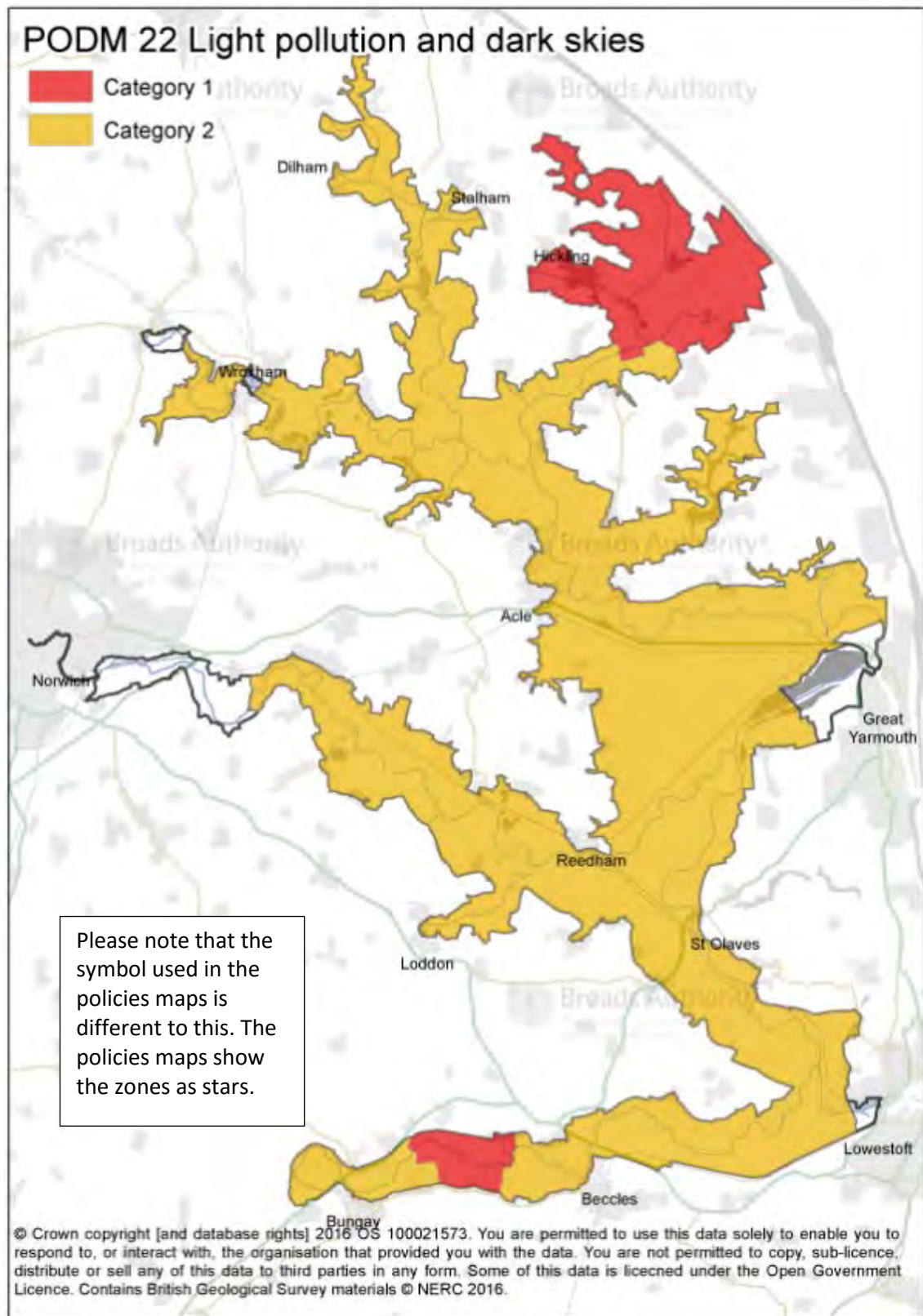
Are there actions you can implement now that would help you cope with a new climate regime? Can you alter construction or management choices that minimise any risks? Can what you construct be altered easily in the future if predictions and/or on site experience is worse than you planned for? Are there different technologies that could be applied to lessen risks? If no options seem possible, you may wish to go back through the steps and modify your goals or objectives.



Taking the preferred projections (See the Met Office/UKCIP09 projections website for details) consider what the climate differences are likely to be and how they may impact on the proposed development. List, and possibly rank, the likely things that could create an adverse impact, as well as any opportunities a changing climate might offer for your development and how it is used.

What do you want to achieve? What will you have at the end of the timescale being considered? For example, how often will you use the development and at what time of year? Perhaps the flood impacts will be negligible or not manifesting themselves in the short-term. Be clear about what you would prefer to have in the future – for example, a development that never floods or one that floods a few times a year.

Appendix D: Light Pollution and Dark Skies – map of zones



Appendix E: Adopted constituent district policies relating to affordable housing as at August 2017.

District	Document	Policy
Great Yarmouth	Core Strategy (2015)	<ul style="list-style-type: none"> Sub area 1: 20% on sites of 5 or more. Sub area 2: 10% on sites of 5 or more Sub area 3: 10% on sites of 15 or more
North Norfolk	Core Strategy (2008)	<ul style="list-style-type: none"> 10 or more dwellings or sites of more than 0.33 hectares in Principal and Secondary Settlements, not less than 45%. 2 or more units or on sites larger than 0.1 hectares in Service Villages and Coastal Service Villages, not less than 50%
Broadland	Joint Core Strategy (2011 and 2014)	<p>The proportion of affordable housing, and mix of tenure sought will be based on the most up to date needs assessment for the plan area. At the adoption of this strategy the target proportion to meet the demonstrated housing need is:</p> <ul style="list-style-type: none"> on sites for 5-9 dwellings (or 0.2 – 0.4 ha), 20% with tenure to be agreed on a site by site basis (numbers rounded, upwards from 0.5) on sites for 10-15 dwellings (or 0.4 – 0.6 ha), 30% with tenure to be agreed on a site by site basis (numbers rounded, upwards from 0.5) on sites for 16 dwellings or more (or over 0.6 ha) 33% with approximate 85% social rented and 15% intermediate tenures (numbers rounded, upwards from 0.5)
Norwich		
South Norfolk		
Waveney	Development Management Policies (2011)	<ul style="list-style-type: none"> From the start of 2015 planning applications for 5 to 14 dwellings inclusive shall provide 35% affordable housing on-site or provide an equivalent off-site financial contribution for affordable housing elsewhere. Outside the Area Action Plan area of Lake Lothing planning applications for proposals of 15 or more dwellings shall provide a minimum of 35% on-site affordable housing.

Appendix F: Building for Life 12 – Assessment Criteria and checklist

Integrating into the neighbourhood

- 1. Connections:** Does the scheme integrate into its surroundings by reinforcing existing connections and creating new ones, while also respecting existing buildings and land uses around the development site?
- 2. Facilities and services:** Does the development provide (or is it close to) community facilities, such as shops, schools, workplaces, parks, play areas, pubs or cafes?
- 3. Public transport:** Does the scheme have good access to public transport to help reduce car dependency?
- 4. Meeting local housing requirements:** Does the development have a mix of housing types and tenures that suit local requirements?

Creating a place

- 5. Character:** Does the scheme create a place with a locally inspired or otherwise distinctive character?
- 6. Working with the site and its context:** Does the scheme take advantage of existing topography, landscape features (including water courses), wildlife habitats, existing buildings, site orientation and microclimates?
- 7. Creating well defined streets and spaces:** Are buildings designed and positioned with landscaping to define and enhance streets and spaces and are buildings designed to turn street corners well?
- 8. Easy to find your way around:** Is the scheme designed to make it easy to find your way around?

Street and home

- 9. Streets for all:** Are streets designed in a way that encourage low vehicle speeds and allow them to function as social spaces?
- 10. Car parking:** Is resident and visitor parking sufficient and well integrated so that it does not dominate the street?
- 11. Public and private spaces:** Will public and private spaces be clearly defined and designed to be attractive, well managed and safe?
- 12. External storage and amenity space:** Is there adequate external storage space for bins and recycling as well as vehicles and cycles?

Appendix G: List of policies in the Local Plan including the monitoring and implementation framework.

Monitoring and implementation framework to be inserted here.

Strategic Policies

Policy PUBSP1: DCLG/PINS Model Policy
Policy PUBSP2: Strategic Flood Risk Policy
Policy PUBSP3: Climate Change
Policy PUBSP4: Soils
Policy PUBSP5: Historic Environment
Policy PUBSP6: Biodiversity
Policy PUBSP7: landscape Character
Policy PUBSP8: Getting to and around the Broads
Policy PUBSP9: Recreational Access Around the Broads
Policy PUBSP10: A prosperous local economy.
Policy PUBSP11: Waterside sites
Policy PUBSP12: Sustainable Tourism
Policy PUBSP13: Navigable Water Space
Policy PUBSP14 Mooring Provision
Policy PUBSP15: Residential development
Policy PUBSP16: New Community Facilities

Development Management Policies

Policy PUBDM1: Water Quality and Foul Drainage
Policy PUBDM2: Boat wash down facilities
Policy PUBDM3: Water Efficiency
Policy PUBDM4: Development and Flood Risk
Policy PUBDM5: Surface water run-off
Policy PUBDM6: Open Space on land, play, sports fields and allotments
Policy PUBDM7: Green Infrastructure
Policy PUBDM8: Climate Smart Checklist
Policy PUBDM9: Peat soils
Policy PUBDM10: Heritage Assets
Policy PUBDM11: Re-use of Historic Buildings
Policy PUBDM12: Natural Environment
Policy PUBDM13: Energy demand and performance
Policy PUBDM14: Renewable Energy
Policy PUBDM15: Development and Landscape
Policy PUBDM16: Land Raising
Policy PUBDM17: Excavated material
Policy PUBDM18: Utilities Infrastructure Development
Policy PUBDM19: Protection and enhancement of settlement fringe landscape character
Policy PUBDM20: Amenity
Policy PUBDM21: Light pollution and dark skies
Policy PUBDM22: Transport, highways and access
Policy PUBDM23: Recreation Facilities Parking Areas
Policy PUBDM24: New Employment Development
Policy PUBDM25: Protecting General Employment
Policy PUBDM26: Business and Farm Diversification

Policy PUBDM27 Development on Waterside Sites
Policy PUBDM28: Sustainable Tourism and Recreation Development
Policy PUBDM29: Holiday Accommodation – New Provision and Retention
Policy PUBDM30: Access to the Water
Policy PUBDM31: Riverbank stabilisation
Policy PUBDM32: Moorings, mooring basins and marinas.
Policy PUBDM33: Affordable Housing
Policy PUBDM34: Residential Development within Defined Development Boundaries
Policy PUBDM35: Gypsy, Traveller and Travelling Show People
Policy PUBDM36: New Residential Moorings
Policy PUBDM37: Permanent and Temporary Dwellings for Rural Enterprise Workers
Policy PUBDM38: Residential Ancillary Accommodation
Policy PUBDM39: Replacement Dwellings
Policy PUBDM40: Elderly and Specialist Needs Housing
Policy PUBDM41: Custom/self-build
Policy PUBDM42: Design
Policy PUBDM43: Visitor and Community Facilities and Services
Policy PUBDM44: Designing Places for Healthy Lives
Policy PUBDM45: Safety by the Water
Policy PUBDM46: Planning Obligations and Developer Contributions
Policy PUBDM47: Conversion of Buildings
Policy PUBDM48: Advertisements and Signs
Policy PUBDM49: Leisure plots and mooring plots

Site Specific Policies

Policy PUBACL1: Acle Cemetery Extension
Policy PUBACL2: Acle Playing Field Extension
Policy PUBBEC1: Former Loaves and Fishes, Beccles
Policy PUBBEC2: Beccles Residential Moorings (H. E. Hipperson's Boatyard)
Policy PUBBRU1: Riverside chalets and mooring plots
Policy PUBBRU2: Riverside Estate Boatyards, etc.
Policy PUBBRU3: Mooring Plots
Policy PUBBRU4: Brundall Marina
Policy PUBBRU5: Land east of the Yare public house
Policy PUBBRU6: Brundall Gardens
Policy PUBCAN1: Cantley Sugar Factory
Policy PUBCHE1: Greenway Marine Residential Moorings
Policy PUBDIL1: Dilham Marina (Tyler's Cut Moorings)
Policy PUBDIT1: Maltings Meadow Sports Ground, Ditchingham
Policy PUBDIT2: Ditchingham Maltings Open Space, Habitat Area and Alma Beck
Policy PUBFLE1: Broadland Sports Club
Policy PUBGTY1: Marina Quays (Port of Yarmouth Marina)
Policy PUBHOR1: Car Parking
Policy PUBHOR2: Horning Open Space (public and private)
Policy PUBHOR3: Waterside plots
Policy PUBHOR4: Horning Sailing Club
Policy PUBHOR5: Crabbett's Marsh
Policy PUBHOR6: Horning - Boatyards, etc. at Ferry Rd. & Ferry View Rd.
Policy PUBHOR7: Woodbastwick Fen moorings
Policy PUBHOR8: Land on the Corner of Ferry Road, Horning
Policy PUBHOV1: Green Infrastructure
Policy PUBHOV2: Station Road car park
Policy PUBHOV3: Brownfield land off Station Road, Hoveton
Policy PUBHOV4: BeWILDerwood Adventure Park

Policy PUBHOV5: Hoveton Town Centre
Policy PUBLOD1: Loddon Marina Residential Moorings
Policy PUBNOR1: Utilities Site
Policy PUBNOR2: Riverside walk and cycle path
Policy PUBORM1: Ormesby waterworks
Policy PUBOUL1: Boathouse Lane Leisure Plots
Policy PUBOUL2: Oulton Broad - Former Pegasus/Hamptons Site
Policy PUBOUL3 - Oulton Broad District Shopping Centre
Policy PUBPOT 1: Bridge Area
Policy PUBPOT2: Waterside plots
Policy PUBPOT3: Green Bank Zones
Policy PUBSOL1: Riverside area moorings
Policy PUBSOL2: Land adjacent to A143 Beccles Road and the New Cut
Policy PUBSTA1: Land at Stalham Staithe (Richardson's Boatyard)
Policy PUBSTO1 Land adjacent to Tiedam, Stokesby
Policy PUBTSA1: Cary's Meadow
Policy PUBTSA2: Thorpe Island
Policy PUBTSA3: Griffin Lane – boatyards and industrial area
Policy PUBTSA4: Bungalow Lane – mooring plots and boatyards
Policy PUBTSA5: River Green Open Space
Policy PUBTHU1: Tourism development at Hedera House, Thurne
Policy PUBWH1: Whitlingham Country Park

Area wide Policies

Policy PUBSSTRI: Trinity Broads
Policy PUBSSUT: Upper Thurne
Policy PUBSSCOAST: The Coast
Policy PUBSSROADS: Main road network
Policy PUBSSMILLS: Drainage Mills
Policy PUBSSPUBS: Waterside Pubs Network
Policy PUBSSSTATIONS: Railway stations/halts
Policy PUBSSTRACKS: Former rail trackways
Policy PUBSSLGS: Local Green Space
Policy PUBSSSTAITHES: Staithe
Policy PUBSSA47: Changes to the Acle Straight (A47T)

Appendix H: Superseded Policies

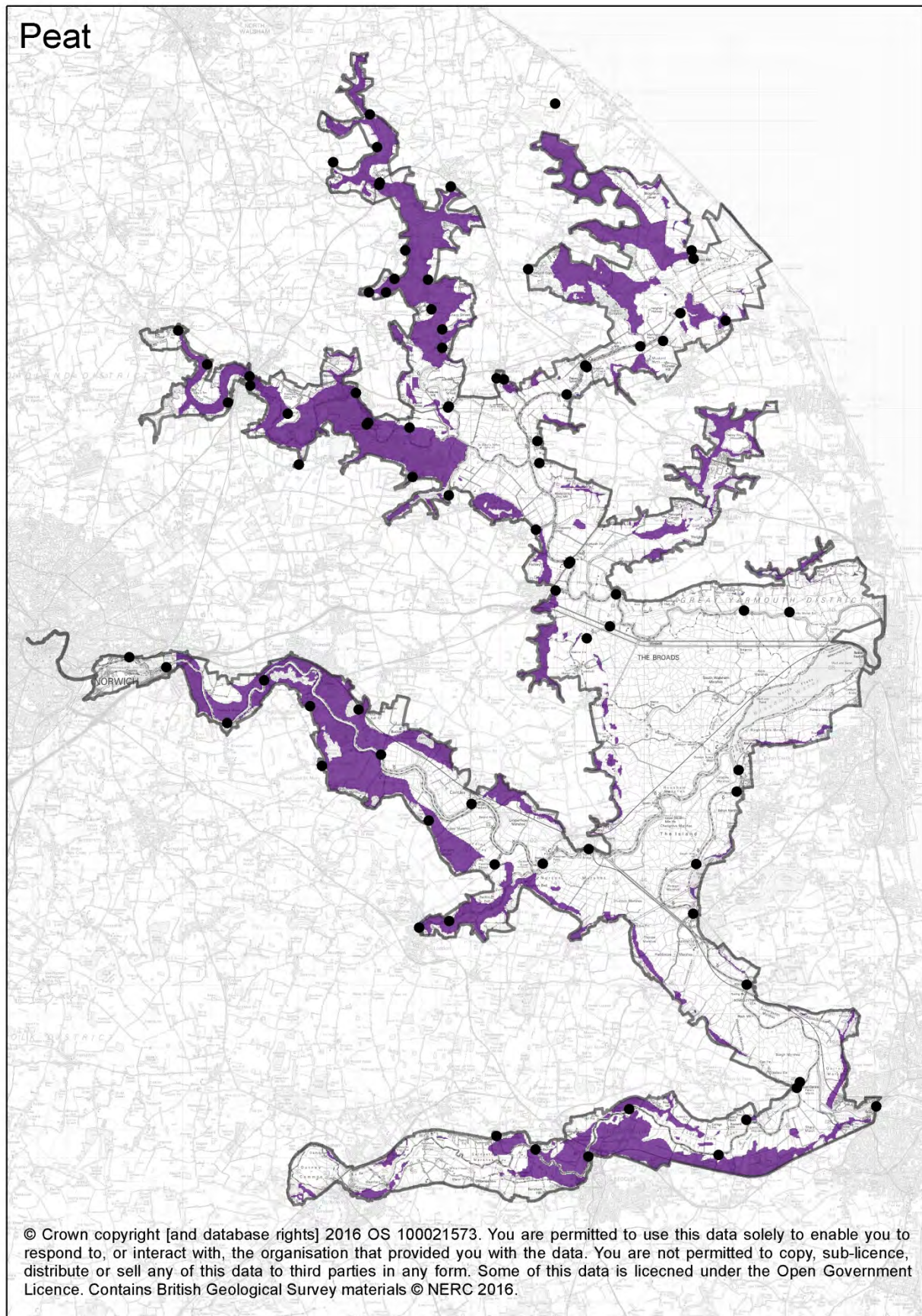
Please note, no policies are proposed to be 'saved'.

REF	What has happened to policy	Reference Number in Local Plan
DP1	Policy rolled forward with slight amendments.	PUBDM12
DP2	Policy rolled forward with slight amendments.	PUBDM15, 16, 17
DP3	Policy rolled forward with slight amendments.	PUBDM1, 2, 3
DP4	Policy rolled forward with slight amendments.	PUBDM42
DP5	Policy rolled forward with slight amendments.	PUBDM10
DP6	Policy rolled forward with slight amendments.	PUBDM11
DP7	Policy rolled forward with slight amendments.	PUBDM13 and 14
DP8	Policy rolled forward with slight amendments.	PUBDM13 and 14
DP9	Policy rolled forward with slight amendments- now utilities infrastructure	PUBDM18
DP10	Policy rolled forward with slight amendments.	PUBDM48
DP11	Policy rolled forward with slight amendments.	PUBDM22
DP12	Policy rolled forward with slight amendments.	PUBDM30
DP13	Policy rolled forward with slight amendments.	PUBDM31
DP14	Policy rolled forward with slight amendments.	PUBDM28
DP15	Policy rolled forward with slight amendments.	PUBDM29
DP16	Policy rolled forward with slight amendments.	PUBDM32
DP17	Policy rolled forward with slight amendments.	PUBDM49
DP18	Policy rolled forward with slight amendments.	PUBDM25
DP19	Policy rolled forward with slight amendments.	PUBDM26
DP20	Policy rolled forward with slight amendments.	PUBDM27
DP21	Policy rolled forward with slight amendments.	PUBDM47
DP22	Forms part of Development Boundary policy.	PUBDM34
DP23	Policy rolled forward with slight amendments.	PUBDM33
DP24	Policy rolled forward with slight amendments.	PUBDM39
DP25	Policy rolled forward with slight amendments.	PUBDM36
DP26	Policy rolled forward with slight amendments.	PUBDM37
DP27	Rolled forward with slight changes and combined with CS25.	PUBDM43
DP28	Policy rolled forward with slight amendments.	PUBDM20
DP29	Policy rolled forward with slight amendments.	PUBDM4 and 5
DP30	Policy rolled forward with slight amendments.	PUBDM46
CS1	Incorporated into a new sustainable development policy.	
CS2	Incorporated into a new biodiversity policy	PUBSP10
CS3	Rolled forward with some slight amendments. Combined with CS13 and CS15.	PUBSP17
CS4	Incorporated into a new sustainable development policy.	
CS5	Policy rolled forward with slight changes. Combined with CS6	PUBSP9
CS6	Policy rolled forward with slight changes. Combined with CS5	PUBSP9
CS7	Incorporated into a new sustainable development policy.	
CS8	Policy rolled forward with slight changes	PUBSP7
CS9	Combined into tourism strategic policies.	PUBSP16

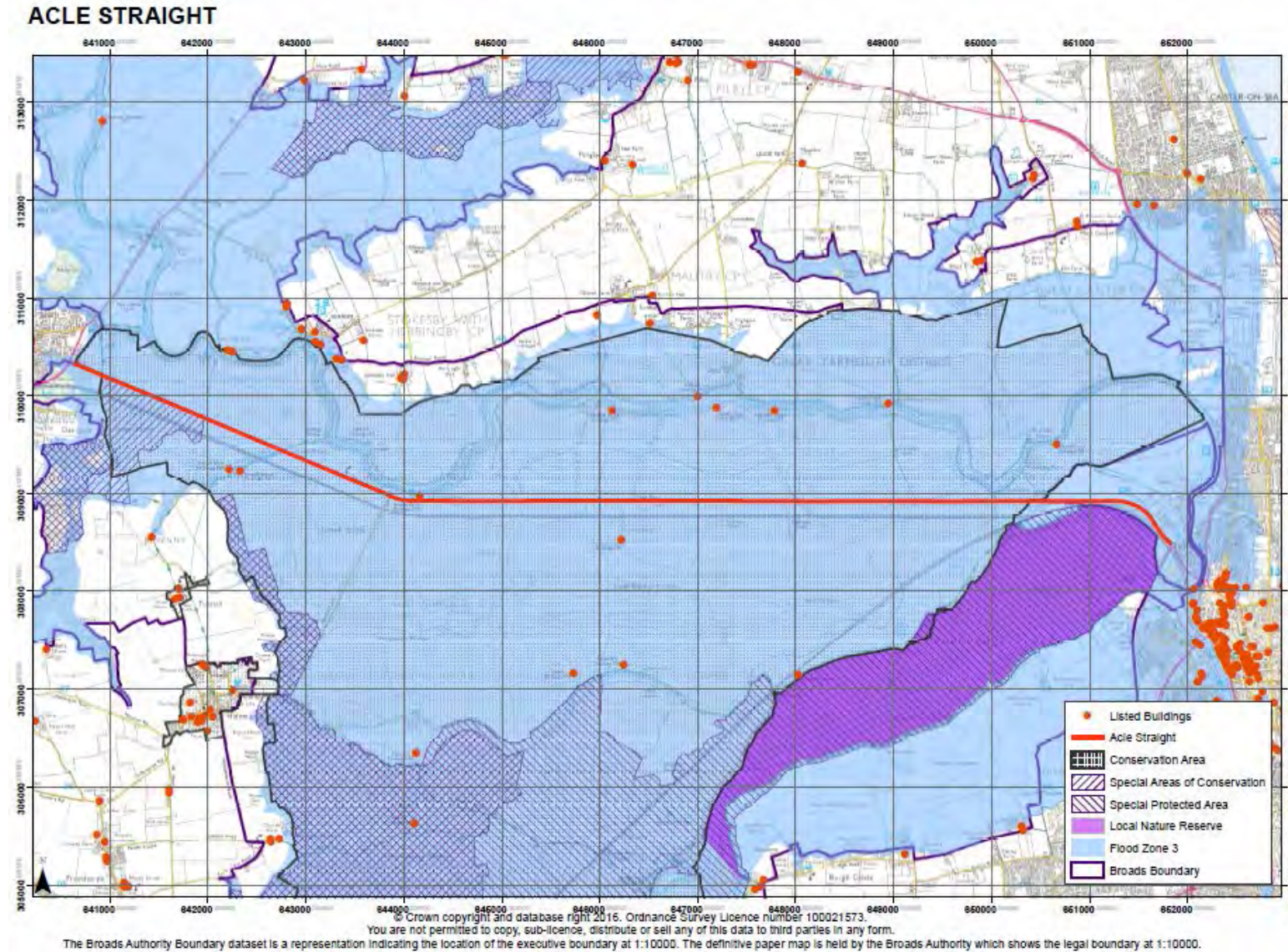
REF	What has happened to policy	Reference Number in Local Plan
CS10	Discarded. Approach no longer deemed necessary.	
CS11	Combined into tourism strategic policies.	PUBSP16
CS12	Combined into tourism strategic policies.	PUBSP16
CS13	Rolled forward with some slight amendments. Combined with CS3 and CS15.	PUBSP17
CS14	Rolled forward with some slight amendments.	PUBSP18
CS15	Rolled forward with some slight amendments. Combined with CS3 and CS13.	PUBSP17
CS16	Rolled forward with some slight amendments.	PUBSP12
CS17	Rolled forward with some slight amendments.	PUBSP13
CS18	Rolled forward with some slight amendments. Combined with CS24.	PUBSP19
CS19	Combined into tourism strategic policies.	PUBSP16
CS20	Many changes to reflect changes in national flood risk policy since the core strategy.	PUBSP6
CS21	Combined into tourism strategic policies.	PUBSP16
CS22	Rolled forward with some slight amendments.	PUBSP14
CS23	Rolled forward with some slight amendments.	PUBSP15
CS24	Rolled forward with some slight amendments. Combined with CS18.	PUBSP19
CS25	Combined with DP27	PUBSP20
ACL1	Rolled forward with some slight amendments.	PUBACL1
ACL2	Rolled forward with some slight amendments.	PUBACL2
BRU1	Rolled forward with some slight amendments.	PUBBRU1
BRU2	Rolled forward with some slight amendments.	PUBBRU2
BRU3	Rolled forward with some slight amendments.	PUBBRU3
BRU4	Rolled forward with some slight amendments.	PUBBRU4
BRU5	Rolled forward with some slight amendments.	PUBBRU5
BRU6	Rolled forward with some slight amendments.	PUBBRU6
CAN1	Rolled forward with some slight amendments.	PUBCAN1
DIL1	Rolled forward with some slight amendments.	PUBCAN2
DIT1	Discarded. Development built out. New open space policy proposed (to follow)	-
DIT2	Rolled forward with some slight amendments.	PUBDIT1
GTU1	Rolled forward with some slight amendments.	PUBGTU1
HOR1	Forms part of Development Boundary policy.	PUBDM34
HOR2	Rolled forward with some slight amendments.	PUBHOR1
HOR3	Rolled forward with some slight amendments.	PUBHOR2
HOR4	Rolled forward with some slight amendments.	PUBHOR3
HOR5	Rolled forward with some slight amendments.	PUBHOR4
HOR6	Rolled forward with some slight amendments.	PUBHOR5
HOR7	Rolled forward with some slight amendments.	PUBHOR6
HOR8	Rolled forward with some slight amendments.	PUBHOR7
HOV1	Forms part of Development Boundary policy.	PUBDM34
HOV2	Rolled forward with some slight amendments.	PUBHOV1
HOV3	Rolled forward with some slight amendments.	PUBHOV2
HOV4	Combined with retail policy.	PUBHOV5
NOR1	Rolled forward with some slight amendments.	PUBNOR1
NOR2	Rolled forward with some slight amendments.	PUBNOR2
ORM1	Rolled forward with some slight amendments.	PUBORM1

REF	What has happened to policy	Reference Number in Local Plan
OUL1	Forms part of Development Boundary policy.	PUBDM34
OUL2	Rolled forward with some slight amendments.	PUBOUL1
OUL3	Rolled forward with some slight amendments.	PUBOUL2
POT1	Rolled forward with some slight amendments.	PUBPOT1
POT2	Rolled forward with some slight amendments.	PUBPOIT2
POT3	Rolled forward with some slight amendments.	PUBPOT3
SOL1	Rolled forward with some slight amendments.	PUBSOL1
SOL2	Rolled forward with some slight amendments.	PUBSOL2
STA1	Rolled forward with some slight amendments.	PUBSTA1
TSA1	Rolled forward with some slight amendments.	PUBTSA1
TSA3	Rolled forward with some slight amendments.	PUBTSA3
TSA4	Rolled forward with some slight amendments.	PUBTSA4
TSA5	Forms part of Development Boundary policy.	PUBDM34
TSA6	Rolled forward with some slight amendments.	PUBTSA5
THU1	Rolled forward with some slight amendments.	PUBTHU1
WES1	Discarded. Development built out.	-
WHI1	Rolled forward with some slight amendments.	PUBWHI1
XNS1	Rolled forward with some slight amendments.	PUBSSTRI
XNS2	Rolled forward with some slight amendments.	PUBSSUT
XNS3	Rolled forward with some slight amendments.	PUBSSCOAST
XNS4	Rolled forward with some slight amendments.	PUBSSROADS
XNS5	Rolled forward with some slight amendments.	PUBSSMILLS
XNS6	Rolled forward with some slight amendments.	PPSSPUBS
XNS7	Rolled forward but combined with other 'new' routes.	PUBSSTRACKS
XNS8	Rolled forward with some slight amendments.	PUBSP1
XNS9	Forms part of Development Boundary policy.	PUBDM34
TSA2	Amended to update in light of various court decisions.	PUBTSA2

Appendix I: Location of Peat



Appendix J: Acle Straight and Considerations/Constraints



Appendix K: List of evidence base and other supporting documents

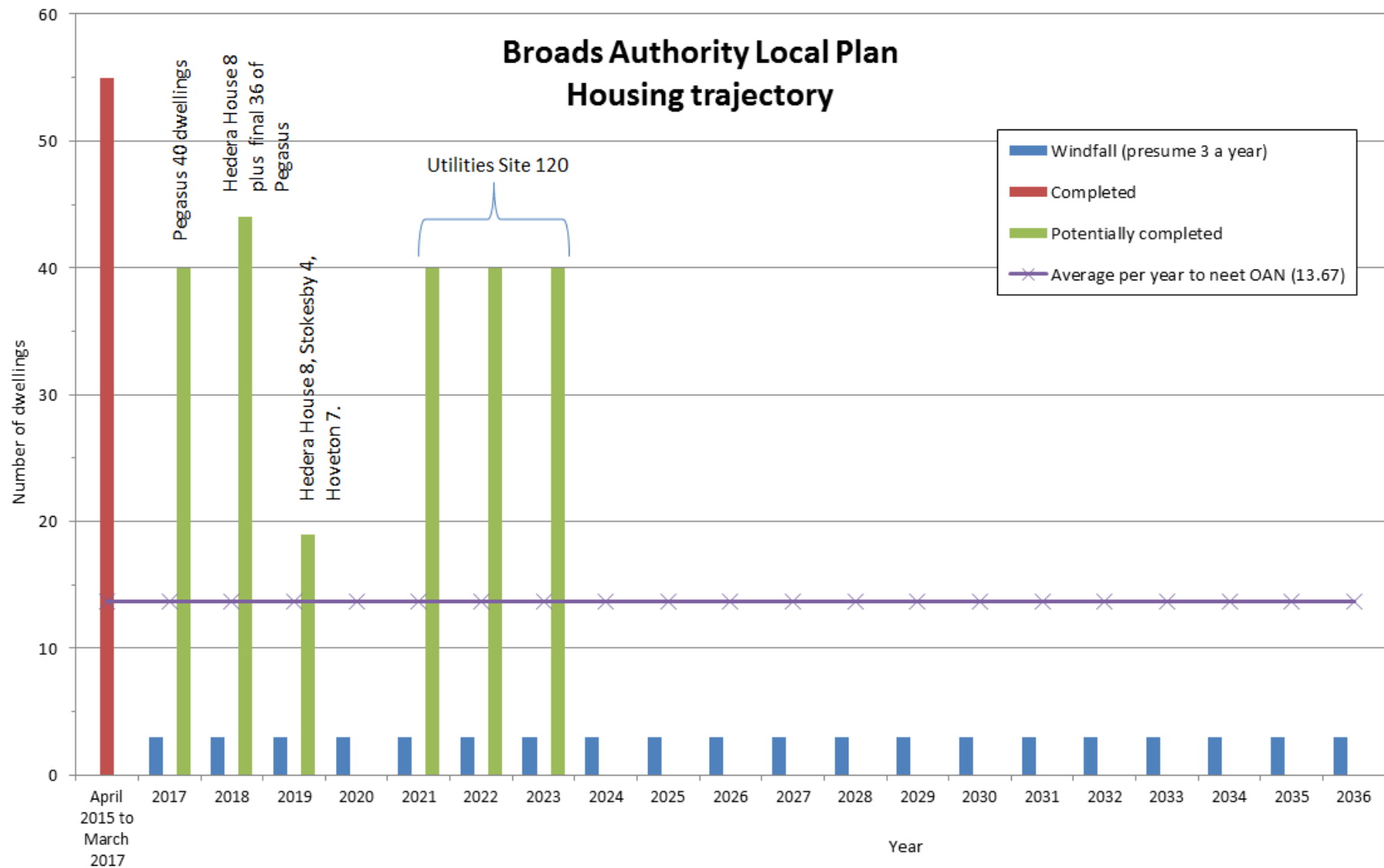
Completed Evidence <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base2>:

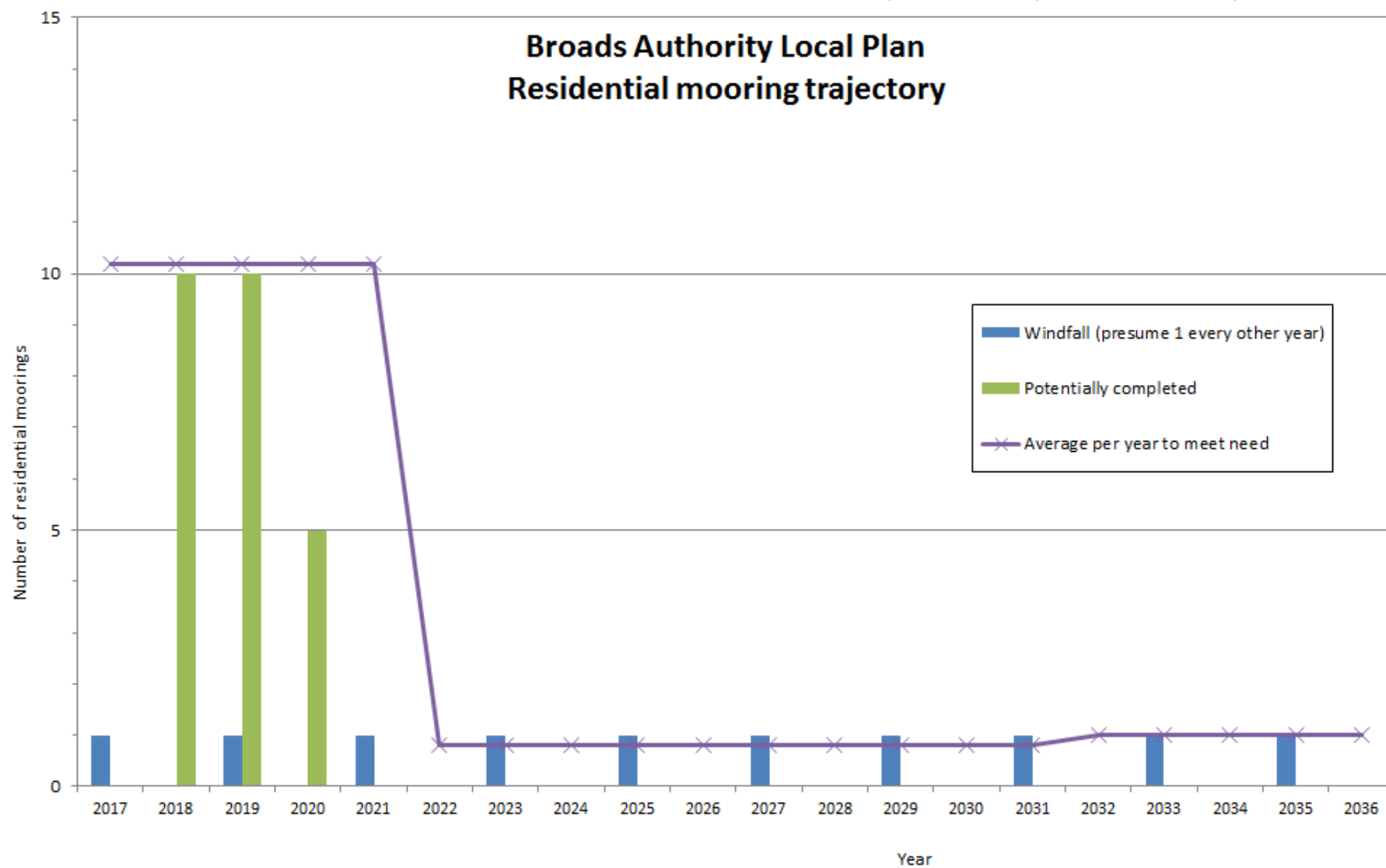
- Renewable Energy Topic Paper (2016)
- Local Infrastructure Report (2016)
- Rural Enterprise Dwellings and PPS7 Topic Paper (2016)
- Development Boundaries Topic Paper (2016)
- Housing Topic Paper (revised 2017)
- Duty to Cooperate Statement (2017)
- Broads Authority Dark Skies Study (2016) and Dark Skies Assessment (2016)
- Central Norfolk Strategic Housing Market Assessment (SHMA) (2017)
- Indices of Multiple Deprivation topic paper (2016)
- Settlement Study (2016)
- Major hazards (2016)
- Sequential Test (revised 2017)
- Residential Moorings Topic Paper (revised 2017)
- Assessment of the Broads Plan versus the Local Plan (2016)
- How issues raised in Issues and Options addressed in the Preferred options (2016)
- Gypsy and Traveller, Travelling Showpeople, Caravan and Houseboat Need (2017)
- Viability Assessment of the Local plan (revised 2017)
- Habitats Regulation Assessment (2016 and 2017)
- Sustainability Appraisals (2016 and 2017)
- Local Green Space Assessment (revised 2017)
- Employment Topic Paper (2017)
- Settlement Fringe Topic Paper (2016)
- Housing and Economic Land Availability Assessment (HELAA) (2017)
- HELAA towards allocations (2017)
- North Norfolk District Council Retail Study (2017)
- Waveney District Council Retail Study (2017)
- Recreation Impact Study (2017)
- East Inshore and East Offshore Marine Plans assessment against the Broads Local Plan proposals (2017)
- Thunder Lane Site Assessment, Thorpe St Andrew (2017)
- Land at Tiedam Site Assessment, Stokesby (2017)
- Strategic Flood Risk Assessment Position Statement, Produced by the Broads Authority and the Environment Agency (May 2017)

Evidence yet to be completed:

- Strategic Flood Risk Assessment (due middle/late 2017 and also 2019)

Appendix L: Broads Local Plan Housing and Residential Mooring Trajectory





Appendix M: Agricultural Land Classification Map

