

**Broads Local Plan (July) Bite Size Pieces**

Report by Planning Policy Officer

<b>Summary:</b>	This report introduces the following topics of the Preferred Options Local Plan: Vision and Objectives, Boat Wash Down, Excavated Material, Utilities Infrastructure, Sports Venues, Residential Annexes, and some refreshed and rolled forward policies currently in place.
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<b>Recommendation:</b> Members' views are requested.
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**1 Introduction**

- 1.1 This bite-size piece of the Preferred Options discusses vision and objectives, boat wash down, excavated material, utilities infrastructure, sports venues, residential annexes, and some refreshed and rolled forward policies currently in place.
- 1.2 Members' views are requested to inform the draft policy approach in the Preferred Options.
- 1.3 It is important to note that this is not necessarily the final text or approach, but is part of the development of the final text. There could be other considerations that come to light between now and the time the final version is presented to Planning Committee in November 2016.

**2 Vision and Objectives**

- 2.1 It is proposed that the vision for the Broads Local Plan is the same as the vision for the Broads Plan (which is the management plan for the Broads). The objectives are linked to elements of the vision (see Appendix A).

**3 Boat Wash Down**

- 3.1 A new policy which seeks to address the issue of biosecurity as well as anti-fouling paint (see Appendix B).

**4 Excavated Material**

- 4.1 A new policy which raises the importance of how to dispose of or use material excavated from implementing development proposals (see Appendix C).

## **5 Utilities Infrastructure**

- 5.1 Effectively rolling forward policy DP9 but amending it to reflect all types of utilities (see Appendix D).

## **6 Sports Venues**

- 6.1 There are two important sports venues in the Broads. The site specific policies relate to Broadland Sports Club (a new policy) and Malting Meadows venue (refreshing DIT2 of the Sites Specifics Local Plan) (see Appendix E).

## **7 Residential Annexes**

- 7.1 Effectively re-introducing a 1997 Local Plan policy with some amendments to address residential annexes (see Appendix F).

## **8 Refreshed and rolled forward policies currently in place.**

- 8.1 DP27 – Visitor and Community Facilities  
STA1 - Richardson's Boatyard in Stalham

See Appendix G.

## **9 Local Infrastructure Study**

- 9.1 This study brings together elements of other studies as well as parts of the Issues and Options to address the infrastructure types raised in the NPPF, at a local level (see Appendix H).

## **10 Financial Implications**

- 10.1 Generally officer time in producing these policies and any associated guidance as well as in using the policies to determining planning applications.

Background papers: None

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Appendices: Appendix A: Draft Vision for the Broads  
Appendix B: Boat Wash Down facilities  
Appendix C: Excavated Material  
Appendix D: Utilities Infrastructure  
Appendix E: Sports Venues  
Appendix F: Residential Annexes  
Appendix G: Visitor and Community facilities and Stalham Staithe  
Appendix H: Local Infrastructure Report June 2016

### Draft Vision for the Broads

The draft Vision for the Broads below is taken from the revised draft Broads Plan 2017. The Broads Plan, the key strategic management plan for the Broads, 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. It is currently under review and a new plan will be adopted in April 2017. 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 National Park will be a place where...**

Our Vision for the Broads National Park is that...

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 ecological, economic and social needs.

The 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, 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.

And finally, the Broads National Park is forever recognised as fundamental to our prosperity, health and wellbeing, and forever treasured as a special place that provides a "breathing space for the cure of souls".

#### **Q: Do you have any thoughts on the Management Plan and Local Plan having a shared vision?**

#### Draft Broads Local Plan Objectives (2012 to 2036)

The following draft objectives reflect the Vision for the Broads and the special qualities and assets of the area.

- OBJ1. The Broads remains a key national and international asset and a special place to live, work and visit.
- OBJ2. There are areas of true tranquillity and wildness, giving a real sense of remoteness.
- OBJ3. The Broads is a unique, highly valued and attractive environment where the landscape character and setting is protected, maintained and enhanced.

- OBJ4. The rich and varied habitats and wildlife are conserved, maintained, enhanced and sustainably managed.
- OBJ5. The coastal section of the Broads is used and managed in a balanced way for people and wildlife.
- OBJ6. Water quality is improved and water is managed to increase capture and efficiency, prevent pollution and reduce nutrients. Flood risk to people, property and landscapes is managed effectively.
- 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.
- OBJ8. The area's historic environment and cultural heritage are protected, maintained and enhanced. Local cultural traditions and skills are kept alive.
- OBJ9. The housing needs of the community are met.
- 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. .
- OBJ11. The Broads offers communities and visitors opportunities for a healthy and active lifestyle and a 'breathing space for the cure of souls'.
- OBJ12. There is a buoyant and successful rural economy.
- OBJ13. The Broads is renowned for sustainable tourism and supports a prosperous tourism industry.
- 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.
- OBJ15. The Broads continues to be important for the function, identity and recreation of the local community as well as over a wider area.
- OBJ16. Waste is managed effectively so there is no detriment to the environment.

**Q: Do you have any thoughts on the draft Objectives for the Broads Local Plan?**

Policy x – boat wash down facilities

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.

Where development is proposed (new, rebuild or extensions) that increases the use of existing boatyards, marinas and mooring basins 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 to wash the boats down ranges from a pressure hose to a closed loop wash down system that filters contaminants.

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. Non-native species (such as Killer Shrimp, Zebra Mussel and Signal Crayfish) 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 if invasive non-native species 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 they are not in use, or to transport them to other water bodies for competitions, for example. 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 which are signed and equipped to help in this biosecurity process. The Authority considers that requiring boating clubs to provide these facilities is not onerous.

Contaminants could be antifouling paint which could then run off into the nearby waterbody. Antifouling paints are applied to boat hulls to prevent growth of organisms, such as algae and mussels. Antifouling paints work by creating a toxic barrier, which 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. Recent research shows that past use of antifouling paints, such as TBT (tributyl tin) based products, had a severe impact on wildlife in the Broads. Although today's antifouling 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 Down<sup>1</sup> provides more information and gives detailed advice and guidance on wash down systems. Applicants are required, as part of the Planning Statement to support their application, to address the issue of boat-wash down and justify the chosen system. The Authority acknowledges that such a system can add to the cost of a particular scheme. 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.

### Alternative Options

#### Comments received as part of the Issues and Options:

The **Environment Agency** supports the inclusion of more detail within the Plan.

**IWA** agree a separate improved policy to address the issue is needed, within the context of a need to maintain a thriving local economy.

**RSPB** agree the use of anti-fouling paint needs to be managed in a way that ensures that it does not cause damage to the ecosystem.

**RBA** support the use of filtration systems to reduce the contamination from washing down of vessels.

### Sustainability Appraisal Summary

#### 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](http://thegreenblue.org.uk/~media/TheGreenBlue/Files-and-Documents/Leaflets/The_Green_Guide_to_Boat_Washdown_Systems.ashx)

### Monitoring Indicators

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<sup>1</sup> [http://thegreenblue.org.uk/~media/TheGreenBlue/Files-and-Documents/Leaflets/The\\_Green\\_Guide\\_to\\_Boat\\_Washdown\\_Systems.ashx](http://thegreenblue.org.uk/~media/TheGreenBlue/Files-and-Documents/Leaflets/The_Green_Guide_to_Boat_Washdown_Systems.ashx)

Policy x – 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.

- Firstly, schemes are required to reduce to a minimum the volume of material that needs to be disposed of.
- 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.
- 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 which needs to be disposed of. This could result from buildings and their foundations but also in the Broads there are 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 which need to be accommodated somewhere on site or taken off site. The disposal of spoil/material is often an oversight by developers or on occasion there are presumptions of how to dispose of this material which may not be acceptable for the area. On occasions the material is left on site which can result in the establishment of vegetation which 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 what other options 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. It could result in improved disposal of material with landscape character and habitat benefits.

When disposing of material, the Environment Agency<sup>1</sup> need to be contacted as a licence may be required.

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

Alternative OptionsComments received as part of the Issues and Options:

**IWA:** Policy addresses the potential for diverting the material to a more 'green' solution, and identifies the importance of making effective disposal arrangements.

**Norfolk County Council:** The requirement of detailed information concerned with excavated material will help to inform other aspects of any given proposed development and may give rise to

<sup>1</sup> Go here for more information: <https://www.gov.uk/topic/environmental-management/waste>

opportunities for landscape character and habitat enhancements, contributing to a more holistic approach.

**RSPB** emphasise importance of protected sites

Sustainability Appraisal Summary

Evidence used to inform this section

Monitoring Indicators

DRAFT



Policy x Utilities Infrastructure Development

*Planning Committee please note that this is an amended version of DP9.*

The provision of essential ~~infrastructure for telecommunications~~utilities infrastructure will only be supported where it is of a scale and design appropriate to the Broads and would not have an unacceptable impact on the special landscape setting and character of the Broads.

In particular, proposals for the erection of ~~telecommunications masts, equipment~~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 ~~telecommunications~~utilities infrastructure already in the area and the least environmentally intrusive option has been selected;
- e) The proposal is in conformity with the latest national guidelines on radiation protection; and
- f) It would not adversely affect protected species or habitats.

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

Reasoned Justification

The Authority understands the importance of ~~modern telecommunications~~utilities infrastructure for local communities and the economy, including rural broadband coverage. However, by its nature, ~~telecommunications development~~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.

~~Government guidance in PPG8 advocates that local authorities should respond positively to telecommunications development proposals but recognises that in National Parks and the Broads proposals must demonstrate that there are no suitable alternative locations capable of accommodating the proposed installation.~~

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

Planning applications for ~~mast and antennae~~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 ~~telecommunications-utility~~ installations, preference will be to accommodate new installations on existing masts and/or within existing ~~telecommunication-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 impact of telecommunications equipment on health is a source of public concern. It is the Government's firm view that the planning system is not the place to determine health safeguards.~~  
The Authority will ~~nevertheless~~ 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 (ICNIRP<sup>1</sup>) 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 ~~will normally~~could be temporary so that ~~masts-utilities infrastructure~~ are required to be removed when they are no longer necessary to meet the requirements of the operator.

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. Whilst this study considered solar farms and wind turbines, some utilities structures are similar in scale and bulk as wind turbines especially.

#### Alternative Options

##### Comments received as part of the Issues and Options:

**South Norfolk Council** would support reducing the impact of overhead lines/cables on the Broads area. South Norfolk support a similar initiative in the Waveney Valley.

**IWA:** Given the fact of existing Permitted Development Rights, working to implement a protocol seems more sensible. For example, effectively banning improvements in broadband type services will significantly affect business and domestic quality of life in the area, so some compromise is needed.

**Norfolk County Council:** Overhead lines can be seen as a detractor on the Broads landscape. With regard to landscape, a positive move toward reducing and preventing further implementation of overhead lines, particularly in the more sensitive areas of the Broads, would be favourable. It is noted that some development is covered by permitted development rights, and so a policy would not necessarily safeguard all areas.

#### Sustainability Appraisal Summary

##### Evidence used to inform this section

##### Monitoring Indicators

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<sup>1</sup> <http://www.icnirp.org/>

## Policy x: Maltings Meadow Sports Ground, Ditchingham

## Inset Map 5

The continued use of the area for sports facilities will be supported.

~~Development will, however, only be acceptable where it retains the general openness of the area, and avoids adverse impacts on neighbouring occupiers (including future residential or business occupiers of the adjacent Maltings site).~~

~~Particular care will be taken to consider the landscape impacts of fencing and other structures, and to minimise light pollution.~~

Proposals to improve existing and and provide new facilities will be supported if:

- (i) It retains the general character of the 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
- (viii) Any demand for additional car parking is addressed.

Before any further development is permitted here, whether it would generate additional traffic or maintain existing levels, the operators of the Sports Ground will be required to produce and implement 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 & 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.

#### SUSTAINABILITY APPRAISAL CONCLUSION

To follow

#### PLANNING SUMMARY ASSESSMENT

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 for the venue 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. Such a travel plan needs to address the usage of the entire site. The aim being to seek modal shift away from single occupancy car use thus reducing the demand for car parking spaces.

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 x 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.

#### MONITORING INDICATORS

To follow

**Policy x - Broadland Sports Club**

The continued use of the area for sports facilities will be supported.

Proposals to improve and provide new facilities will be supported if:

- (i) They are of high standards of design, materials and landscaping;
- (ii) Steps are taken to reduce light pollution where possible
- (iii) New lighting installations do not contribute to light pollution
- (iv) Proposals manage flood risk on the site and do not increase flood risk elsewhere;
- (v) Proposals avoid adversely impacting designated nature sites; and
- (vi) Any demand for additional car parking is addressed.

Before any further development is permitted here, whether it would generate additional traffic or maintain existing levels, the operators of the Broadland Sports Club will be required to produce and implement a robust travel plan for the entire site.

**CONSTRAINTS**

Part in flood zone 2 and 3 (EA mapping)

Adjacent to the Trinity Broad SSSI and the Broadland 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 as well as 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. Such a travel plan needs to address the usage of the entire site. The aim being to seek modal shift away from single occupancy car use thus reducing the demand for car parking spaces.

The Trinity Broad area is one of the darkest areas of the Broadland 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 in line with Policy x on light pollution.

**Policy x - Residential Annexes**

Any residential annexe is required to remain integral to the dwelling with which it is associated. The Authority will prevent its use as a separate dwelling by means of a planning obligation or condition.

In the countryside residential annexes will only be permitted where they are either an extension to the existing dwelling or through the conversion of an existing outbuilding. They will be subject to detailed design considerations as set out in other Local Plan policies. New detached buildings for use as annexes will be treated as new dwellings and will not be permitted.

**Reasoned Justification**

The creation of residential annexes 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 annexes can offer a way of addressing this more immediate need.

Fundamentally, an annexe 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 annexe back into the main dwelling accommodation if necessary, by the same or future occupiers.

There are two ways in which the Authority considers a residential annexe to be integral to the main property. Firstly, an annexe can be physically integral which means it is attached to the existing building and also shares facilities (such as kitchen and bathroom) with the existing building. Secondly, an annexe can be functionally integral which means that only a bathroom or kitchen is provided within the annexe and not both, with the existing building providing the other facility. If the annexe is physically attached to the main building then independent facilities (ie kitchen and bathroom) could be acceptable subject to a link being maintained between main dwelling house and annexe to ensure that they are not occupied as two separate, unrelated dwellings. In either case, it is acceptable for a residential annexe to have a separate entrance.

The provision of annexes in the countryside could lead to detrimental impacts on the environment and landscape. Unduly large or detached annexes can prove an economic and practical liability when vacated or when the property changes hands and this leads to pressure for the annexes to be separated off and occupied 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 annexe 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.

As such it is usually preferable for annexes 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 annexes 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 annexes can be preferable to a new annexe being built. The conversion of a 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. An additional consideration will be the proximity of the outbuilding which it is proposed to convert to the main dwelling. The greater the distance between the two, the less the functional integration.

Any residential annexe will have planning conditions or obligations attached to the permission which could relate to the occupier(s) of the annexe or prevent use as an independent separate dwelling.

Alternative Options:

No policy xxx

Comments received as part of the Issues and Options:

None as issue not included.

Sustainability Appraisal Summary

Evidence used to inform this section

Monitoring Indicators

### Policy x — 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 ~~river-valleys~~Broads will only be permitted where:

- a) There is an equivalent facility available ~~in the locality~~ or one is made available prior to the commencement of redevelopment, to serve the same need in an equally accessible and convenient location; or
- b) It can be demonstrated through a viability assessment that the current use is economically unviable.

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:

- c) An assessment can demonstrate a need for the facility and that it will support the social viability of a community;
- d) Locating the facility within ~~Location within~~ the Broads can be justified; ~~and that it would not conflict with other policies of the Development Plan;~~
- e) It would not adversely affect protected species or habitat, nor have an unacceptable impact on landscape character; and
- f) The facility is in a sustainable location, accessible by a choice of transport modes.

In addition to the above, new village halls or community centres will be permitted provided that:

- g) 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
- h) 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. Policy x 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.

Community facilities such as shops, post offices, libraries, public houses and primary schools provide essential services that contribute to the sustainability of communities. The loss of such facilities 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, 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 during the previous 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. Of Particular relevance is policy x relating to pubs in the Broads.

5.57 — Core Strategy Policy CS25 The policy supports new community facilities provided there can be an operational and locational justification. The quality of the natural environment is an important resource which is also vitally important to the wellbeing of the tourism industry and, by extension, the economy of the Broads. It is therefore essential that proposals for new community facilities do not impinge on the natural beauty, ecological value and local distinctiveness of the Broads or other people's enjoyment of it. Core Strategy Policy CS19 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. ~~Design and Access Statements should be used, where these are required, 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.

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.

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, pubs (see policy x), libraries, village halls, sports facilities (also see policies x and x)
- 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 x.

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 ~~in the context of Policy DP27~~ 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.

### 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.

Here are some links that provide extra information:

<http://mycommunity.org.uk/>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/5959/1896534.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/5959/1896534.pdf)

### Alternative Options:

### Comments received as part of the Issues and Options:

**South Norfolk Council:** There should be a generic criteria based policy relating to indoor sports facilities to safeguard their continued use, guide future development and to provide a policy for which changes of use could be considered. In addition the Local Plan could also include site specific policies for key sports facilities in the Broads area where there are particular aspirations, constraints or specifications for the site which could not be covered by a more generic policy.

**Sport England:** Sport England would support the option to include site specific policies relating to existing sport and recreational facilities within the Broads area, as this will give more detailed policy guidance, and will be based on an up to date evidence base (The Greater Norwich Indoor Sports Strategy). However, we also believe that a generic policy should be included to cover any applications received for new sports facilities or changes of use relating to sports activities within the Broads. Whilst the NPPF gives general policy guidance on this subject, the unique nature of the Broads and therefore the sport and recreational activities that take place within it, requires a more detailed approach to policies relating to the protection, provision and enhancement of sports facilities within the Broads area.

Sustainability Appraisal Summary

Evidence used to inform this section

Monitoring Indicators

### Site Specifics Policy for Stalham Staithe

*One area which was being considered for having a development boundary was Stalham Staithe. This area generally scored well in the Settlement Study. This scoring however relies on the ability to cross the A149 using the pedestrian refuge as many facilities and services are fairly close to the Staithe area once the A149 is crossed. Regarding the pedestrian refuge, the following organisations were contacted:*

- *Local businesses operating in the staithe: Consider the route important for visitors to the staithe area to visit the town. The refuge could be improved. The time taken to get to the town centre could be around 12 minutes or so.*
- *Norfolk County Council Highways initial opinion: refuge appears to be well used and there have been no reports incidents at the refuge in the last five years (although the absence of such accidents does not necessarily indicate a route is safe). Whilst Staithe road is suitable for two way traffic in peak tourist season, the pressure for tourist parking could restrict its width. The other roads are all primarily single track lanes with little or no passing provision and not ideally suited to any material increase in traffic movements.*
- *Parish Council – The pedestrian routes between the refuge and the staithe and to the town are both very well used particularly in the summer months with more visitors to the Broads. Consider that the routes need to be improved to make more obvious to drivers on the A149 and to pedestrians who could use it.*

*Another consideration is the impact of development in the area on the character of the staithe. The Conservation Area Re-Appraisal is to be adopted by the end of the summer. Reflecting the work undertaken in relation to the re-appraisal:*

- *It is not clear where new development would go as the staithe area has seen much infill development*
- *The mixed land uses are part of the character.*
- *Community consider the area is at capacity and there is likely to be opposition to a development boundary in the area.*

*On balance, whilst the services and facilities in Stalham can be accessed by pedestrians using the pedestrian refuge, further development in the area has the potential to negatively impact the character of the area and also the highway network. As such, a development boundary for the Stalham Staithe area is not proposed to be taken forward.*

#### **Policy STA 1: Land at Stalham Staithe (Richardson's Boatyard)**

##### **Inset Map 14**

**The land identified on the Adopted Policies Map will be subject to policies DPx (General Employment) and DPx (Boatyards), and for the purposes of DPx (New Residential Moorings) will be treated as if adjacent to the 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 ~~have regard to the desirability of avoiding wind shadow on the river because of its impact on sailing–~~ 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 & 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 ~~2012~~ mapping).

#### SUSTAINABILITY APPRAISAL CONCLUSION

[To follow](#)

#### PLANNING SUMMARY ASSESSMENT

Richardson's Boatyard is one of the largest in the Broads. [Development Management Local Plan](#) -Policy [DP25-xx](#) 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 [DP25-xx](#) 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 [Development Management Local Plan](#) Policies ([DP18-xx](#) and [DP20xx](#)), and 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.

#### MONITORING INDICATORS

[To follow](#)



**Broads Local Plan**  
**Local Infrastructure Report**  
**June 2016**

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## 1. Introduction

The NPPF, at paragraph 162, says:

*Local planning authorities should work with other authorities and providers to:*

- *assess the quality and capacity of infrastructure for transport, water supply, wastewater and its treatment, energy (including heat), telecommunications, utilities, waste, health, social care, education, flood risk and coastal change management, and its ability to meet forecast demands*

This report seeks to summarise the needs and approaches to provision of local infrastructure.

## 2. The Authority's constituent districts and their infrastructure studies

To support their proposals in current Local Development Frameworks and to support future proposals in future Local Plans, our District Council's assess the infrastructure requirements of this proposed development. The Broads' housing need is included within our Districts' total housing need and the infrastructure needs of that total number of housing for the entire district will be assessed through these studies. The Authority works closely with its constituent districts as Local Plans are produced.

## 3. Norfolk Strategic Framework

As part of the Norfolk Strategic Framework (NSF) work is ongoing at a Norfolk-wide level to address the same issues as listed in the NPPF, but from a more strategic view point. The Norfolk Strategic Infrastructure Group is investigating strategic infrastructure issues. Whilst the NSF looks at strategic infrastructure this report summarises infrastructure at a local level.

## 4. The housing need for the Broads

Whilst the housing need for the Broads Authority Executive Area as a whole, as calculated through the Central Norfolk Strategic Market Housing Assessment<sup>1</sup>, is 320 for the period 2012 and 2036, by 2016 a greater number of houses had already been either permitted or allocated..

However, the Broads is part of three different Housing Market Areas – Central Norfolk Housing Market Area (HMA) Great Yarmouth HMA and Waveney HMA. Looking at provision and allocations in each HMA shows that the housing need is overprovided in two, but there is a residual amount outstanding in one HMA. There is a residual need of around 40 dwellings in the Great Yarmouth Borough Council part of the Broads.

Whilst there is a separate Topic Paper on meeting housing need in the Broads, it is the residual 40 dwellings that this Local Infrastructure Report assesses. It is presumed that all other completions, permissions and allocations (from the 2014 Site Specifics Local Plan) do not result in any extra infrastructure requirements relevant to the Local Plan other than any issues raised at the Planning Application stage, which have been dealt with as part of that process.

## 5. Transport

The NPPG Paragraph 17 says that planning should

- *actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable*

The NPPF at paragraph 29 recognises the difference between rural and urban areas:

<sup>1</sup> <http://www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan>

- *the Government recognises that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas.*

An important transport consideration is the potential dualling of the Acle Straight<sup>2</sup>. Whilst on one hand this is local to the Broads, it is also of strategic importance as the road is a Trunk Road. The A47 is the main strategic route linking Norfolk to the midlands and the north (westbound) and central/northern Europe (eastbound) The Authority is considering a policy relating to this in the new Local Plan.

New allocations could have local highway network impacts of varying scales. The Authority will work with the relevant Local Highways Authority. Individual allocations will be considered by the Highways Authority. Indeed the Highways Authority will still assess individual planning applications. Please note that those allocations rolled forward from the 2014 Sites Specifics Local Plan are deemed adequate in relation to transport.

The policies in the Local Plan support public transport, although it should be noted that the scale of growth and the sites allocated in the Local Plan will not be of such a scale as to generate or justify the need for changes to bus routes. In relation to rail, the Local Plan seeks to identify and protect rail stations for continued railway use

Development allocations and development boundaries are located in more sustainable locations where services and facilities can be accessed by modes other than single occupancy cars.

Some dis-used railways are allocated in the Local Plan and safeguarded to enable them to be used as recreation routes.

## **6. Water**

The NPPG asks ‘*why should planning be concerned with water supply, wastewater and water quality?*’. It goes on to say:

*‘Adequate water and wastewater infrastructure is needed to support sustainable development. A healthy water environment will also deliver multiple benefits, such as helping to enhance the natural environment generally and adapting to climate change.*

*The EU Water Framework Directive applies to surface waters (including some coastal waters) and groundwater (water in underground rock). It requires member states, among other things, to prevent deterioration of aquatic ecosystems and protect, enhance and restore water bodies to ‘good’ status. Local planning authorities must, in exercising their functions, have regard to the river basin management plans on the Environment Agency website that implement the Water Framework Directive. These plans contain the main issues for the water environment and the actions needed to tackle them.’*

Water is a particularly important consideration in the Broads. Abstraction to serve development and wastewater can potentially have a profound impact on the quality of the system. Development and activities within the catchment can impact on the Broads, for example agricultural practices, even if located some way from the Broads, can lead to sediment and chemicals washing downstream to the Broads which can lead to reduced water depth, turbidity and impact on the aquatic system through excess nutrients. These are all matters which planning can influence potentially with close cooperation with neighbouring Local Planning Authorities.

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<sup>2</sup> More information can be found here: <http://www.highways.gov.uk/roads/road-projects/a47-corridor-improvement-programme/>



## 1. Water supply

The following table summarises water supply in the Broads Authority Executive Area:

Document	Description	What it says about the Broads Executive Area
The Water Stressed Areas Classification (Environment Agency, 2013) <sup>3</sup> .	This identifies areas of serious water stress where household demand for water is (or is likely to be) a high proportion of the current effective rainfall available to meet that demand.	The summary table shows that the area of Essex and Suffolk Water and Anglian Water are water stressed.
Essex and Suffolk Water Resource Management plan (2014) <sup>4</sup>	Essex and Suffolk Water and Anglian Water Services have a statutory duty to prepare and maintain a Water Resources Management Plan (WRMP) under the Water Resources Management Plan Regulations 2007. These set out how the companies plan to maintain the balance between supply and demand over the next 25 years.	Some of the Broads are in the Northern and Central Water Resource Zone. Demand in the WRZ is heavily influenced by the large population centres of Lowestoft and Great Yarmouth.  Essex and Suffolk Water were contacted to clarify the following. No Water Resource Zones in Essex and Suffolk Water's area are in deficit. Currently, they are not supportive of 110 l/h/d mainly because of the area not being in deficit but also customer experience of using water facilities and the customer could become frustrated and replace the efficient water fittings. They consider 125 l/h/d to be reasonable
Anglian Water Services Water Resource Management Plan (2014) <sup>5</sup>		North Norfolk Coast and Norwich and the Broads Water Resource Zone.  North Norfolk Coast: No deficits are forecast in the North Norfolk Coast RZ. No significant climate change or levels of service sensitivities have been identified. One likely sustainability reduction has been included for a maximum quantity of 1.3MI/d in 2024/25.  Norwich and the Broads: Large AMP6 deficits are forecast in the Norwich and the Broads RZ. These result from a sustainability reduction and at the end of the forecast period are equivalent to 51.9MI/d under dry year annual average conditions and 57.6MI/d under critical period

<sup>3</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/244333/water-stressed-classification-2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/244333/water-stressed-classification-2013.pdf)

<sup>4</sup> <https://www.eswater.co.uk/your-home/environment/water-res-man-plan.aspx>

<sup>5</sup> <http://www.anglianwater.co.uk/environment/our-commitment/our-plans/water-resource-management.aspx>

Document	Description	What it says about the Broads Executive Area
		<p>conditions.</p> <p>Excluding the WFD no-deterioration and worst case climate change risks, the plan for maintaining the supply-demand balance combines source relocation with water efficiency, enhanced metering and additional leakage control. In the long-term, additional supplies will also be required.</p>
Anglia District River Basin Management Plan (2009) <sup>6</sup> .	This describes the river basin district and the pressure that the water environment faces. These include information on where water resources are contributing to a water body being classified as 'at risk' or 'probably at risk' of failing to achieve good ecological status, due to low flows or reduced water availability.	<p>According to some maps, the status of the Broads area varies generally, depending on type of assessment:</p> <ul style="list-style-type: none"> <li>• Groundwater quantitative status – poor.</li> <li>• Abstraction and other artificial flow pressures (rivers) – varies from 'not at risk' to 'probably at risk'.</li> <li>• Abstraction and Flow Regulation - Impact on surface water (groundwater) – at risk.</li> <li>• Abstraction and Flow Regulation - Impact on water balance (groundwater) – probably at risk.</li> </ul>

Another source of information is existing water cycle studies completed by our districts:

District	Evidence	Policy	Future plans
Broadland	WCS (2007) was produced for Norwich, SN, BDC, Norfolk County Council and the Broads Authority. 2015 version of the GNGB Water Efficiency Guidance Note	The study resulted in JCS policy 3 being produced, which set more demanding standards for water efficiency in new development than the Building Regulations. However the government has recently required that the most demanding standards be dropped (former code level 6 i.e. 80 litres per person per day for development as of 500 dwellings+) on the grounds that this approach is too expensive. The policy is still valid for developments of less than 500 dwellings and for all of its other aspects.	Likely to be considered through the Norfolk Strategic Framework Infrastructure Group.
Norwich			
South Norfolk			
North Norfolk	Not aware of any evidence.	Core Strategy and Development Management DPD policy relates to Code for Sustainable Homes.	

<sup>6</sup> <https://www.gov.uk/government/publications/anglian-district-river-basin-management-plan>

District	Evidence	Policy	Future plans
GYBC	The Water Cycle Scoping Study was a stage 1 report and was completed in 2009. This was not taken any further as the issues raised in the Scoping study were not significant to development plans at the time. This did include the Broads Authority Executive Area.	No policy on reducing water usage to 110 l/h/d. General reference to using water wisely.	
Waveney		Following the changes to National Policy, Waveney DC have produced a position statement:: <a href="http://www.waveney.gov.uk/site/scripts/download_info.php?fileID=6779">http://www.waveney.gov.uk/site/scripts/download_info.php?fileID=6779</a>	Likely to commission new study in 2016.

Some of our constituent districts considered water usage to be an issue warranting strong water resource policies in their Local Development Frameworks (LDFs). However, new studies will be commissioned in the near future. Future work will be monitored as progress is made and as the next version of the Local Plan is produced. The Broads Authority, at this stage, is exploring the potential to introduce policies which seek to reduce water usage in new development beyond the requirement set out in Building Regulations.

## 2. Waste water and treatment

Water quality is a key consideration in the Broads and the Local Plan will examine this issue. With regards to how wastewater is transferred from a property, 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 disposal methods employed can have a significant local impact on water quality.

Anglian Water is implementing a series of first time sewerage projects of some villages in the Broads Area. Stokesby for example is one area that has benefitted from this project recently.

As the Sites Specifics Local Plan was nearing completion, it became apparent through discussions with North Norfolk District Council, Anglian Water Services and the Environment Agency that there were capacity issues at the Horning Knackers Wood Water Recycling Centre. This Water Recycling Centre discharges to the River Bure and contributes nutrient loads to the downstream watercourses as well as the Bure Broads 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. This work has indicated infiltration from groundwater into the sewer network as the main reason. AWS have developed a scheme to address the infiltration, and by relaying and relining sewers should resolve the issue and provide modest capacity for further foul flows. This scheme was completed in March 2015 and at the time of writing had not worked as anticipated. Further work was ongoing (at the time of writing) to address this issue. The Authority will monitor the situation.

There are also other treatment works, identified in the Norfolk<sup>7</sup> and Suffolk<sup>8</sup> Minerals and Waste planning documents that are of relevance to the Broads. The list of relevant Norfolk ones is below:

SITE NAME	OPERATOR	TYPE
Acle	Anglian Water Services Ltd	Wastewater Consultation Area
Acle	Anglian Water Services Ltd	Wastewater
Belaugh	Anglian Water Services Ltd	Wastewater Consultation Area
Belaugh	Anglian Water Services Ltd	Wastewater
Horning	Anglian Water Services Ltd	Wastewater Consultation Area
Horning	Anglian Water Services Ltd	Wastewater
Stalham	Anglian Water Services Ltd	Wastewater Consultation Area
Stalham	Anglian Water Services Ltd	Wastewater
West Caister	Anglian Water Services Ltd	Wastewater Consultation Area
Whitlingham	Anglian Water Services Ltd	Wastewater Consultation Area

The Authority will address water quality in the Local Plan. The Authority will investigate going further than building regulation in relation to water use. The Authority will keep updated regarding Horning Knackers Wood Water Recycling Centre.

## 7. Energy

The NPPG says that:

*'When drawing up a Local Plan local planning authorities should first consider what the local potential is for renewable and low carbon energy generation.'*

See separate topic paper xxx

## 8. Telecommunications

### i) Mobile coverage

In 2015, 93% of the UK population owned/use a mobile phone, with two-thirds of the population having a smartphone. Whilst there remain many mobile “not-spots” in Norfolk and Suffolk (some rural areas and parts of the coast in particular), the use of smartphones to access the internet has increased hugely; in 2015, smartphones overtook the use of laptops as the number one device to access the internet in the UK, with smartphone users now spending an average of two hours per day online, twice as long as on PCs and laptops<sup>9</sup>.

### ii) Broadband

Not all urban areas are well-connected; as an example, new residential development rarely has broadband connectivity installed up-front. This is because these are commercial decisions, and unless BT and Virgin Media are confident that a profit can be made, they will only install such a network later on, once a critical

<sup>7</sup> <https://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/minerals-and-waste-planning>

<sup>8</sup> <https://www.suffolk.gov.uk/planning-and-environment/planning-applications/minerals-and-waste-development-planning/>

<sup>9</sup> <http://media.ofcom.org.uk/news/2015/cmr-uk-2015/>

mass of homes exists. Rural areas are often less well-served by broadband, and the low speed of connectivity can be an issue in both urban and rural areas.

Better Broadband for Norfolk<sup>10</sup> has extended the fibre broadband network to homes and businesses across the county where it wasn't economically viable for commercial companies to provide access. Funded through Norfolk County Council BT and BDUK (Broadband delivery UK), the project is expected to have a huge positive impact on the economic and social development of Norfolk.

In the first phase of the project Norfolk County Council, the Department of Culture, Media and Sport and BT committed £41m to make sure that by the end of 2015 more than 80% of Norfolk's premises can access superfast broadband (24 Megabits per second and above). This almost doubled the number who could do so before the project launched in 2012, which stood at 43%.

A second phase of the project has committed more than £12m – from central government, the New Anglia Local Enterprise Partnership and Norfolk County Council, with further investment to come- to help reach the national target of making high-speed broadband available to at least 95% of UK homes and businesses by March 2018.

In Suffolk<sup>11</sup>, there are commercial broadband upgrades (e.g. BT's Infinity Broadband, the Virgin Media presence). However, these services are generally limited to the urban areas, where telephone lines are short and densely packed together, providing easy areas to upgrade commercially. This unfortunately means that around a third of Suffolk does not represent a sustainable commercial business case for upgrades, hence the Better Broadband for Suffolk Programme. Therefore, the Better Broadband for Suffolk Programme, run by Suffolk County Council, secured around £24m of public money (SCC and Central Government), which was been used to leverage further private sector investment from BT through a public procurement process.

Not all properties in a rural county – particularly isolated farmhouses and small hamlets - will be feasible financially to connect up to a broadband network, although there are some examples of the residents of small villages working together to pool funding to secure and deliver fibre broadband.

Existing areas where the existing broadband connection speed is less than 2Mbps, and which are not scheduled to receive improvements in the immediate future, can apply for a subsidy towards the installation and setup of a satellite broadband solution. The satellite broadband solution is a national scheme, set up in partnership with Broadband Delivery UK. Some Norfolk district councils are going further. For example, South Norfolk Council's Cabinet agreed in February 2016 to commit more than £500,000 to the Superfast Extension Programme of BBfN to help an additional 3,000 premises in the district to be covered by high speed broadband.

iii) 5g

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<sup>10</sup> <http://www.betterbroadbandnorfolk.co.uk/>

<sup>11</sup> <http://www.betterbroadbandsuffolk.com/>

The capacity of 4G services is rapidly being taken up by the increased use of mobile devices for online activities, as well as the continued expansion of the “internet of things” – houses and businesses with individual devices connecting online ( central heating systems, alarm systems etc). This capacity crunch has been reflected in the increase in cost of “all you can eat” mobile data contracts.

The next generation of mobile networks will be 5G<sup>12</sup>. Whilst there is no agreement as to the precise standards of 5G, it will probably encompass the following:

- Be much faster than 4G, perhaps 60-100 times, to enable download of a HD film in under 10 seconds
- Latency (speed to playback when downloading) will be about 1 millisecond – so, in effect, instantaneous
- 5G will provide sufficient bandwidth to enable the multitude of internet-connected devices to communicate effectively
- Near-enough perception of 100% coverage and availability
- The user experience will therefore be that of limitless bandwidth and continuous availability

5G will need to use higher frequency radio bands, but these higher frequency signals travel less well than 4G, and can be disturbed by buildings, trees, weather etc. More base stations, booster stations and new antenna technologies will all be required.

EE is beginning 5G trials in the UK in 2016, with the first pilot networks in the world expected in 2018. The rollout of 5G commercially is expected to commence in 2020, and take several years (as for 4G).

**There is a policy that relates to telecommunications infrastructure emphasising the importance of addressing impacts on landscape in the Broads.**

## **9. Utilities**

In relation to gas and electricity, no providers who were consulted raised any concerns with regards to the Objectively Assessed Housing Need for the Broads.

The residual 40 dwellings in the Great Yarmouth area, if allocated in the Local Plan, will be likely to be provided through multiple sites, rather than all 40 dwellings in one place. This could limit any impact the 40 dwellings have on utility infrastructure by spreading the gas and electricity demand around the Borough.

Furthermore, Great Yarmouth Borough Council’s Infrastructure Study<sup>13</sup> says:

### **i) Gas**

National Grid owns and operates the national transmission system throughout Great Britain which connects to eight regional networks. In the borough, National Grid also own and operate the local gas distribution network and are therefore also responsible for distributing gas to the borough. National Grid has a duty to develop and maintain an

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<sup>12</sup> <https://5g.co.uk/>

<sup>13</sup> <http://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1235&p=0>

efficient, co-ordinated and economical transmission system for the conveyance of gas and respond to requests for new gas supplies in certain circumstances. Bacton Gas terminal is a large gas terminal located on the north Norfolk coast with an underground pipeline connecting the terminal with the gas power station in South Denes in Great Yarmouth. There are likely to be no future supply issues with gas provision. Improvements to the gas distribution network are generally carried out as a result of significant growth in overall regional demand rather than site specific requirements.

## ii) Electricity

The electricity distributor for the borough of Great Yarmouth is UK Power Networks, which is known as a Distribution Network Operator (DNO), covering 29,000sq km of London, the south east and the east of England. Their role is to take electricity at high voltages from the National Grid and transform it down to voltages suitable for commercial and domestic use. UK Power Networks are responsible for ensuring that the infrastructure that brings power to homes, businesses, hospitals, schools and other public services continues to deliver reliable, safe and sustainable electricity at all times.

UK Power Networks have commented on future electricity distribution in the borough in response to consultations on the (then) emerging Great Yarmouth Core Strategy. Their comments note that the 33kV and 132kV electricity distribution networks supplying the borough currently have reasonable headroom and as such, the proposed development in the borough should not trigger any upstream reinforcement issues. Housing developments of the size proposed in Great Yarmouth's Core Strategy (which effectively covers the need of the Broads Authority) are usually supplied by local distribution substations, fed at 11kV and supplying 230v to domestic housing. It is likely that dedicated local substations will be required to supply some developments, the costs of which vary depending on the amount of 11kV cable required to connect to the existing 11kV network. Costs for the substation work are typically in the region of £40-50k, with cable requirements being dependent upon individual cases. A typical substation will supply in the region of 250 domestic dwellings, dependent upon housing type and distance from the substation. The provision of existing 11kV substations within the locations being considered would suggest that due to the presence of existing 11kV network, extension of these networks would not be a major issue. This would be subject to a detailed network study to determine any spare capacity on existing 11kV circuits and the extent of any network extension requirements

**There are likely to be no future gas supply issues in the Borough of Great Yarmouth. Regarding electricity, the 33kV and 132kV electricity distribution networks supplying the borough currently have reasonable headroom. New local distribution substations, fed at 11kV and supplying 230v to domestic housing could be required for the larger developments proposed in the Great Yarmouth Core Strategy.**

## 10. Waste

The National Planning Policy for Waste states:

*'Positive planning plays a pivotal role in delivering this country's waste ambitions'*

The NPPG states

*'While such authorities may not have the planning functions in respect of the preparation of Local Plans covering waste, or dealing directly with waste planning applications, they must have regard to national planning policy for waste and are expected to help deliver the Waste Hierarchy'*



The Authority's constituent districts are responsible for collecting waste from domestic properties while Norfolk and Suffolk County Councils are the Waste Disposal Authorities and are therefore responsible for disposing of refuse.

There were no comments received as part of the Issues and Options consultation relating to the collection and disposal of waste.

i) Norfolk County Council

The Norfolk Core Strategy and Minerals and Waste Development Management Policies DPD 2010-2026 (the 'Core Strategy') was adopted in September 2011. The Norfolk Minerals Site Specific Allocations DPD and the Norfolk Waste Site Specific Allocations DPD were both adopted in October 2013. The Core Strategy will be reviewed five years after adoption; by the end of 2016. The Minerals Site Specific Allocations DPD and the Waste Site Specific Allocations DPD will also be reviewed five years after adoption; by the end of 2018. The following table identifies the safeguarded mineral sites and waste management sites (including waste water treatment works) where either the site itself or the consultation area for the site falls within the Broads Authority Executive Area.

SITE NAME	OPERATOR	TYPE
Aldeby	Waste Recycling Group	Waste management site Consultation Area
Caister	May Gurney	Waste management site Consultation Area
Great Yarmouth A	M T Skips	Waste management site Consultation Area
Great Yarmouth-MT Skips	M T Skips	Waste management site
West Caister	Norfolk County Council	Waste management site Consultation Area

ii) Suffolk County Council

The Waste Core Strategy including Development Management Policies was adopted in March 2011. The County Council will be likely to review the above document not earlier than the end of 2017. Waste Core Strategy does not propose any minerals or waste sites in the Broads area. In addition, there are no existing waste or minerals management facilities in the Broads.

iii) The Local Plan and waste

Discussions were had with Norfolk County Council relating to how the Broads Local Plan can assist in waste issues. It was decided that rolling forward the current references to waste in Development Management policies DP4, DP16 and DP25 will suffice. It was generally agreed that the waste elements of these policies should be rolled forward. The issue of construction waste could be addressed in a sustainable development policy.

The Suffolk Waste Partnership (SWP) is currently in the early process of developing a waste Supplementary Planning Document (or similar document should another approach be preferable) with the support of the Suffolk Joint Planning Officer Group. The aims of the document are provisionally as follows:

- To create a unified pan-Suffolk set of waste service requirements for incorporation into any future planning process.
- To embed the waste hierarchy into the planning process.
- To allow the SWP a mechanism to discuss alterations from the standard service model with housing developers.

**In Norfolk, rolling forward the current policy approach on waste will suffice. This would benefit Suffolk as well who are producing guidance relating to waste which the Authority could adopt.**



## 11. Health and social care

The NPPG says:

*Local planning authorities should ensure that health and wellbeing, and **health infrastructure** are considered in local and neighbourhood plans and in planning decision making*

NHS England is not currently aware of a specific need for additional health facilities within the Broads Executive Area. There is currently sufficient capacity to cope with the existing populations in the area. Additionally there is not at present, due to capacity reasons, a need to expand the health facilities outside the Broads Executive Area into the Broads Executive Area.

Should housing or population growth increase from the current levels, NHS England in conjunction with the relevant Clinical Commissioning Groups (CCGs) would need to review the growth or projected growth to ensure that suitable facilities are available to meet the needs of patients within the areas. Where significant growth occurs, this could result in the requirement for the future expansion of existing premises or the procurement of new facilities. Discussions would take place with existing practices. A business case would need to be reviewed based upon the information and proposals at the time.

Where significant housing growth is planned the NHS would be looking to secure appropriate Section 106 and or CIL contributions to assist in mitigating the cost of providing such additional health infrastructure.

The Norfolk version of the Healthy Urban Development Unit (HUDU) model provides estimates, based on different housing growth scenarios, for the additional health care needs required in Norfolk and Waveney to 2036 to take account of projected growth. The figures are high level and contribute to understanding the potential strategic needs for CCG areas, and are not intended to set requirements for specific developments.

At the time of writing, this was available in draft format only and final work was ongoing. The Broads Authority will work with other parties to fully understand the needs of the proposed housing numbers for Norfolk and Waveney.

**At this stage, it is not proposed to have a specific policy on health facilities.**

## 12. Education

The NPPF says:

*72. 'The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:*

- ***give great weight to the need to create, expand or alter schools; and***
- ***work with schools promoters to identify and resolve key planning issues before applications are submitted.'***

Discussions with Suffolk and Norfolk County Councils indicate that there is not likely to be a requirement for any schools to expand into the Broads Authority Executive Area in this plan period. We will liaise with the Education Authorities in future versions of the Local Plan regarding any residential allocations proposed in response to meeting the Objectively Assessed Housing need. Future development proposals will be assessed as they emerge and seek S106 developer contributions if justified and satisfy the CIL 122 Regulations.

**At this stage, it is not proposed to have a specific policy on education establishments.**

### **13. Flood Risk and Defences**

#### **i) Flood Risk**

Approximately 95% of the Broads Authority area is at some risk of flooding. This includes more than 2000 properties and almost 30,000 hectares. The Broads Authority boundary is tightly drawn around the edge of the floodplain.

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; this has been the historic case within the Broads.

Working, living and visiting the Broads have been, and will continue to be, activities that have co-existed with the risk of flooding. However, any new development (which includes change of use, etc) must be in line with government policy and minimise flood risk. In the Broads area, this means identifying the risks from flooding and ensuring that they are at as low a level as possible compatible with the wetland and water-based environment.

The Broads is not subject to open sea conditions (relating to tidal range and wave action). Therefore, although parts of the Broads are tidally influenced, for flood risk assessment purposes the river flooding probabilities are used to define the Flood Zones.

The Strategic Flood Risk Assessment (SFRA) shows that coastal flooding and flooding associated with defence failure are likely to produce the most significant consequences and greatest hazard because of the speed of onset of the flood, the high water velocities and the deep water. Settlements towards the east of the Broads which are at risk of flooding from failure of the coastal defences are indicated on the Environment Agency maps.

The flood probability mapping carried out within the SFRA does not represent the degree of hazard likely to be experienced in the Broads Authority area, especially in the more upstream catchment areas and those areas not at risk of breaching of coastal defences, because it does not quantify depth or water velocity.

Hazard is very site specific and could vary greatly over a relatively small area due to the presence of drains, dykes, quay-headings, flood banks, etc., all of which could be masked by turbid floodwaters. The effect of climate change on hazard was also not assessed in the SFRA.

The flood probability mapping indicates in some areas that the functional floodplain extends to the boundary of the Broads Authority area. Engineering judgement and experience, indicates that this is likely to be the case in reality, with the functional floodplain as defined as the 1 in 20 year event.

It is suggested in the SFRA that if hazard mapping were to be carried out in order to quantify depth and water velocity at the various flood events (hazard, or “danger to people”, is a function of depth and velocity) it would quite likely indicate that both flood depth and velocity are not great. As a result of this, hazard is generally likely to be low. However, site specific factors significantly contribute to risk and a site-specific Flood Risk Assessment will need to quantify this.

The SFRA suggests flooding from the tidally influenced Broads' river systems is likely to be less hazardous because of the slower onset. This may be an oversimplification due to the interaction of site specific factors and the condition of winds and tides. The above notwithstanding, hazard and risk does tend to be predictable on the Broads and this has implications for how these are managed.

Fluvial flooding associated with upstream areas of individual catchments within the Broads is not normally "flashy" and the hazard from these floods, excepting unusual meteorological conditions, is least onerous. Consideration of the flood risk at a particular location should also take account of climate change as highlighted in section x below.

The typical Broads river has a permeable catchment, is groundwater dominated, and is a slow responding watercourse with a slow increase and decrease of flow in response to rainfall. Although tidal surges can develop rapidly within 6-12 hours as a result of the movements of weather systems in the North Sea, the Environment Agency Flood Warning System covers the whole of the Broads area which could provide some measure of early warning, however, uptake of the service is voluntary and is not enforceable within the context of planning.

It is also the case that existing flood defences in the Broads area offer a very low standard of defence (typically up to a 1 in 7 year standard) so that overtopping events, or events in which defences are outflanked or breached, are likely to produce a slow speed of approach of the flood, slow water velocities, shallow depth and low hazard. The majority of people living and working within the Broads are historically familiar with the water environment and are unlikely to be surprised or alarmed by the prospect of floods or rising water levels. Measures will need to be in place to ensure effective communication with visitors - an issue which is already addressed on many sites locally.

Any development encroaching within any of the plotted Flood Zones may increase flood risk to adjacent areas, and the effect on flood risk of a number of small encroachments is cumulative. If the requirements of the NPPF and NPPG are met in full, then additional development should not increase flood risk elsewhere.

#### ii) Broadland Flood Alleviation Project<sup>14</sup>

The Broadland Flood Alleviation Project (BFAP) is a long-term project to provide a range of flood defence improvements, maintenance and emergency response services within the tidal areas of the Rivers Yare, Bure, Waveney and their tributaries.

Appointed by the Environment Agency, Broadland Environmental Services Ltd deliver these services and, in partnership with the Agency, it is now implementing the 20-year programme of works. This contract was awarded in May 2001 as a Public Private Partnership Programme.

The main aim of project work has been to strengthen existing flood defences and restore them to a height that existed in 1995 (a level defined by the Environment Agency) and make additional allowances for sea level rise and future settlement of the floodbanks.

- The improvement works are being implemented through a phased programme through:
- Strengthening the existing floodbanks, restoring them to agreed levels where excessive settlement has occurred
- Replacing existing erosion protection that is in a poor condition using more environmentally acceptable methods wherever possible

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<sup>14</sup> <http://www.bfap.org/>

- Providing new protection where erosion is currently threatening the integrity of the flood defences
- Carrying out works at undefended communities

**The NPPF, current and new Local Plan policies and the current and future Flood Risk SPD enable flooding and flood risk to be addressed.**

#### **14. Local Coastal Changes**

The Broads Authority has a small stretch of coast in the Executive Area (Winterton/Horsey area). The Kelling to Lowestoft Ness Shoreline Management Plan<sup>15</sup> unit 6.13 covers Eccles to Winterton Beach Road. The general approach to coastal erosion along this stretch is to hold the line. This is dependent on the option continuing to be technically and economically deliverable.

*'Due to the considerable assets at risk and the uncertainty of how the coastline could evolve, the policy option from the present day is to continue to hold the line of the existing defence. This policy option is likely to involve maintenance of existing seawalls and reef structures, replacing groynes as necessary and continuing to re-nourish beaches with dredged sand. This policy option will provide an appropriate standard of protection to all assets behind the present defence line, and, with the recharge, a beach will be maintained as well as a supply of sediment to downdrift areas.'*

**There is a policy relating to the coast which generally supports the Shoreline Management Plan's approach.**

#### **15. Places of Worship, Local Services (shops, pubs, post offices, etc) and Community Facilities**

The Local Plan will have a general policy for determining changes to and new community, visitor and recreation facilities.

Pubs will be allocated in the Local Plan (as they are currently adopted in the Sites Specifics local Plan 2014).

Open space, allotment, play and sport field need is assessed by the Broads' constituent districts. They assess the entire district, including that which is the Broads. The need is translated into standards for open space and a policy in the Local Plan will defer to these policies.

Regarding the shopping area in Oulton Broad, this has been assessed as part of Waveney District Council's retail work<sup>16</sup>. It is intended that a joint approach with Waveney, for this area (which is part in the Broads and part in Waveney District) will be included in the Local Plan.

Regarding shopping areas at Potter Heigham Bridge and Horning, discussions are ongoing (at the time of writing) with the intention to have a joint approach with North Norfolk District Council regarding these retail areas.

<sup>15</sup> <http://www.great-yarmouth.gov.uk/CHttpHandler.ashx?id=1239&p=0>

<sup>16</sup> <http://www.waveney.gov.uk/planning/local-plans/waveney-district-local-plan/new-waveney-local-plan/supporting-documents/retail-and-leisure-needs-assessment/>

**There are some policies on specific local services and facilities. Other policies in the Local Plan will help determine applications for other uses and facilities.**

## **16. Police**

Whilst the Objectively Assessed Housing Need for the Broads Executive Area is 320 dwellings, in reality, most of that has already been delivered, permitted or allocated. There is a residual need for around 40 dwellings in the Great Yarmouth part of the Broads.

Norfolk and Suffolk Police were contacted, through the Architectural Liaison Officers, to confirm whether the 40 residual dwellings which could be planned for in the Local Plan raised any policing concerns.

Norfolk Constabulary stated in April 2016 *'I suggest the potential impact on operational policing requirements for an additional 50 dwellings built within the GT Yarmouth area would be insignificant'*.

**There is no requirement for the Local Plan to address operational policing requirements.**

## **17. Summary and conclusion**

- i) The Authority will address water quality in the Local Plan. The Authority will investigate applying a stricter requirement than present in current building regulations in relation to water use. The Authority will keep updated regarding Horning Knackers Wood Water Recycling Centre.
- ii) There is a policy that relates to telecommunications infrastructure emphasising the importance of addressing impacts on landscape in the Broads.
- iii) There are likely to be no future gas supply issues in the Borough of Great Yarmouth. Regarding electricity, the 33kV and 132kV electricity distribution networks supplying the borough currently have reasonable headroom. New local distribution substations, fed at 11kV and supplying 230v to domestic housing could be required for the larger developments proposed in the Great Yarmouth Core Strategy.
- iv) In Norfolk, rolling forward the current policy approach on waste will suffice. This would benefit Suffolk as well who are producing guidance relating to waste which the Authority could adopt.
- v) At this stage, it is not proposed to have a specific policy on health facilities.
- vi) At this stage, it is not proposed to have a specific policy on education establishments.
- vii) The NPPF, current and new Local Plan policies and the current and future Flood Risk SPD enable flooding and flood risk to be addressed.
- viii) There is a policy relating to the coast which generally supports the Shoreline Management Plan's approach.
- ix) There are some policies on specific local services and facilities. Other policies in the Local Plan will help determine applications for other uses and facilities.
- x) There is no requirement for the Local Plan to address operational policing requirements.