

# Planning Committee

08 December 2023

Agenda item number 13

## Local Plan- Preferred Options- Bitesize pieces

Report by Planning Policy Officer

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### Summary

This report introduces some new or amended policies that are proposed to form part of the Preferred Options version of the Local Plan. The policies are relating to call for sites, major development, water quality, biodiversity and natural environment, affordable housing, custom/self-build housing, design, new community and visitor/ community facilities, conversion of buildings, leisure plots and mooring plots, Hoveton Town Centre, Oulton Broad District Shopping Centre, and tranquillity.

### Recommendation

Members' comments on the policies are requested.

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## 1. Introduction

- 1.1. The first stage of the production of the Local Plan is the preparation of the Issues and Options. These were presented to Members in 'bite size pieces' over a number of months, rather than as a complete document of Issues and Options. The production stages of the Issues and Options are now complete and work has begun on the Preferred Options version, which will contain proposed policies. This will also be presented in "bitesize pieces".
- 1.2. This report introduces some amended or new policies for Members to consider for inclusion in the Preferred Options version of the Local Plan.
- 1.3. It is important to note that until such time as the Local Plan is adopted, our current policies are still in place and will be used to guide and determine planning applications.
- 1.4. Members' comments are requested on the policies and amendments. The policies are relating to call for sites, major development, water quality, biodiversity and natural environment, affordable housing, custom/self-build housing, design, new community and visitor/ community facilities, conversion of buildings, leisure plots and mooring plots, Hoveton Town Centre, Oulton Broad District Shopping Centre, and tranquillity.

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Date of report: 27 November 2023

Appendix 1 - Trajectories and Call for sites section

Appendix 2 - Policy DM1: Major Development in the Broads

Appendix 3 - Policy DM2: Water quality and foul drainage and Policy DM4: Water efficiency

Appendix 4 - Natural Environment

Appendix 5 - Policy DM34: Affordable housing

Appendix 6 - Policy DM42: Custom/self-build

Appendix 7 - Strategic Design Policy and Policy DM42: Design

Appendix 8 - Policy SP16: New community facilities and Policy DM44: Visitor and community facilities and services

Appendix 9 - Policy DM48: Conversion of buildings

Appendix 10 - Policy DM50: Leisure plots and mooring plots

Appendix 11 - Policy HOV5: Hoveton Town Centre and areas adjacent to the Town Centre

Appendix 12 - Policy OUL3: Oulton Broad District Shopping Centre

Appendix 13 - Tranquillity



**Local Plan for the Broads - Review  
Preferred Options bitesize pieces  
December 2023  
Trajectories and call for sites section**

**Allocations for residential dwellings and residential moorings**

1 Following the Call for Sites as part of the Issues and Options consultation held towards the  
2 end of 2022, the sites put forward were assessed against set criteria with stakeholders  
3 providing comments. The [Housing and Economic Land Availability Assessment](#) (HELAA)  
4 concluded if sites were suitable for development or not.

5 The following table shows the sites that are allocated for residential dwellings. It shows a  
6 total of 271 residential dwellings would be allocated. The need to be addressed in the Local  
7 Plan is 358 dwellings. Please note that permissions granted since April 2021 will count  
8 towards the need (21/22 period, 21 dwellings and 22/23 period, 3 dwellings - totalling 24  
9 dwellings). The Authority will need to undertake another call for sites as part of this  
10 Preferred Options consultation.

Site	Number of residential dwellings
Utilities Site	271

11 The following table shows the sites that are intended to be allocated for residential  
12 moorings. It shows a total of 53 residential moorings are allocated. The need to be  
13 addressed in the Local Plan is 48 residential moorings.

Site	Number of residential moorings
Brundall Gardens Marina – small marina	2
Brundall Gardens Marina – large marina	6
Greenway Marine, Chedgrave	5
Hipperson’s Boatyard, Gillingham	5
Loddon Marina	10
Somerleyton Marina	15
Richardson’s Boatyard, Stalham Staithe	10

Site	Number of residential moorings
<b>Total:</b>	<b>53</b>

- 14 Please note that STO1 (4 dwellings), THU1 (16 dwellings) and OUL2 (76 dwellings) already  
15 have planning permission and were not assessed in the HELAA but will still be included in  
16 the Local Plan until they are built out.



22 Residential moorings:

	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040	2041
Brundall Gardens Marina – small marina				2														
Brundall Gardens Marina – large marina				8														
Greenway Marine, Chedgrave				5														
Hipperson’s Boatyard, Gillingham							5											
Loddon Marina				10														
Somerleyton Marina									15									
Richardson’s Boatyard, Stalham Staithe									10									
<b>Total</b>				<b>23</b>			<b>5</b>		<b>25</b>									

24 **Call for Sites**

25 We are undertaking a call for sites for residential dwellings, gypsy and traveller sites and  
26 residential caravans.

27 This will require the provision of information and a form is available. This needs to be  
28 completed in full and submitted to the Broads Authority for assessment by **xxx** (the date the  
29 consultation on the Preferred Options ends).

30 We will work with stakeholders to assess any sites brought forward. We cannot guarantee  
31 that your site will be allocated as we may not deem it suitable for allocation in the Local  
32 Plan. We will set out our reasons for any decision we make. There are many constraints to  
33 development in the Broads.

34 **If you wish to put a site forward for us to consider for residential dwellings, gypsy and**  
35 **traveller sites and residential caravans please fill out the survey that can be found here:**

36 [xxxxxx](#)



**Local Plan for the Broads - Review  
Preferred Options bitesize pieces  
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**Sites Specifics – DM1 – Major Development in the Broads**

This is a proposed draft section/policy for the Preferred Options Local Plan. Member’s comments and thoughts are requested. This policy is already in the local plan, but some amendments are proposed.

Amendments to improve the policy are shown as follows: ~~text to be removed~~ and added text.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal, but is included here to show how the policy and options are rated.

The currently adopted policy remains in place – these are proposed amendments and this section will form part of the Preferred Options version of the Local Plan.

1 **Policy PODM1: Major Development in the Broads**

- 2 1. For the purposes of this policy, ‘major development’ is defined in this Local Plan as  
3 development which has the potential to have a significant adverse impact on the Broads, its  
4 purposes and its special qualities due to the development’s nature, scale and setting. ‘Major  
5 development’ may include the development covered by the definition set out in the NPPF but is  
6 not restricted to that.
- 7 2. Applications for major development will not be permitted other than in exceptional  
8 circumstances and where applicants can demonstrate that the development is in the public  
9 interest and that public interest outweighs the purposes of the Broads.
- 10 3. Proposals for major development will need to demonstrate:  
11 a) the need for the development, including in terms of any national considerations;  
12 b) the impact of permitting or refusing the development upon the local economy and local  
13 communities and the extent to which it will provide a benefit to the Broads and wider area;  
14 c) the cost of and scope for locating the development elsewhere outside the Broads, or meeting  
15 the need for it in some other way, and a justified explanation of why these options have been  
16 discounted;  
17 d) that there are no likely significant effects ~~adverse effects~~ on proposed or designated European  
18 Sites for nature conservation both within their boundaries and in areas that ecologically support  
19 the conservation objectives of the site. Project Level Habitats Regulation Assessments may be



- 20 needed to assess implications on European Sites. Measures to mitigate for the effects of new  
21 development may be required;
- 22 e) any detrimental effect on the natural and historic environment, the landscape, and recreational  
23 opportunities, taking into account the special qualities of the Broads, and the extent to which  
24 any such effect could be moderated (through applying the avoidance, mitigation and  
25 compensation sequence of tests set out in clause 4 of this policy); and
- 26 f) that the cumulative impact of the development when viewed with other development  
27 proposals and types of development is acceptable.
- 28 4. Where the tests of clause 3 have been met, then every effort to avoid significant adverse ~~effects~~  
29 impacts will be required. Where significant adverse ~~effects~~ impacts cannot be avoided,  
30 appropriate steps must be taken to minimise harm through mitigation measures. Appropriate  
31 and practicable compensation will be expected for any unavoidable effects that cannot be  
32 mitigated.

### 33 Reasoned Justification

34 The purpose of the planning system is to contribute to the achievement of sustainable patterns of  
35 development which support and meet the needs of communities and the local economy whilst  
36 protecting the special character and assets of importance to these communities and the wider area.

37 This balance is of particular importance in those areas that have been designated for their special  
38 qualities, such as the National Parks and the Broads. These areas are identified in the NPPF as  
39 having the highest status of protection in relation to landscape and scenic beauty and where the  
40 conservation of wildlife and cultural heritage are important considerations ([2023 NPPF paragraph](#)  
41 [176](#)). In respect of 'major development' the NPPF states ([2023 NPPF paragraph 177](#)) that the scale  
42 and extent of development within the Broads should be limited and planning permission should be  
43 refused for such development in these areas other than in exceptional circumstances and where  
44 public interest can be demonstrated. This policy seeks to apply this national test and provide local  
45 guidance.

46 Footnote [60 of the 2023 NPPF](#) (that relates to paragraph [177](#)) says that whether a proposal is  
47 'major development' is a matter for the decision maker, taking into account its nature, scale and  
48 setting, and whether it could have a significant adverse impact on the purposes for which the  
49 Broads has been designated. So for the purpose of this policy it is considered to be development of  
50 a more than local scale and which could be considered to have potentially significant adverse  
51 impacts on the Broads and the delivery of the statutory purposes. The identification of major  
52 development will be context specific and a matter of planning judgement and the following criteria  
53 will be considered in the assessment:

- 54 a) whether the development is Environmental Impact Assessment (EIA) development;
- 55 b) developments that fall within Schedule 2 of the EIA Regulations that after being screened by  
56 the Broads Authority, are considered as likely to have significant effects on the environment  
57 due to their nature, scale and setting and require an assessment;
- 58 c) the NPPF [2023](#) ~~2019~~ definition of major development in terms of the classification of  
59 planning applications (page ~~68~~ [69](#) of NPPF);

- 60 d) developments that require the submission of a Transport Assessment (see SSROADS);  
61 e) further information to consider as set out in the [2023 NPPF](#) and in particular footnote [60](#);  
62 and  
63 f) the development's impact on the purposes for which the Broads has been designated  
64 and/or the special qualities of the Broads.

65 The above will be relevant considerations and will be taken into account as part of the assessment  
66 by the Broads Authority as decision maker in accordance with paragraph [177 of the 2023 NPPF](#).

67 [Major Development will typically be a proposal of a scale, character or nature which extends  
68 beyond what is needed locally, meaning it may have benefits/impacts which extend beyond the  
69 Broads' boundary. This could include, for example, a reservoir, energy development, major road or  
70 rail scheme, minerals or waste development, large-scale residential or commercial development, or  
71 high voltage electricity transmission scheme. However, it could also include smaller scale  
72 development with potential to have significant adverse impacts.](#)

73 There are other potential major developments that are subject to their own policy in this Local  
74 Plan; this major development policy will be of relevance to those schemes.

75 Due to its status as a protected landscape equivalent to a National Park, there will be limited scope  
76 for major development in the Broads area. It is the purpose of this policy to provide a framework  
77 for dealing with any such development and to ensure that, in considering any such proposal, the  
78 particular characteristics and status of the area is accorded the appropriate significance.

79 A particular scheme that may come forward that will likely be classed as major development is the  
80 A47 and this is subject to its own policy detailing specific considerations due to the nature and  
81 location of the potential development. The principles of SSA47 are consistent with the Major  
82 Development policy but provide additional guidance. [Another scheme that will likely be classed as  
83 major development is the Utilities Site development that makes up part of the East Norwich  
84 Regeneration Scheme.](#)

85 It is noted that some major development schemes that occur in the Broads will not be determined  
86 by the Authority.

87 [If development falls within the definition of Major Development, applicants will be required to  
88 demonstrate why it is in the public interest and that there are exceptional circumstances which  
89 justify it.](#) Any proposals for development treated as 'major development' should be accompanied  
90 by a written statement of justification for the proposal.

91 [If an alternative location is technically and financially viable, applicants will be expected to pursue  
92 that option, even if the location within the Broads is more financially advantageous. Where an  
93 alternative location outside the Broads is not being pursued a detailed appraisal of alternative  
94 options should be submitted](#)

95 **Reasonable alternative options**

- 96 a) No policy
- 97 b) Original policy with no amendments.

98 **Sustainability appraisal summary**

99 The options of no policy, the original policy and the amended policy have been assessed in the SA.  
 100 The following is a summary.

A: Keep original policy	5 positives. 0 negatives. 0 ? Overall, positive.
B: No policy	0 positives. 0 negatives. 5 ?
C: Amended	5 positives. 0 negatives. 0 ? Overall, positive.

101 **How has the existing policy been used since adoption in May 2019?**

102 According to recent Annual Monitoring Reports, the policy has been used and schemes have been  
 103 permitted in accordance with the policy.

104 **Why has the alternative option been discounted?**

105 An alternative option is to not have a policy. By having a policy, it brings the important  
 106 considerations into a policy. Other protected landscapes have a policy that builds upon what is in  
 107 the NPPF. The amended policy is favoured. The amendments are fairly minor in nature and most  
 108 are wording changes to make consistent with the NPPF and regulations.

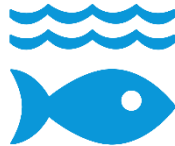
109 **UN Sustainable Development Goals check**

110 This policy meets these [UN SD Goals](#):

**11** SUSTAINABLE CITIES  
AND COMMUNITIES



**14** LIFE  
BELOW WATER



**15** LIFE  
ON LAND



## Sustainability Appraisal

### SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
- ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.
- ENV5: To adapt, become resilient and mitigate against the impacts of climate change
- ENV6: To avoid, reduce and manage flood risk and to become more resilient to flood risk and coastal change.
- ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- ENV8: To minimise the production and impacts of waste through reducing what is wasted, and re-using and recycling what is left.
- ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and their settings
- ENV10: To achieve the highest quality of design that is innovative, imaginable, and sustainable and reflects local distinctiveness.
- ENV11: To improve air quality and minimise noise, vibration and light pollution.
- ENV12: To increase the proportion of energy generated through renewable/low carbon processes without unacceptable adverse impacts to/on the Broads landscape
- SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.
- SOC2: To reduce poverty, inequality and social exclusion.
- SOC3: To improve education and skills including those related to local traditional industries.
- SOC4: To enable suitable stock of housing meeting local needs including affordability.
- SOC5: To maximise opportunities for new/ additional employment
- SOC6: To improve the quality, range and accessibility of community services and facilities and to ensure new development is sustainability located with good access by means other than a private car to a range of community services and facilities.
- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.

Assessment of policy

	A: Amended policy		B: No policy		A: Keep original policy	
ENV1						
ENV2						
ENV3	+	Biodiversity is a special quality of the Broads and the policy refers to protecting European protected sites.	?		+	Biodiversity is a special quality of the Broads and the policy refers to protecting European protected sites.
ENV4	+	The landscape character is protected through the policy.	?		+	The landscape character is protected through the policy.
ENV5						
ENV6						
ENV7						
ENV8						
ENV9	+	Heritage is protected through the policy.	?		+	Heritage is protected through the policy.
ENV10						
ENV11						
ENV12						
SOC1						
SOC2						
SOC3						
SOC4						
SOC5						
SOC6						
SOC7						
ECO1						
ECO2	+	Policy relates to development that does	?		+	Policy relates to
ECO3	+	not impact the special qualities of the Broads.	?		+	development that does not impact the special qualities of the Broads.



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**Water section of the Local Plan**

This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested. This policy is already in the local plan, but some amendments are proposed.

Amendments to improve the policy are shown as follows: ~~text to be removed~~ and added text.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal, but is included here to show how the policy and options are rated.

**Policy DM2: Water quality and foul drainage**

1. Development will be permitted only where it can be demonstrated that it will not have an adverse impact on waterbodies, including surface and ground water, in terms of quality and quantity. This should include the requirements of the Water Framework Directive and Habitats Regulations.
2. Applicants are required to demonstrate there is adequate sewage treatment provision to serve the development or that this can be made available in time for the occupation of the development, and to demonstrate that there is available capacity within the foul sewerage network or that capacity will be made available.
3. Development is required to be connected to a foul sewer unless proven not to be feasible. If connection to a foul sewer is proven to not be feasible, only then will other arrangements of package sewerage treatment works and septic tanks be considered and only in that order. These will be permitted only if the Authority is satisfied that these systems will work for the expected use and there would be no adverse effects on the environment. A statement explaining and justifying the approach taken is required to be submitted as part of any relevant application.
4. Extensions that increase occupancy and proposals for replacement development, as well as proposals to intensify an already permitted use, are required to improve the existing

19 method of foul drainage of the entire property if feasible, in line with the hierarchy as  
20 set out in part 3 of this policy.

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

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

### 31 **Reasoned Justification**

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

37 This policy applies to residential and commercial development and to new build as well as  
38 replacements and extensions. In the case of replacement dwellings, the current foul water  
39 drainage system is expected to be improved in line with Government guidance, with the  
40 ultimate aim being to connect to the public sewer. The policy also requires betterment for  
41 an entire property as a result of an extension that will increase the occupancy of the  
42 building. By increasing the occupancy, it is likely that more foul water will be generated. The  
43 works associated with an extension or replacement to a building will provide an opportunity  
44 to improve the foul water drainage system.

45 The National Planning Practice Guidance<sup>1</sup> sets out a hierarchy of drainage options that must  
46 be considered (and discounted as appropriate) in the following order:

- 47 1. Connection to the public sewer
- 48 2. Package sewage treatment plant
- 49 3. Septic tank

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

55 Due to the low-lying nature of the area and remoteness of some settlements, connection to  
56 a public sewer is not always possible in the Broads. The alternative non-mains drainage  
57 proposals, including the use of septic tanks, can have an adverse effect on the quality of

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<sup>1</sup> [NPPG Guidance: Water supply, wastewater and water quality \(www.gov.uk\)](https://www.gov.uk/guidance/national-planning-practice-guidance)

58 controlled waters, the environment and amenity, particularly if the property is close to  
59 watercourses, there is a high-water table at any point of the year, or the site is susceptible  
60 to flooding.

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

70 Where development involves the disposal of trade waste or the disposal of foul sewage  
71 effluent other than to the public sewer, a foul drainage assessment will be required to  
72 demonstrate why the development cannot connect to the public mains sewer system and to  
73 provide details of the method of effluent storage, treatment and disposal. The statement  
74 should include a thorough examination of the impact of disposal of the final effluent,  
75 whether it is discharged to a watercourse or disposed of by soakage into the ground. An  
76 Environmental Permit or exemption will be required from the Environment Agency if it is  
77 proposed to discharge treated sewage effluent to controlled waters or ground. Further  
78 guidance on the information that should be incorporated into this statement is available on  
79 the Agency's website<sup>2</sup>. Where development proposes non-mains drainage, early liaison with  
80 the Environment Agency is expected. The method of non-mains disposal should be the most  
81 appropriate to minimise the risk to the water environment. Septic tanks should only be  
82 considered if it can be clearly demonstrated by the applicant that discharging into a public  
83 sewer to be treated at a public sewage treatment works or a package sewage treatment  
84 plant is not feasible.

85 Reed bed filtration systems (reed beds constructed for the purpose of being a filtration  
86 system and not natural reed beds) are a way of treating sewerage that provide multiple  
87 habitat and landscape benefits, as well as being a low energy and low carbon option. While  
88 it may take more space than other treatment options, the end discharge from a reed bed  
89 system could be similar and, when combined with other methods, even better quality than  
90 other methods on their own. Constructed reed bed systems should only be formed where  
91 there is no impact on the wetland habitat of the Broads.

92 As set out in the next policy, all new/replacement/converted or extended buildings are  
93 required to incorporate greywater recycling and rainwater harvesting unless it is not  
94 feasible or not viable to do so.

95 Nutrient Enrichment is referred to throughout this Local Plan. At the time of writing, in  
96 some parts of Norfolk planning applications for overnight accommodation and some other  
97 types of development are not able to be approved without mitigation due to the issue of  
98 Nutrient Enrichment. Mitigation schemes are being worked up both locally (Norfolk

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<sup>2</sup> [Environmental Permits Guidance: Discharges to surface water and groundwater \(www.gov.uk\)](https://www.gov.uk/guidance/environmental-permits-guidance-discharges-to-surface-water-and-groundwater)



99 [Environmental Credits](#)) and nationally (led by Natural England). More information can be  
100 found here: [Nutrient Neutrality \(broads-authority.gov.uk\)](#).

101 Horning Knackers Wood Water Recycling Centre (WRC) discharges to the River Bure and  
102 contributes nutrient loads to the downstream watercourses as well as the Bure Broads and  
103 Marshes Site of Special Scientific Interest (SSSI), a component of the Broads Special Area of  
104 Conservation (SAC)/ Broadland Special Protection Area (SPA). [Concerns regarding](#)  
105 [development in the catchment of the WRC relates to the potential impact of rising nutrient](#)  
106 [loads on the river and sensitive downstream receptors and excess flows caused from water](#)  
107 [ingress into the system \(from surface water, river over topping and the resultant](#)  
108 [groundwater infiltration which is compounded through defects in the public and private](#)  
109 [network\)](#). The environmental permit limits for Knackers Wood WRC are set to preserve the  
110 [quality of water in the watercourse downstream of the discharge point both to ensure that](#)  
111 [there is no deterioration in Water Framework Directive \(WFD\) status and that decisions](#)  
112 [support measures to help the waterbody to achieve good ecological potential, nor](#)  
113 [deterioration in Conservation Objectives](#). The permit limits are several, set against modelled  
114 [conditions specific to that waterbody and interdependent with each other](#). Currently, one of  
115 [the permit limits, Dry Weather Flow is in exceedance by a significant amount](#). At present,  
116 [the section of the River Bure that receives the discharge from Knackers Wood has an overall](#)  
117 [WFD status of 'moderate' and also 'moderate' for ecological potential](#). As a minimum, our  
118 [objectives are to ensure that there is no deterioration in water quality in the river and that](#)  
119 [the water quality thresholds set out in the Conservation Objectives for European protected](#)  
120 [sites continue to be met or bettered](#). Both Anglian Water and the Environment Agency  
121 agree that the WRC does not currently have capacity to accommodate further foul flows.  
122 Anglian Water Services (AWS) have investigated why the WRC is receiving excessive flows,  
123 and there is a [Joint Position Statement](#) setting out more detail [including actions undertaken](#)  
124 [and proposed to address the issue](#). The Authority will keep informed of progress on this  
125 issue.

126 **Reasonable alternative options**

- 127 a) Original policy
- 128 b) No policy

129 **Sustainability appraisal summary**

130 The options of no policy, the original policy and the amended policy have been assessed in  
131 the SA. The following is a summary.

A: Original policy	3 positives. 0 negatives. 0 ? Overall, positive.
B: Amended policy	3 positives. 0 negatives. 0 ? Overall, positive.
C: No policy	0 positives. 0 negatives. 3 ?

132 **Why has the alternative option been discounted?**

133 Given that much of the area is water and the importance that water has to the  
134 environment, society and economy, to have a policy that seeks to protect water quality is  
135 prudent. The amendments are fairly minor and help to clarify the policy.

136 **UN Sustainable Development Goals check**

137 This policy meets these [UN SD Goals](#):

**6** CLEAN WATER  
AND SANITATION



**12** RESPONSIBLE  
CONSUMPTION  
AND PRODUCTION



**14** LIFE  
BELOW WATER



138 **Information for Members**

139 As part of the Issues and Options Consultation document, we asked about water efficiency.  
140 Here is the relevant section, options and question followed by the responses we received.

141

142 The East of England is an area of water stress. According to the Environment Agency, if no  
143 action is taken between 2025 and 2050, around 3,435 million additional litres of water per  
144 day will be needed in England to address future pressures on public water supply; within  
145 this figure it is estimated that the East of England will require an additional 570 million litres  
146 per day to meet the needs of residents and the agricultural sector, industry and energy  
147 sector<sup>3</sup>. Additionally, given the context of Nutrient Neutrality in which we are operating, less  
148 water used could mean less water into the waste water network so less water treated at  
149 water recycling centres with impacts on the nutrients released into waterways.

150 **Current policy and Norfolk Strategic Planning Framework Agreement**

151 The adopted Local Plan policy DM4 sets a water use standard of 110 litres per household  
152 per day (l/h/d), which is beyond the current building regulations requirement of 125 l/h/d.  
153 Indeed, all Norfolk Local Planning Authorities have agreed to include the 110 l/h/d in their  
154 local plans, through the [Norfolk Strategic Planning Framework](#) agreement which states at  
155 Agreement 22 that 'Norfolk is identified as an area of serious water stress. The Norfolk  
156 Planning Authorities have agreed that when preparing Local Plans to seek to include the  
157 optional higher water efficiency standard (110 litres/per person/per day) for residential  
158 development'.

159 **Emerging policy for Greater Cambridge**

160 We are aware that the [Greater Cambridge Local Plan](#) is considering going further than the  
161 optional standard for water usage of 110 l/h/d and proposing 80 l/h/d unless demonstrated  
162 impracticable. Their evidence suggests that current levels of abstraction in the area are  
163 believed to be unsustainable. In terms of deliverability of the 80 l/h/d standard, the  
164 proposal says 'the Integrated Water Management Study (IWMS) has shown that 80  
165 litres/person/day is achievable by making full use of water efficient fixtures and fittings, and  
166 also water re-use measures on site including surface water and rainwater harvesting, and  
167 grey water recycling. It also shows that the cost effectiveness improves with the scale of the  
168 project, and that a site-wide system is preferable to smaller installations'.

169 **Water neutrality**

170 'Water neutrality' means that new development should not increase the rate of water  
171 abstraction above existing levels. It is an issue being raised and looked into in Sussex. In a  
172 position statement sent in October 2021 to Horsham, Crawley and Chichester councils,  
173 which fall within the Sussex North Water Supply Zone, Natural England laid out its concern  
174 that current levels of water abstraction are having an adverse impact on protected sites in  
175 the region and advised that developments within the Zone must not add to this impact.  
176 Natural England indicates that the matter should be addressed strategically, in partnership  
177 with other local planning authorities. Horsham District Council's response is at [Water](#)

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<sup>3</sup> [Meeting our Future Water Needs: a National Framework for Water Resources](#) (2020)

178 [Neutrality in Horsham District and its planning implications | Horsham District Council](#). This  
 179 matter is early on in its investigation and the Broads Authority will keep informed of how it  
 180 develops.

181 **Scale of development in the Broads**

182 It may be more feasible and cost effective to meet stricter water use standards over larger  
 183 schemes. We do not often have large scale development in the Broads. A scheme in  
 184 Ditchingham Dam (over 100 dwellings) has recently been completed, a scheme at Pegasus  
 185 (76 dwellings) has been permitted, and there is an allocation for around 120 dwellings in  
 186 East Norwich (Utilities Site). Schemes in the Broads, however, usually tend to be for one or  
 187 two dwellings at a time.

188 **Options**

- 189 a) Do not set a water efficiency standard – the default would be 125 l/h/d.
- 190 b) Continue the current policy approach of 110 l/h/d
- 191 c) Investigate whether it is reasonable or justifiable to seek a standard that designs for less  
 192 water a day than 110 l/h/d.
- 193 d) Investigate the potential to require water neutrality.

194 **Question 24: Do you have any thoughts on the issues of water efficiency and the options**  
 195 **listed above?**

Anglian Water	<p>3.29. We disagree with option a) as our own analysis has shown that 55 out of the 59 local planning authorities in the Anglian Water region have, or are working towards, the higher optional standard of 110 litres/head/day given that the region is identified as a region under ‘serious water stress’. The option to not have a policy standard for water efficiency is not considered to be a reasonable alternative.</p> <p>3.30. As a minimum we would support option b) the continued approach of the optional standard of 110 l/h/d. In supporting the Greater Cambridge Local Plan, we are working with key stakeholders, to evidence more ambitious water efficiency standards to assist local planning authorities in their local plan preparation. We aim to share this with local planning authorities when we have a fully evidenced and agreed approach, which would assist in progressing option c).</p>
Anglian Water	<p>3.31. We are also leading a £6m Ofwat Innovation Project to develop a national framework for integrated water management in all new developments, showing how rainwater harvesting and reuse, SuDS, nature-based solutions, and water efficiency measures can drastically reduce the water and carbon footprint of new housing developments - the Enabling Water Smart Communities project.</p>
Anglian Water	<p>3.32. We are supportive of initiatives such as water neutral development to ensure that there is no increase in the total water use as a result of new development – meaning the additional water demand on the environment arising from a new development is zero. The experience of local planning authorities in the Sussex North Water Supply Zone (such as Crawley and Horsham) is due to abstraction having a detrimental impact on a number of designated habitats sites in the Arun Valley, as set out in a Position Statement from Natural England. LPAs within Sussex North are unable to determine</p>

	<p>applications for new development in the supply zone unless applications can demonstrate they are 'water neutral'. Anglian Water has provided advice on water neutrality to both Crawley and Horsham and further information can be found on the Waterwise website . If this option is taken forward, the challenge will be to ensure developments are much more water-efficient (including through rainwater harvesting and greywater reuse) and to identify sufficient local 'offsets' to enable water neutral development to come forward.</p>
Bradwell Parish Council	<p>We should continue with option b and explore ways of reducing this as outlined in option c.</p>
Broads Society	<p>The Society would support continuation of the current policy detailed in 'Option b'.</p>
Brooms Boats	<p>Option B however economic viability regarding business needs is vital and hence requires a collaborative approach.</p>
East Suffolk Council	<p>As already outlined in other answers, East Suffolk Council recently adopted a Sustainable Construction Supplementary Planning Document (April 2022), which is available to view here: <a href="https://www.eastsuffolk.gov.uk/assets/Planning/Planning-Policy-and-Local-Plans/Supplementary-documents/Sustainable-Construction-2022/FINAL-Sustainable-Construction-SPD.pdf">https://www.eastsuffolk.gov.uk/assets/Planning/Planning-Policy-and-Local-Plans/Supplementary-documents/Sustainable-Construction-2022/FINAL-Sustainable-Construction-SPD.pdf</a> This SPD includes specific guidance on water efficiency in new dwellings, including reference to the 110 litre/ person/ day water efficiency standard. The development a new Local Plan provides an opportunity to reconsider standards, and East Suffolk Council would support the Broads Authority investigating the reasonableness of seeking a standard that designs for less water a day than 110 l/h/d.</p>
RSPB	<p>As a minimum option c) should be chosen (in Denmark for example households aim for a max use of 80l/h/day). 'Working towards water neutrality' is stronger than the phrase 'investigate the potential to require water neutrality.'</p> <p>There shouldn't be an option of making no reductions/improvements in a part of the country already recognised to be in a state of severe water stress. Indeed, the disconnection between housing targets and the requirement that water companies must provide for a target number of houses needs resolving. If there isn't the possibility of sustainably providing a supply of water and managing household outputs to achieve nutrient neutrality without huge investment the proposal to construct new houses might be considered untenable.</p>
Sequence UK LTD/Brundall Riverside Estate Association	<p>2.60 The matter raised at paragraph 21.5 of the consultation document is particularly pertinent here that there is limited large scale development within the Broads and therefore water use and pressures are significantly less than the cited examples in Sussex and particularly Greater Cambridge. Accordingly we would suggest that water usage for new development should not be reduced below the current 110 l/h/d rate, particularly as this would appear to be consistent with the other Norfolk authorities.</p>
South Norfolk Council	<p>As a minimum the authority should continue with the current policy approach of 110 l/h/d, consistent with Agreement 22 of the NSPF. Whilst it is reasonable for the authority to explore lower usage standards, or water neutrality the imposition of any such standard will need to be particularly carefully balanced against viability and deliverability issues.</p>

Suffolk County Council	Suffolk County Council support higher water efficiency measures in light of the county being in a water stressed area as identified by the Environment Agency in 2021 in its Water Stressed Areas-Final Classification 2021 document..
Broadland Council	As a minimum the authority should continue with the current policy approach of 110 l/h/d, consistent with Agreement 22 of the NSPF. Whilst it is reasonable for the authority to explore lower usage standards, or water neutrality the imposition of any such standard will need to be particularly carefully balanced against viability and deliverability issues.

This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested. This policy is already in the local plan, but some amendments are proposed.

Amendments to improve the policy are shown as follows: ~~text to be removed~~ and added text.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal but is included here to show how the policy and options are rated.

196

**Policy DM4: Water efficiency and re-use**

197

1. All new/replacement/converted dwellings (including holiday/visitor accommodation) will be designed to have a water demand equivalent to 110 litres per head per day.

198

Measures to reduce water demand further will be supported.

199

200

2. All new/replacement/converted or extended buildings are required to incorporate greywater recycling and rainwater harvesting unless it is not feasible or not viable to do so.

201

202

203

3. Washing up provision and toilets and showers associated with camping, caravanning and glamping sites are required to be designed to be water efficient.

204

205

4. All new/replacement/converted non-domestic buildings are required to be designed to be water efficient.

206

207

~~5. All new/replacement/converted buildings for non-residential land uses will be designed to score at least 50% in the water section of the relevant BREEAM assessment.~~

208

**209 Reasoned Justification**

210

All new homes have to meet the mandatory national standard set out in the Building

211

Regulations (125 litres/person/day). The NPPG says 'Where there is a clear local need, local

212

planning authorities can set out Local Plan policies requiring new dwellings to meet the

213 *tighter Building Regulations optional requirement of 110 litres/person/day*<sup>4</sup>. The policy  
214 seeks 110 l/h/d and the reasons for this are set out in the Local Infrastructure Study and  
215 summarised below<sup>5</sup>.

216 The Water Stressed Areas Classification (Environment Agency, 2021)<sup>6</sup> summary table shows  
217 that the areas of Essex & Suffolk Water and Anglian Water are water stressed.

218 ~~For the area served by Anglian Water Services (AWS),~~ There is clear support from ~~them~~  
219 Anglian Water and Essex and Suffolk Water in adopting this approach. Demand  
220 management, such as reducing leakage, and encouraging customers to use less water is an  
221 important component of Water Resource Management Plans, and helps to ensure that  
222 there will be sufficient water resources for future population growth, coping with the  
223 impacts of climate change, and to ensure a healthy and flourishing environment. ~~For the~~  
224 ~~area served by Essex & Suffolk Water, the Waveney District Council Water Cycle Study~~  
225 ~~includes a recommendation to adopt the 110l/h/d standard, and the Local Plan for the~~  
226 ~~former Waveney District Council area (now East Suffolk) includes such an approach.~~

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

230 Greywater recycling is the appropriate collection, treatment and storage of wastewater  
231 discharged from kitchens (tap water or dishwasher water), baths or showers, to meet a non-  
232 potable water demand in the building, such as toilet flushing, washing machine cycles,  
233 outside tap or other non-potable water-compatible use.

234 Rainwater harvesting systems are the appropriate collection and storage of rainwater run-  
235 off from hard outdoor surfaces (e.g. roofs) to meet a non-potable water demand in the  
236 building or garden, such as toilet flushing, washing machine cycles, outside tap/watering  
237 plants or other non-potable water-compatible use. Rainwater harvesting may also be  
238 possible to design into a site's sustainable drainage system (SuDS) (see policy xxx).

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

242 ~~For non-residential buildings, an assessment of the efficiency of the building's domestic~~  
243 ~~water consuming components is required to be completed using the BREEAM Wat 01~~  
244 ~~calculator<sup>7</sup>. The water consumption (litres/person/day) for the assessed building is~~  
245 ~~compared against a baseline performance and BREEAM. The aim is to reduce the~~  
246 ~~consumption of potable water for sanitary use in new buildings from all sources, through~~  
247 ~~the use of water efficient components and water recycling systems.~~

---

<sup>4</sup> The 'optional' enhanced national standard is defined within the 2015 Approved Document G, Building Regulations 'Sanitation, hot water safety and water efficiency' March 2015, page 15, G2(3). At 2015 this is defined as consumption 110 litres per person per day to be demonstrated [Building Regulations 2010: Sanitation, hot water safety and water efficiency \(PDF | publishing.service.gov.uk\)](#)

<sup>5</sup> [Broads Local Plan: Local Infrastructure Study \(pdf | broads-authority.gov.uk\)](#)

<sup>6</sup> [Water stressed areas – 2021 classification - GOV.UK \(www.gov.uk\)](#)

<sup>7</sup> ~~BREEAM Wat 01 calculator: [www.breem.com/BREEAM2011SchemeDocument/Content/08-Water/wat01.htm](http://www.breem.com/BREEAM2011SchemeDocument/Content/08-Water/wat01.htm)~~

248 Also see open space policy – this states that artificial pitches that are designed to require  
249 water will not be permitted. Other new pitches that required watering will need to  
250 demonstrate how water will be supplied and used sustainably.

251

252 And in terms of landscaping, the landscape policy states: to reflect that the East of England  
253 is an area of water stress, new landscaping/planting is expected to follow sustainable  
254 planting principles and be adaptive to climate change and be water-smart: using plants that  
255 are not dependent on additional watering/do not require a large amount of water.

256 This guide may be of use to applicants: [Developing water efficient homes \(pdf |](#)  
257 [watersafe.org.uk\)](#). So too could the Norfolk and Suffolk ‘Reclaim the Rain’ project: [Reclaiming](#)  
258 [the Rain \(reclaimtherain.org\)](#).

259 More details on implementing the policy is included in Appendix xx.

260 **The Authority is aware of the work going on in the Cambridge area where a standard of 80**  
261 **l/h/d is being explored. New development is currently on hold in Greater Cambridge on**  
262 **the grounds of water availability and the need for new developments to be more water**  
263 **efficient owing to deteriorating condition of water bodies under WFD. The Authority will**  
264 **keep informed of progress and may introduce a lower than 110l/h/d standard.**

#### 265 **Reasonable alternative options**

- 266 a) Original policy
- 267 b) No policy

#### 268 **Sustainability appraisal summary**

269 The options of no policy, the original policy and amended policy have been assessed in the  
270 SA. The following is a summary.

A: Keep original policy	3 positives. 0 negatives. 0 ? Overall, positive.
B: Amended policy	3 positives. 0 negatives. 0 ? Overall, positive.
C: No policy	0 positives. 0 negatives. 3 ?

#### 271 **Why has the alternative option been discounted?**

272 Given water supply issues in the area, a policy is prudent. The amended policy ensures that  
273 all types of development consider and address water efficiency.

#### 274 **UN Sustainable Development Goals check**

275 This policy meets these [UN SD Goals](#):

6 CLEAN WATER  
AND SANITATION



12 RESPONSIBLE  
CONSUMPTION  
AND PRODUCTION



14 LIFE  
BELOW WATER





276

**Appendix x - Policy implementation - Water efficiency and residential**

277

**1. Introduction**

278

Policy DM4 requires all new, replacement or converted dwellings to be designed to have a water

279

demand of 110 l/h/d. This is the optional building regulations standard that has been incorporated

280

into the Local Plan.

281

**2. What the Building Regulations 2010 (as amended) say...**

<i>Requirement</i>	<i>Limits on application</i>
<b>Water efficiency</b>	
<b>G2.</b> Reasonable provision must be made by the installation of fittings and fixed appliances that use water efficiently for the prevention of undue consumption of water.	Requirement G2 applies only when a dwelling is—
	(a) erected; or
	(b) formed by a material change of use of a building within the meaning of regulation 5(a) or (b).
<b>Water efficiency of new dwellings</b>	
<b>36.—</b> (1) The potential consumption of wholesome water by persons occupying a new dwelling must not exceed the requirement in paragraph (2).	
(2) The requirement referred to in paragraph (1) is either—	
(a) 125 litres per person per day; or	
(b) in a case to which paragraph (3) applies, the optional requirement of 110 litres per person per day,	
as measured in either case in accordance with a methodology approved by the Secretary of State.	
(3) This paragraph applies where the planning permission under which the building work is carried out—	
(a) specifies the optional requirement in paragraph (2)(b); and	
(b) makes it a condition that that requirement must be complied with.	
(4) In this Part, “new dwelling” does not include a dwelling that is formed by a material change of use of a building within the meaning of regulation 5(g).	
<b>Wholesome water consumption calculation</b>	
<b>37.—</b> (1) Where regulation 36 applies, the person carrying out the work must give the local authority a notice which specifies—	
(a) which of the requirements in regulation 36(2)(a) or (b) applies to the dwelling; and	
(b) the potential consumption of wholesome water per person per day in relation to the completed dwelling.	
<b>Building (Approved Inspectors) Regulations 2010</b>	
<b>Application of Provisions of the Principal Regulations</b>	
<b>20.—</b> (1) Regulation 20 (provisions applicable to self-certification schemes), 27 (CO <sub>2</sub> emission rate calculations), 29 (energy performance certificates), 37 (wholesome water consumption calculation), 41 (sound insulation testing), 42 (mechanical ventilation air flow rate testing), 43 (pressure testing) and 44 (commissioning) of the Principal Regulations apply in relation to building work which is the subject of an initial notice as if references to the local authority were references to the approved inspector.	
(4) Regulation 37(2) of the Principal Regulations applies in relation to building work which is the subject of an initial notice as if after “work has been completed” there were inserted, “or, if earlier the date on which in accordance with regulation 17 of the Building (Approved Inspectors etc.) Regulations 2010 the initial notice ceases to be in force”.	

8

<sup>8</sup> Where there is reference to regulation 5: [The Building Regulations 2010 \(legislation.gov.uk\)](http://legislation.gov.uk)

282 [The relevant Building Regulations Approved Document are part G. Approved Document G provides](#)  
283 [guidance on the supply of water to a property, including water safety, hot water supply, sanitation](#)  
284 [and water efficiency i.e. an easily accessible water supply that doesn't incur wastage. \*\*Approved\*\*](#)  
285 [Document G - Part G - Sanitation, hot water safety and water efficiency - Planning Portal](#)

286 [G2 is the specific part that relates to water efficiency.](#)

287 [With regards to the optional requirement, which we adopt in the Local Plan, it says:](#)  
288 ['The optional requirement only applies where a condition that the dwelling should meet the optional](#)  
289 [requirement is imposed as part of the process of granting planning permission.'](#)

### 290 **3. Calculating water use.**

291 [The Approved Document G \(in particular G2\) refers to two approaches.](#)

292 ['... the estimated consumption of wholesome water calculated in accordance with the methodology](#)  
293 [in the water efficiency calculator, should not exceed 110 litres/person/day'.](#)

294 ['As an alternative to calculating the water consumption, a fittings approach that is based on the](#)  
295 [water efficiency calculator methodology may be used. Where the fittings approach is used, the water](#)  
296 [consumption of the fittings provided must not exceed the values in Table 2.2'.](#)

<b>Table 2.2 Maximum fittings consumption optional requirement level</b>	
<b>Water fitting</b>	<b>Maximum consumption</b>
WC	4/2.6 litres dual flush
Shower	8 l/min
Bath	170 litres
Basin taps	5 l/min
Sink taps	6 l/min
Dishwasher	1.25 l/place setting
Washing machine	8.17 l/kilogram

297 [The Water Efficiency calculator is at Appendix A of \*\*Approved Document G\*\*.](#)

### 298 **4. Planning Applications**

299 [Since the policy requirement is tied to national standards in the Building Regulations, the process for](#)  
300 [providing the necessary information to support a planning application is relatively straightforward.](#)

#### 301 **4.1 Pre application discussions**

302 [Water efficiency will be one of the policy requirements to be discussed by development](#)  
303 [management planners and developers from the earliest stages of the design and planning](#)  
304 [application process. Early consideration will reduce associated costs.](#)

#### 305 **4.2 Submitting planning applications**

306 [Reference to the requirement for the housing development to comply with the regulation 36 2\(b\) for](#)  
307 [water efficiency, and how this will be addressed, should be incorporated in the Design and Access](#)  
308 [Statement which supports the planning application.](#)

309 **4.3 Assessing planning applications**

310 For all residential development, regulation 36 2(b) for water efficiency of the Building Regulations  
311 will be applied.

312 **4.4 Conditions**

313 Standard water conditions will be applied to relevant planning permissions. These are to ensure that  
314 the appropriate levels for water efficiency have been achieved. The standard condition is as follows:

315 The development hereby approved shall be designed and built to meet the regulation 36 2(b)  
316 requirement of 110 litres/person/day water efficiency set out in part G2 of the 2015 Building  
317 Regulations for water usage. No occupation of [any of] the dwelling[s] shall take place until a  
318 Building Regulations assessment confirms that the development has been constructed in accordance  
319 with regulation 36 2(b) of part G2 of the Building Regulations for water efficiency and has been  
320 submitted to and agreed in writing by the local planning authority.

321 REASON: To ensure the development is constructed to an appropriate standard in accordance with  
322 Policy DM4 of the adopted Local Plan for the Broads.

323 **4.5 Long term maintenance**

324 It will be important that developers inform residents and other users of their developments of both  
325 the advantages of the installed water efficiency devices and systems and of any issues related to  
326 long term maintenance.

## Sustainability Appraisal

SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
- ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.
- ENV5: To adapt, become resilient and mitigate against the impacts of climate change
- ENV6: To avoid, reduce and manage flood risk and to become more resilient to flood risk and coastal change.
- ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- ENV8: To minimise the production and impacts of waste through reducing what is wasted, and re-using and recycling what is left.
- ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and their settings
- ENV10: To achieve the highest quality of design that is innovative, imaginable, and sustainable and reflects local distinctiveness.
- ENV11: To improve air quality and minimise noise, vibration and light pollution.
- ENV12: To increase the proportion of energy generated through renewable/low carbon processes without unacceptable adverse impacts to/on the Broads landscape
- SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.
- SOC2: To reduce poverty, inequality and social exclusion.
- SOC3: To improve education and skills including those related to local traditional industries.
- SOC4: To enable suitable stock of housing meeting local needs including affordability.
- SOC5: To maximise opportunities for new/ additional employment
- SOC6: To improve the quality, range and accessibility of community services and facilities and to ensure new development is sustainability located with good access by means other than a private car to a range of community services and facilities.
- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.

**Assessment of policy**  
**Policy POPSXX: Strategic Design Policy**

	A: Keep original policy	B: Preferred Option - amend policy	C: No policy
ENV1			
ENV2	+ Fundamentally, the policy is about the use of water.	+ Fundamentally, the policy is about the use of water.	?
ENV3	+ Protecting water quality benefits biodiversity.	+ Protecting water quality benefits biodiversity.	?
ENV4			
ENV5			
ENV6			
ENV7			
ENV8			
ENV9			
ENV10			
ENV11			
ENV12			
SOC1	+ Water is important to the health and wellbeing of people.	+ Water is important to the health and wellbeing of people.	?
SOC2			
SOC3			
SOC4			
SOC5			
SOC6			
SOC7			
ECO1			
ECO2			
ECO3			

Not having a policy does not necessarily mean that these considerations will not be addressed in schemes, but having a policy provides certainty.

### Policy DM4: Water efficiency and re-use

	A: Keep original policy	B: Preferred Option - amend policy	C: No policy
ENV1			
ENV2	+ Fundamentally, the policy is about the use of water.	+ Fundamentally, the policy is about the use of water.	?
ENV3			
ENV4			
ENV5			
ENV6			
ENV7			
ENV8			
ENV9			
ENV10			
ENV11			
ENV12			
SOC1	+ Water is important to the health and wellbeing of people.	+ Water is important to the health and wellbeing of people.	?
SOC2			
SOC3			
SOC4			
SOC5			
SOC6			
SOC7			
ECO1			
ECO2	+ Policy ensures that it is not just residential schemes that consider and address water efficiency.	+ Policy ensures that it is not just residential schemes that consider and address water efficiency.	?
ECO3			

Not having a policy does not necessarily mean that these considerations will not be addressed in schemes, but having a policy provides certainty.



**Local Plan for the Broads - Review  
Preferred Options bitesize pieces  
December 2023**

**Natural Environment**

1 **Information for Members**

2 We asked the following question as part of the Issues and Options consultation:

- 3 a) Do not set a higher standard relating to biodiversity net gain; continue with the 10% set by  
4 Government.
- 5 b) Introduce a standard of greater than 10% Biodiversity Net Gain in a similar way to some other  
6 LPAs around the country.
- 7 c) Introduce 'Environmental Net Gain'.

8 **Question 34: Do you have any thoughts on these options in relation to biodiversity net gain?**

9 We received these responses:

Anglian Water	<p>3.33. Anglian Water supports a biodiversity net gain requirement, which can, in part, be achieved by requiring Sustainable Drainage Systems (SuDS) built in new developments to deliver water quality and biodiversity benefits as well as reductions in flood risk. We consider the introduction of higher BNG targets is a matter for the Authority in evidencing the policy requirements for new development.</p> <p>3.34. Anglian Water has a voluntary biodiversity net gain (BNG) business plan commitment to deliver 10% BNG against the measured losses of habitats measured by area on all Anglian Water-owned land. It is also important to recognise that Anglian Water through landholdings and projects, as well as working with other bodies such as Wildlife Trusts can support the development of landscape scale BNG and linked habitats which support climate change adaptation and species resilience. We suggest that delivery of offsite BNG should align with Local Nature Recovery Strategies to deliver improvements at a landscape scale to support nature recovery and resilience.</p>
Bradwell Parish Council	<p>Option b to Introduce a standard of greater than 10% Biodiversity Net Gain seems sensible.</p>
Broads Society	<p>The Society considers that the current policy set by the Government should be followed until more stringent standards are put into legislation.</p>
Brooms Boats	<p>Current policy set by the Government should be followed.</p>

East Suffolk Council	The adopted Local Plans for East Suffolk support the implementation of Biodiversity Net Gain whilst not specifying that 10% is required. Suffolk Local Planning Authorities are currently developing an interim position that also supports the 10% requirement, whilst stating that this should be seen as a minimum and that higher values will be supported. If gains of greater than 10% can be robustly justified to be included in policy this would be supported.
East Suffolk Council	East Suffolk would also support the implementation of 'Environmental Net Gain', however this has similar issues as requiring more than 10% Biodiversity Net Gain as it would need to be robustly justified in policy.
Norfolk Wildlife Trust	Biodiversity Net Gain – whilst we support the mandatory 10% biodiversity net gain required by the 2021 Environment Act, given the scale of the global biodiversity crisis, and the need to make clear and tangible progress on nature's recovery, Norfolk Wildlife Trust recommends that wherever possible, a requirement for 20% should be set instead. We therefore support option b, and would also support option c.
RSPB	Adopting a 20% BNG requirement will provide a more powerful and better targeted impact to restore biodiversity and encourage reconnection of fragmented habitats. The importance of this approach should not be underestimated in the ability to restore wildlife, mitigate for the impacts of climate change and contribute to the wellbeing of residents and visitors alike. Extending the network of sites well managed for nature will also enhance the attractiveness of the landscape and reinforce the beauty and desirability as a tourist destination and create that 'breathing space for the cure of souls' you mention.
Sequence UK LTD/Brundall Riverside Estate Association	2.82 We would suggest the Broads Authority follows option a, which is the Government's 10% figure. As set out in previous answers, the majority of development within the Broads Authority area is small scale and therefore 10% on site provision can be challenging. Similarly the purchasing of credits for off-site mitigation as proposed by the Government could be also be challenging for small sites on viability grounds.
South Norfolk Council	The aim of creating biodiversity is in accordance with the NSPF (Agreement 3, 27, 28). As identified, the 10% requirement will also now be covered by other legislation (Environment Act 2021). If there is local evidence to suggest a need to go beyond this requirement either in percentage terms or in terms of an alternative approach then a separate policy may be justified. However, such interventions would need to be carefully balanced against the impact on the viability and deliverability of appropriate development.
Suffolk County Council	At this time, Suffolk County Council supports setting the biodiversity net gain standard at 10% as required by Government from November 2023. However, we are aware other Suffolk Local Authorities, including West Suffolk in their preferred options local plan, have an aspiration of 20% and Suffolk County Council would support investigation as to whether this would be achievable.
Suffolk County Council	It is important to note that although we are still awaiting secondary legislation for biodiversity net gain and further guidance for LNRS, it is Suffolk County Council's understanding that the two will work closely together. Therefore, any policies on biodiversity net gain should also refer to the LNRS.



Broadland Council	The aim of creating biodiversity is in accordance with the NSPF (Agreement 3, 27, 28). As identified, the 10% requirement will also now be covered by other legislation (Environment Act 2021). If there is local evidence to suggest a need to go beyond this requirement either in percentage terms or in terms of an alternative approach then a separate policy may be justified. However, such interventions would need to be carefully balanced against the impact on the viability and deliverability of appropriate development.
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10 The introduction of Biodiversity Net Gain (BNG) for larger schemes has been delayed by the  
11 Government from November 2023 to January 2024. For smaller sites, BNG will be implemented  
12 from April 2024. At the time of writing, no Regulations, guidance or templates relating to BNG have  
13 been released by Government. The Authority will need to consider these when they are published  
14 in order to fully understand how BNG will work, prior to any consideration of whether it should  
15 require more than 10% BNG. Consequently, it is proposed that:

- 16 1: The need for 10% BNG is included in the policy in case, for whatever reason, there is further  
17 delay in its introduction. This can be removed as required.
- 18 2: Work to investigate whether to go beyond 10% BNG or not to commence around April 2024  
19 time, to inform the next version (Publication version) of the Local Plan.

20 **Thoughts from Members are requested.**

21 This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments  
22 and thoughts are requested. This policy is already in the local plan, but some amendments are  
23 proposed.

24 Amendments to improve the policy are shown as follows: ~~text to be removed~~ and added text.

25 There is an assessment against the UN Sustainable Development Goals at the end of the policy.

26 The proposed Sustainability Appraisal of the policy is included at the end of the document. This  
27 would not be included in the Preferred Options Local Plan itself; this table would be part of the  
28 Preferred Options Sustainability Appraisal, but is included here to show how the policy and options  
29 are rated.

### 30 **Policy POSP6: Biodiversity**

- 31 1. All developments will be planned around the protection and enhancement of nature.
- 32 2. Development will:
- 33 a) protect the value and integrity of nature conservation interest and objectives of ~~European,~~  
34 international, national and local (such as County Wildlife Sites and Local Nature Reserves)  
35 nature conservation designations;
- 36 b) protect against the loss of Section 41 habitats and species;
- 37 c) ~~demonstrate~~ provide biodiversity net gains in line with local and/or national policy and/or  
38 through providing biodiversity enhancements (particularly where net gain is not  
39 required), ~~wherever possible~~ paying attention to habitats and species including the Broads core  
40 habitat within wider ecological networks and habitat corridors, especially linking fragmented  
41 habitats;
- 42 d) contribute to the delivery of the Local Nature Recovery Strategy and Broads Biodiversity and  
43 Water Strategy;
- 44 e) mitigate any likely significant impacts on the natural environment;
- 45 f) contribute towards creating and managing habitat for wildlife to enhance the urban and rural  
46 environment;
- 47 g) incorporate biodiversity features within/ as part of buildings/development proposals. This  
48 should be thought about at an early stage and suitably designed with sympathetic/ high quality  
49 materials that will last; and
- 50 h) address biosecurity and non-native species as appropriate.

### 51 **Reasoned Justification**

52 The Broads is a biodiversity resource of international importance, recognised by local, national, and  
53 international conservation designations. Despite this, the ecosystems of the Broads are under  
54 considerable pressure. Climate change, water quality, habitat fragmentation, non-native species,  
55 and scrub encroachment all pose threats to local biodiversity, as do demands for higher levels of  
56 food production, water, waste disposal, infrastructure, and small-scale developments.

57 Sites subject to national designations are accorded a high degree of protection under national  
58 legislation, with the objective to conserve these resources. The Local Plan policies reiterate this  
59 level of protection.

60 Additional protection is given to features accorded statutory designation under European  
61 legislation, transposed into UK Law following the UK leaving the EU. On such sites, no development  
62 that would harm those features for which the site is designated will be permitted, other than in the  
63 most exceptional circumstances where there is no alternative solution, where there are imperative  
64 reasons of over-riding public interest, and where appropriate compensatory measures are  
65 provided. Indeed, there are particular issues identified in parts of Norfolk and Suffolk that require  
66 mitigation of nutrient enrichment and recreational impact arising from development. This is  
67 discussed in more detail later in this section. Potentially damaging development might be better  
68 located outside the Broads Authority Executive Area.

69 The identification, promotion and creation of ecological networks will help to re-establish  
70 vulnerable species and habitats to more viable population levels and enable them to adapt better  
71 to change in the medium and longer-term. Habitat corridors and the management that goes on  
72 within them are vital for the migration and dispersal of species and help to maintain and enhance  
73 biodiversity. In the light of current and future climate change, the role of habitat corridors is likely  
74 to become more valuable as species adjust their ranges to accommodate for changing climatic  
75 conditions. The Norfolk County-wide ecological network work will be used to inform the design of  
76 proposals where relevant.

77 While it is essential that development does not adversely affect the wildlife value, it also provides  
78 opportunities for enhancement, and it is important these are embraced to increase the value of the  
79 resource over time. Even improvements through small-scale developments in the Broads can  
80 support biodiversity targets. Relevant schemes will need to provide Biodiversity Net Gain of 10%  
81 when the Regulations come into effect in January 2024 for larger schemes and April 2024 for  
82 smaller schemes; this is discussed in more detail later in this section. It is noted that whilst BNG  
83 does not apply to all development types, there will nonetheless be the opportunities for most types  
84 of development to provide biodiversity enhancements. Therefore, in all relevant development  
85 proposals, not only will assessments of ecological impacts will be sought, but so too will **along-with**  
86 opportunities for enhancement, with particular attention paid to Section 41 priority habitats and  
87 species. The Authority has adopted a Biodiversity Enhancements Guide.

88 Development is expected to use the location, type and design of open spaces to improve the  
89 connectivity of wildlife habitats in the wider area, including the potential to link to habitats that  
90 may be created through future adjacent development. Open spaces should be designed to include  
91 a range of habitats which are suitable to the setting and climate of the site. Include habitat creation  
92 in the design of buildings, including car and cycle storage and parking structures, such as green  
93 roofs, climbing plants on walls, integral bird and bat boxes, and insect habitats. Fencing and walls  
94 should be designed to allow for movement of small mammals such as hedgehogs and avoid the  
95 installation of green features which require extensive or specialist maintenance.

96 By increasing biodiversity in the Broads, the value and beauty of the area will increase and  
97 ecological populations will be strengthened and be better able to maintain viable communities.

98 Policy DM8 on Green Infrastructure is also of relevance and so too are the Waveney Green  
99 Infrastructure Study, the Broads Integrated Access Strategy and Norfolk Strategic Planning  
100 Framework Ecological Networks Study as well as future guidance on ecological networks.

101 **Reasonable alternative options**

- 102 a) The original policy, with no amendments.  
 103 b) No policy

104 **Sustainability appraisal summary**

105 The three options (of the amended policy, no policy and the original policy) have been assessed in  
 106 the SA. The following is a summary.

A: Keep original policy	2 positives. 0 negatives. 0 ? Overall, positive.
B: Preferred Option - amend policy.	2 positives. 0 negatives. 0 ? Overall, positive.
C: No policy	0 positives. 0 negatives. 2 ? Overall, positive.

107 **How has the existing policy been used since adoption in May 2019?**

108 According to recent Annual Monitoring Reports, the policy has been used and schemes are in  
 109 general conformity with the policies.

110 **Why have the alternative options been discounted?**

111 Given the wildlife in the Broads, a policy is required to ensure biodiversity is protected, recovers  
 112 and is enhanced. The amendments make the policy stronger, bringing in important considerations  
 113 when planning and assessing schemes.

114 **UN Sustainable Development Goals check**

115 This policy meets these [UN SD Goals](#):



116 **Policy DM13: Natural Environment**

- 117 1. All development shall:
- 118 a) Protect biodiversity value and minimise the fragmentation of habitats;
- 119 b) Maximise opportunities for restoration and enhancement of natural habitats;
- 120 c) Incorporate beneficial biodiversity and geological conservation features where appropriate
- 121 which are positively managed; and
- 122 d) Include green infrastructure where appropriate (see policy DM8).

123 **Habitats Sites<sup>1</sup>**

- 124 2. Any proposal which would adversely impact a ~~European~~ Habitats Site, ~~or cause significant harm~~
- 125 ~~to a SSSI~~, will not normally be granted permission. Development should firstly avoid (through an
- 126 alternative development site or avoidance on the site), then mitigate and, as a last resort
- 127 compensate for adverse impacts on biodiversity and geodiversity.
- 128 3. ~~Where it is anticipated that a development could affect the integrity of a Special Protection~~
- 129 ~~Area (SPA), Special Area of Conservation (SAC) or Ramsar Site, either individually or~~
- 130 ~~cumulatively with other development, a Habitat Regulation Assessment under the Habitats~~
- 131 ~~Regulations will be undertaken. If adverse impacts on the integrity of the site and its qualifying~~
- 132 ~~features are predicted, measures to mitigate for these effects will be implemented. If it is not~~
- 133 ~~possible to mitigate satisfactorily for adverse effects, the development will not be permitted. If~~
- 134 ~~there is no alternative solution, the consideration of imperative reasons of overriding public~~
- 135 ~~interest, despite a potentially negative effect on site integrity, can be considered.~~
- 136
- 137 4. Where development proposals are likely to lead to a significant effect upon a Habitats Site,
- 138 either alone or in-combination with other plans or projects, an appropriate assessment in
- 139 compliance with the Conservation of Habitats and Species Regulations (Habitats Regulations)
- 140 2017 (as amended) will be required in order to understand the nature of effects and if
- 141 mitigation is required. If it is not possible to mitigate satisfactorily for adverse impacts, the
- 142 development will not be permitted. In exceptional circumstances, where there remains an
- 143 adverse impact on site integrity and there are no alternative solutions, a plan or project may
- 144 meet the test of Imperative Reasons of Overriding Public Interest (IROPI) under the Habitats
- 145 Regulations which would then require demonstration that appropriate compensation is
- 146 feasible.
- 147
- 148 5. Policy XX on Recreation Impacts and Policy XX on Nutrient Enrichment will be of relevance.
- 149

150 **SSSI and National Nature Reserves**

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<sup>1</sup> The NPPF defines Habitats Sites as: Any site which would be included within the definition at regulation 8 of the Conservation of Habitats and Species Regulations 2017 for the purpose of those regulations, including candidate Special Areas of Conservation, Sites of Community Importance, Special Areas of Conservation, Special Protection Areas and any relevant Marine Sites.

Para 181 of the 2023 NPPF goes on to say: 181. The following should be given the same protection as habitats sites: a) potential Special Protection Areas and possible Special Areas of Conservation; b) listed or proposed Ramsar sites<sup>64</sup>; and c) sites identified, or required, as compensatory measures for adverse effects on habitats sites, potential Special Protection Areas, possible Special Areas of Conservation, and listed or proposed Ramsar sites.

- 151 6. Development that may adversely affect the special interest of a Site of Special Scientific Interest  
152 (SSSI) (which is not also subject to an international designation), the zones of impact around  
153 SSSI or a National Nature Reserve will only be permitted in exceptional circumstances where:  
154 a) There is no significant harm to the features of the site;  
155 b) The benefits of the development clearly outweigh the impact of the development on the  
156 features of the designated site and the contribution that the designated site makes to the  
157 network of habitats and/or geological features in England; and  
158 c) The detrimental impact of the proposal on biodiversity interest and/or geodiversity has been  
159 minimised through the use of all practicable prevention, mitigation and compensation  
160 measures.

161 **Local Nature Reserve, County Wildlife Site, section 41 priority habitat and/or species**

- 162 7. Development that would have an adverse impact on a Local Nature Reserve, County Wildlife  
163 Site, a section 41 priority habitat identified under the Natural Environment and Rural  
164 Communities (NERC) Act 2006, or a local site of geodiversity, including peat soils, will only be  
165 permitted in exceptional circumstances, having regard to the international, national, regional  
166 and local importance of the site in terms of its contribution to biodiversity, scientific and  
167 educational interest, geodiversity, visual amenity and recreational value.
- 168 8. Development that would be likely to have an adverse impact on a legally protected species or  
169 section 41 priority species will only be permitted where mitigation measures are implemented  
170 to maintain the population level of the species at a favourable conservation status within its  
171 natural range. Habitat and species enhancement will be required, providing they are not at the  
172 detriment to other existing valuable habitats. Where the proposed development would  
173 adversely impact upon legally Protected Species or habitats, it must also be demonstrated that:  
174 a) The development is necessary for reasons of overriding public interest; and  
175 b) There are no satisfactory alternatives, in terms of the form of, or location for, the development,  
176 that would have a lesser impact on the species or habitats.

177 **Proposals on previously developed/brownfield land**

- 178 9. Proposals on previously developed/brownfield land may require surveys to determine if the site  
179 has open mosaic habitat of intrinsic biodiversity value<sup>2</sup>.
- 180 10. If this habitat is found on the site, the design of the scheme is required to protect and enhance  
181 these areas and/or to design appropriate compensation and off-site mitigation measures in  
182 order to secure a net gain for biodiversity<sup>3</sup>.

183 **Biodiversity enhancements and wildlife friendly features**

- 184 **11. All schemes are required to provide biodiversity enhancements and incorporate wildlife friendly**  
185 **features.**
- 186 **12. Those schemes that are not required to provide BNG will be required to provide biodiversity**  
187 **enhancements in line with the Authority's Biodiversity Enhancements Guide. These**

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<sup>2</sup> For more information go here [www.buglife.org.uk/sites/default/files/Identifying%20open%20mosaic%20habitat.pdf](http://www.buglife.org.uk/sites/default/files/Identifying%20open%20mosaic%20habitat.pdf) and here [Open mosaic habitats on previously developed land \(UK BAP Priority Habitat description\) \(incc.gov.uk\)](http://www.incc.gov.uk/~/media/Incc/Default.aspx?DocumentID=10) and from the Wildlife and Countryside Link [Brownfield high environmental value FINAL June 15.pdf \(wcl.org.uk\)](http://www.wcl.org.uk/publications/brownfield-high-environmental-value-final-june-15.pdf)

<sup>3</sup> [Biodiversity Net Gain: Good Practice Principles for Development. | CIEEM](http://www.cieem.org.uk/biodiversity-net-gain-good-practice-principles-for-development/)

188 enhancements will be agreed with the Authority and will reflect the specifics of the site in  
189 question. They will be secured through condition on the planning permission.

### 190 **Local Nature Recovery Strategies**

191 13. Where development is sited within or adjacent to the identified Local Nature Recovery Network  
192 it will demonstrate how the proposal will maintain and enhance the ability of the network to  
193 restore habitat and provide eco-system services in line with the Local Nature Recovery Strategy.

### **Schemes for land management and restoration or creation of habitat**

194 ~~14. Development proposals with the principal objective to restore or create new habitat will be~~  
195 ~~supported.~~ Development proposals where the principal objective is to conserve or enhance  
196 biodiversity and geodiversity interests will be supported in principle.

197 15. Schemes that seek to take innovative approaches to land management will be supported.

### 198 **Biosecurity and non-native species**

199 16. All development must employ environmental standard operating procedures for biosecurity as  
200 a minimum to protect against the spread of invasive non-native species.

## 201 **Reasoned Justification**

### 202 **Protected sites and species**

203 Protecting and enhancing the natural environment is a statutory purpose of the Broads Authority.  
204 The Authority also has a legal duty under the Natural Environment and Rural Communities Act  
205 2006<sup>4</sup> and the Wildlife and Countryside Act 1981<sup>5</sup> to protect and enhance biodiversity.  
206 Development proposals will therefore be expected to consider the protection and enhancement of  
207 biodiversity from the outset. In particular, proposals should take opportunities for the restoration  
208 and enhancement of the [Broads core habitat](#), priority habitats and species identified in the [Local](#)  
209 [Nature Recovery Strategy](#), Broads Biodiversity Action Plan (BAP), Buglife: Beelines, Important  
210 Invertebrate areas<sup>6</sup>. [The Broads Nature Recovery Prospectus \(broads-authority.gov.uk\)](#), the Broads  
211 Biodiversity and Water Strategy and the Norfolk Ecological Network Mapping Report<sup>7</sup> (~~under~~  
212 ~~preparation at the time of writing~~) and incorporate appropriate beneficial biodiversity conservation  
213 features.

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<sup>4</sup> **Natural Environment and Rural Communities Act, 2006.** Section 40 places a duty on public authorities to conserve biodiversity - for the first time. This section states that (1) Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity, and (3) Conserving biodiversity includes, in relation to a living organism or type of habitat, restoring or enhancing a population or habitat. This places a duty on all Local Authorities to conserve wider biodiversity in addition to the statutory protection given to certain sites and species. Also Section 55 changes the situation regarding the Local Authority role and SSSI protection. Guidance for Local Authorities on Implementing the Biodiversity Duty has been produced by Defra. Section 41 refers to the list of the living organisms and types of habitat which in the Secretary of State's opinion are of principal importance for the purpose of conserving biodiversity.

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

<sup>6</sup> [Important Invertebrate Areas - Buglife](#)

<sup>7</sup> The aims of the project are to make the 'connections' between GI and growth, providing LPAs with a deliverable approach to addressing green infrastructure matters to enable and support growth, map the green infrastructure Network of Norfolk, maximising the benefits it brings to the communities of Norfolk, to identify deficiency in GI provision and identify opportunities for enhancement. The work is being coordinated by Norfolk County Council.

214 Sites of nature conservation value will be strongly protected from development that is likely to  
215 damage the features that provide their special value.

### 216 Habitats sites

217 All plans and projects (including planning applications) which are not directly connected with, or  
218 necessary for, the conservation management of a Habitats Site, require consideration of whether  
219 the plan or project is likely to have significant effects on that site. Where a significant effect alone  
220 or in-combination with other plans and projects is likely, an appropriate assessment of the  
221 implications for the site, in view of the site's conservation objectives, will be required in compliance  
222 with the Habitats Regulations.

223 European Sites and European Offshore Marine Sites are protected under the Conservation of  
224 Habitats and Species Regulations 2017 (as amended), known as the Habitats Regulations. In  
225 addition, sites listed under Paragraph 181 of the National Planning Policy Framework (NPPF), which  
226 include wetlands of international importance (Ramsar sites), are protected by Government policy  
227 and subject to the same level of protection as sites of European importance. Together these sites  
228 are referred to as Habitats sites (as defined NPPF Glossary).

229 ~~A Habitats Regulations Assessment will be required for all proposals that are likely to have an effect~~  
230 ~~on a Special Protection Area (SPA), Special Area of Conservation (SAC) or Ramsar site, on the advice~~  
231 ~~of ecology experts or Natural England. Proposals will only be permitted if they do not adversely~~  
232 ~~affect the integrity of the site.~~

233 Where an adverse effect on a Habitat Site's integrity cannot be ruled out, and where there are no  
234 alternative solutions, the plan or project can only proceed if there are imperative reasons of over-  
235 riding public interest (IROPI) and if the necessary compensatory measures can be secured. Given  
236 the rigour of these tests, the presumption is that plans or projects that could have an adverse  
237 impact upon Habitats Sites would not be approved. In practice, plans and projects which meet the  
238 test of IROPI are extremely rare and very unlikely to fall under the Authorities remit for decision  
239 making.

240 ~~Where the species is protected under the Conservation of Habitats and Species Regulations 2017~~  
241 ~~(the Habitats Regulations)<sup>8</sup> it will also be necessary to demonstrate that any harm to the species is~~  
242 ~~justified by reasons of overriding public interest (IROPI). For SACs, where priority habitats and~~  
243 ~~species will be affected, only factors relating to public health, public safety and beneficial~~  
244 ~~consequence of primary importance to the environment would constitute IROPI. The IROPI test can~~  
245 ~~only be considered once all alternative solutions that would be less environmentally damaging have~~  
246 ~~been assessed. Developments for which IROPI could apply will be exceptional.~~

### 247 Protected species and surveys

248 Where protected species are likely to occur, development proposals should be accompanied by a  
249 protected species survey undertaken by a competent, independent and suitably qualified ecologist  
250 and submitted with an application. The survey should include an appraisal and appropriate survey  
251 evidence of the likelihood and level of presence of the protected species and provide sufficient

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<sup>8</sup> These animal and plant species are listed on Annex IV of the **Habitat Directive**. The animals (not birds) are protected under Regulation 41 of the Habitats and Species Regulations 2010 and are listed on Schedule 2 of these Regulations; plants are protected under Regulation 45 of the Habitats and Species Regulations 2010 and are listed on Schedule 5. The European Protected Species Guidance note advises developers and planners of their responsibilities towards European Protected species.



252 information to assess the effects of the development on the species, together with any proposed  
253 prevention, mitigation or compensation measures. A key test will be whether the viability of the  
254 species or habitat would be maintained at this site for the foreseeable future.

255 Development that may have a damaging or negative impact upon a Site of Special Scientific Interest  
256 (SSSI), National Nature Reserve (NNR), Local Nature Reserve, County Wildlife Site, habitat identified  
257 in the UK, Norfolk or Suffolk Biodiversity Action Plan or local site of geodiversity must be  
258 accompanied by a suitable environmental assessment that identifies the impact of the  
259 development on the site and proposes mitigation measures that would be incorporated to  
260 minimise any impact. Natural England must provide approval for any unconsented operations  
261 within an SSSI or NNR.

#### 262 **Section 41 species/habitat**

263 Where development is likely to have an adverse impact upon a species not protected by the  
264 Habitats Regulations, and in particular where that species is identified on the UK priority species list  
265 (section 41 of the Natural Environment and Rural Communities Act 2006) , there will be an  
266 expectation that the development proposal will be accompanied by an impact study commensurate  
267 with the scale of the impact and the importance of the species, and that mitigation and  
268 compensation measures are considered under an appropriate decision making hierarchy.  
269 Developers are expected to consult Natural England to ensure relevant wildlife licences are in place,  
270 where required.

#### 271 **Local Nature Recovery Strategy**

272 Norfolk County Council and Suffolk County Council have been formally appointed by Government  
273 as responsible authorities for preparing a Local Nature Recovery Strategy for their respective  
274 counties. This means that they will be working together to help improve wildlife habitats and  
275 reverse the decline of biodiversity across the region, working with local communities to develop a  
276 tailored nature recovery strategy for their areas. They will also work with other local planning  
277 authorities, the Broads Authority, Natural England, and a wide range of stakeholders and partners,  
278 including farming and landowner groups. The Strategies will focus on how to improve habitats and  
279 protect the natural environment across the region, with local approaches tailored to the specific  
280 circumstances of each area. Applications will be required to address the requirements of the Local  
281 Nature Recovery Strategy.

#### 282 **Biodiversity enhancements and wildlife friendly features**

283 Existing and future developments can provide habitat for species such as bats and birds. The policy  
284 requires development schemes to be wildlife friendly through such measures as:

- 285 • Expecting, as the norm, planting of native species;
- 286 • Incorporation of wild and non-manicured spaces in development.
- 287 • Avoidance of hard surfacing.
- 288 • Incorporation of wildlife friendly features such as – bird and bee houses built into the fabric of  
289 buildings and hedgehog tunnels. In particular, an average of at least one integral bird box per  
290 residential unit should be incorporated in the fabric of all new housing developments, with flats,  
291 hotels, care/nursing homes, commercial and public buildings considered on a case-by-case  
292 basis.

293 The Authority has produced a Biodiversity Enhancements guide<sup>9</sup> to help applicants provide  
294 beneficial biodiversity features. [Biodiversity in new housing developments | NHBC](#) might also be of  
295 relevance.

### 296 **Non-native species and Biosecurity**

297 [Non-native species that are invasive can pose a serious threat to biodiversity. They can compete](#)  
298 [with native species for limited resources, alter habitats and cause extinctions, reducing biodiversity](#)  
299 [and causing environmental and/or economic harm. Invasive species can be spread by numerous](#)  
300 [pathways and are often introduced by human activities. To limit the potential introduction and](#)  
301 [spread of invasive non-native species, all developments are expected to follow stringent biosecurity](#)  
302 [guidance. There is \[guidance\]\(#\) on our website that will be of relevance. \(ref to ESOP and contractor](#)  
303 [guidance on website\)](#)

### 304 **Geodiversity**

305 Geodiversity is the variety of rocks, fossils, minerals, landforms and soils, along with the natural  
306 processes that shape the landscape that forms the earth heritage resource. There are no  
307 designated Local Sites of geodiversity interest (RIGS, County Geodiversity Sites, County Geosites) in  
308 the Broads area. There are however, two SSSIs designated for their geodiversity features:  
309 Bramerton Pits for their Norwich Crag exposures and Winterton-Horsey Dunes for their coastal  
310 dunes. The geodiversity of the Broads area may be summarised as '*Holocene peatland and marine*  
311 *alluvium giving rise to open water, fen and carr habitats; broads developed in former early*  
312 *Mediaeval peat diggings; rivers including lower reaches of Bure, Waveney and Yare and their*  
313 *tributaries including Ant, Chet and Thurne. There are also significant exposures of early and middle*  
314 *Pleistocene marine and glacial sediments*<sup>10</sup>.' New development has the potential to result in the  
315 loss of geodiversity, including the valuable biodiversity and carbon stores supported by peat soils  
316 (see Policy DM10), through operations such as landfill, destruction of geomorphology (landform)  
317 and mineral extraction. However, there is also potential to enhance geodiversity by recording  
318 sediments exposed during development and by the retention of geological sections. The Authority  
319 will make sure development is managed to protect this important asset. [Please see the policies on](#)  
320 [soils and peat.](#)

### 321 **Brownfield Sites**

322 Brownfield Sites (Previously Developed Land<sup>11</sup>) can be havens for wildlife, supporting some of the  
323 UK's most threatened species. Brownfield sites are listed as a Priority Habitat in Section 41 of the  
324 Natural Environment and Rural Communities Act 2006 (NERC Act), as 'open mosaic habitat on  
325 previously developed land'. These habitats can be extremely diverse, supporting a wide range of  
326 terrestrial and aquatic habitats.

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<sup>9</sup> [Broads Authority biodiversity enhancements \(broads-authority.gov.uk\)](#)

<sup>10</sup> [Norfolk Geodiversity Partnership - National Parks and NNRs \(google.com\)](#)

<sup>11</sup> The NPPF ~~2019~~ defines previously developed land as '*land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape*'.

327 The policy's requirement for a survey in relation to brownfield/previously developed land must be  
328 undertaken by a competent ecologist and submitted with an application. This is not about  
329 preventing development on brownfield land, but to make sure development considers the potential  
330 habitat and takes it into consideration in its design and delivery. It is not at the expense of other  
331 habitats, and recognises that most development in the Broads is on brownfield land.

### 332 **Planning conditions**

333 Wherever a proposed development may have an adverse impact on biodiversity or geodiversity,  
334 conditions and/or planning obligations will be used to ensure that appropriate mitigation and  
335 enhancement measures are implemented. [Planning conditions or legal agreements may be used in  
336 relation to BNG and Nutrient Neutrality. See policy DM47.](#)

### 337 **Green Infrastructure and Ecological Networks**

338 [Policy DM8](#) on Green Infrastructure is of relevance and so too are the [various Green Infrastructure  
339 studies of our Districts](#) ~~Waveney Green Infrastructure Study~~, the Broads Integrated Access Strategy  
340 and Norfolk Strategic Planning Framework Ecological Networks Study as well as future guidance on  
341 ecological networks [\(as well as the Local Nature Recovery Strategy – see previous\)](#).

### 342 **Reasonable alternative options**

- 343 a) The original policy, with no amendments.  
344 b) No policy

### 345 **Sustainability appraisal summary**

346 The three options (of the amended policy, no policy and the original policy) have been assessed in  
347 the SA. The following is a summary.

A: Keep original policy	2 positives. 0 negatives. 0 ? Overall, positive.
B: Preferred Option - amend policy.	2 positives. 0 negatives. 0 ? Overall, positive.
C: No policy	0 positives. 0 negatives. 2 ? Overall, positive.

### 348 **How has the existing policy been used since adoption in May 2019?**

349 According to recent Annual Monitoring Reports, the policy has been used and schemes are in  
350 general conformity with the policies.

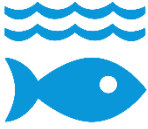
### 351 **Why have the alternative options been discounted?**

352 Given the wildlife in the Broads, a policy is required to ensure biodiversity is protected, recovers  
353 and is enhanced. The changes also relate to BNG, RAMS and nutrient enrichment. The amended  
354 policy is favoured.

### 355 **UN Sustainable Development Goals check**

356 This policy meets these [UN SD Goals](#):

**14** LIFE  
BELOW WATER



**15** LIFE  
ON LAND



This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal but is included here to show how the policy and options are rated.

This is a new policy and will only take effect once the Local Plan is adopted.

### **PODMxx: Biodiversity Net Gain**

1. All major development types must achieve a minimum of 10% Biodiversity Net Gain (or any higher percentage mandated by national policy/legislation) over the pre-development site score as measured by the latest version of the DEFRA Biodiversity Metric or any subsequent Biodiversity Metric on the application site, secured for a 30-year period from the commencement of the development.
2. Opportunities to secure Biodiversity Net Gain on householder developments and exempted brownfield sites will be supported.
3. Minor development (with the exception of householder development and Change of Use (not creating new dwellings)) shall demonstrate Biodiversity Net Gains in accordance with the latest version of the DEFRA Small Site Biodiversity Metric.
4. Exempted developments must achieve no net loss of biodiversity. They will be required to provide biodiversity enhancements (see later).
5. The Biodiversity Net Gain will be provided on site. Where delivered on site habitats should be functionally linked to the wider habitat network creating coherent ecological networks.
6. Where a proposal adequately demonstrates in the Biodiversity Gain plan that the DEFRA mitigation hierarchy has been followed and it is proven the required net gain cannot be achieved onsite within the site boundary, it must provide for the Biodiversity Offsetting of any habitat types to be lost alongside the percentage gain required in the following hierarchical manner. This will need to take into account the multiplier associated with provision off site:
  - a) Offsite delivery: should prioritise contributing to nearby habitat recovery and creation strategies as identified within adopted mitigation strategies, strategic wildlife corridors, Local Nature Recovery Strategy and, where relevant throughout the Broads which is a core area for nature and its recovery as guided by the Broads Biodiversity and Water Strategy and the relevant District Council's Green and Blue Infrastructure Strategy.
  - b) Credits: as a last resort, and where it is agreed by the local planning authority no suitable alternatives exist, through the purchase of an appropriate amount of national biodiversity units/ credits.

385 7. The receptor site for any biodiversity offsetting must be in a suitable location where local  
386 climactic conditions suit the type of offset habitat and should avoid the best and versatile land  
387 most of the time.

## 388 **Reasoned Justification**

389 **It should be noted that at the time of writing, BNG had not started as a mandatory requirement**  
390 **and the legislation, regulations and guidance were not released. It is acknowledged that this**  
391 **policy may well change in future versions of the Local Plan.**

392 BNG will require developers to demonstrate how they will bring about a minimum 10% increase in  
393 biodiversity to obtain planning permission for their projects. Under the Environment Act 2021, the  
394 necessary habitat enhancement will be paid for by the developer and must be guaranteed to  
395 endure for 30 years.

396 The introduction of BNG has been delayed to January 2024 for larger sites, with smaller sites BNG  
397 coming in April 2024.

398 The policy includes BNG of 10% in case there is a delay in introducing mandatory BNG. It also talks  
399 about some specific ways to address BNG.

400 There is potential to require greater than 10% BNG in the Broads and this is something that we will  
401 look into ahead of the next version of the Local Plan. Having greater than 10% would contribute to  
402 the delivery of the National Park purposes and the enhanced biodiversity duty

403 The Authority will generally follow the emerging guidance or directions for BNG in the absence of  
404 any formal templates or guidance; at the time of writing, these were starting to emerge. The latest  
405 version of the [Natural England BNG Metric](#) will be used for planning applications. The following are  
406 other requirements in lieu of final Government documents and processes.

407 Planning applications subject to mandatory biodiversity net gain must submit a Biodiversity Gain  
408 Plan at the application stage that should include: how the mitigation hierarchy has been adhered  
409 to; justification for the baseline date and assessed value of the site prior to development, including  
410 a brief synopsis of the site's historic biodiversity value and appointing strategic significance in  
411 metric; pre and post-development biodiversity value of onsite habitats and created off site habitats;  
412 demonstrate how net gains are achieved through onsite, offsite or purchased credits, clarifying and  
413 explaining the predicted biodiversity outcomes both qualitatively and quantitatively; how a positive  
414 proportionate contribution has been made to the ecological networks and priorities as outlined  
415 within the [Local Nature Recovery Strategy](#) and [regional Nature Recovery Network](#)<sup>12</sup> and for  
416 maintaining or creating local ecological networks through habitat creation, protection,  
417 enhancement, restoration and management.

418 The assessments underpinning, and the Biodiversity Gain Plan itself, must be undertaken by a  
419 suitably qualified and/or experienced ecologist and be submitted together with baseline and  
420 proposed habitat mapping in a digital format with the application.

---

<sup>12</sup> [Nature Recovery Network - GOV.UK \(www.gov.uk\)](#)

421 Sites where net gain is provided (on or off site) must be managed and monitored by the applicant  
422 or an appropriate body funded by the applicant for a minimum period of 30 years. Annual  
423 monitoring reports detailing the sites condition must be submitted to the council each year over  
424 this period.

425 A management plan must be provided at the application stage detailing how the post development  
426 biodiversity values of the site and any supporting off-site provision will be secured, managed, and  
427 monitored in perpetuity.

428 Where there is evidence of neglect or damage to any of the habitats on development sites reducing  
429 their biodiversity value their deteriorated condition will not be taken into consideration and steps  
430 will be taken to establish the previous ecological baseline of the site in order to decide the  
431 acceptability of any development proposals.

432 **Reasonable alternative options**

433 a) No policy

434 **Sustainability appraisal summary**

435 The options of having a policy or no policy have been assessed in the SA. The following is a  
436 summary.

A: Have a policy	2 positives. 0 negatives. 0 ? Overall, positive.
B: No policy	0 positives. 0 negatives. 2 ?

437 **Why have the alternative options been discounted?**

438 Given the wildlife in the Broads, a policy is favoured to ensure BNG is as successful as possible.

439 **UN Sustainable Development Goals check**

440 This policy meets these [UN SD Goals](#):

**14** LIFE  
BELOW WATER



**15** LIFE  
ON LAND



This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested.

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This is a new policy and will only take effect once the Local Plan is adopted.

#### **PODMxx: Mitigating Recreational Impacts**

1. Any development which results in a net increase in residential development and / or overnight tourism accommodation will need to put in place adequate measures to avoid and mitigate potential adverse recreational impacts on the integrity of Habitat sites which are identified within the following strategies and Zones of Influence (ZOI):
  - a) Norfolk Recreational disturbance Avoidance and Mitigation Strategy (Norfolk RAMS) – covers the whole of Norfolk.
  - b) Suffolk Coast Recreation Disturbance Avoidance and Mitigation Strategy (Suffolk RAMS) - 13 km ZOI around the relevant Habitat Sites in the Suffolk Coast area.
2. Planning permission will be granted subject to demonstrating no adverse effect on the integrity of European sites from recreational disturbance when considered alone or in-combination.
3. Proposed adequate measures must be delivered prior to occupation of development, in perpetuity and agreed with Natural England.
4. For development over 50 units, the provision or enhancement of adequate green infrastructure, either on the development site or nearby, to provide for the informal recreational needs of residents as an alternative to visiting the protected sites is required.

#### **Reasoned Justification**

Increased recreational pressure at Habitats sites can result in damage to habitats through erosion and compaction, troubling of grazing stock, causing changes in behaviour to animals such as birds at nesting and feeding sites, spreading invasive species, dog fouling, tree climbing etc. Typically, disturbance of habitat and species is the unintentional consequence of people's presence which can impact distribution of habitat types and breeding success and survival. Increased development has the potential to increase recreational pressures upon Habitat sites which are accessible to the public.

Schemes can choose to mitigate their impact in other ways, but it is likely that the easiest way to mitigate impact through recreation is to pay a RAMS tariff. The [Suffolk Coast Recreation Disturbance Avoidance and Mitigation Strategy \(RAMS\)](#) and the [Norfolk Recreation Avoidance and Mitigation Strategy \(RAMS\)](#) aim to reduce the impact of increased levels of recreational use on Habitat Sites (also often called European Sites), due to new residential development in Norfolk and the Suffolk Coast area, and to provide a simple, coordinated way for developers to deliver



471 mitigation for their developments. The RAMS project allows for a strategic approach to mitigating  
472 the in-combination effects of development on these designated areas and allows mitigation to be  
473 delivered across the project area. At the time of writing, the Norfolk RAMS Tarriff is £210.84 and  
474 the Suffolk Coast RAMS tariff is £321.22 per dwelling within Zone B.

475 The following includes development which is likely to have a recreational impact where located  
476 within the relevant ZOI and therefore require mitigation. This list is not exhaustive.

- 477 • New homes
- 478 • Student accommodation
- 479 • Care homes
- 480 • Tourism attractions
- 481 • Tourist accommodation
- 482 • permitted development (which gives rise to new overnight accommodation) under the Town  
483 and Country Planning (General Permitted Development) (England) Order 2015
- 484 • Any development not involving overnight accommodation, but which may have non-sewerage  
485 water quality implications

486 A bespoke approach may be required for development comprising more than 50 dwellings and in  
487 more sensitive locations. This may include the requirement to provide Green Infrastructure in  
488 addition to financial contributions to RAMS. Bespoke mitigation would be subject to agreement  
489 with the Authority and Natural England.

490 All mitigation must be in place prior to the occupation of development and delivered in perpetuity.

491 More information can be found here: [Habitat mitigation \(broads-authority.gov.uk\)](http://habitatmitigation.gov.uk).

#### 492 **Reasonable alternative options**

493 a) No policy

#### 494 **Sustainability appraisal summary**

495 The options of having a policy or no policy have been assessed in the SA. The following is a  
496 summary.

A: Have a policy	3 positives. 0 negatives. 0 ? Overall, positive.
B: No policy	0 positives. 0 negatives. 3 ?

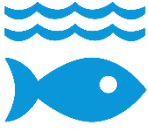
#### 497 **Why have the alternative options been discounted?**

498 Recreation impact is a proven issue and therefore a policy is prudent.

#### 499 **UN Sustainable Development Goals check**

500 This policy meets these [UN SD Goals](#):

**14** LIFE  
BELOW WATER



**15** LIFE  
ON LAND



This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested.

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This is a new policy and will only take effect once the Local Plan is adopted.

### **PODMxx: Mitigating Nutrient Enrichment<sup>13</sup> Impacts**

1. Any development proposal for overnight accommodation which is located within the catchments of the Broads Special Area of Conservation (SAC) and Broadland Ramsar site, must provide evidence to enable the Authority to conclude through a Habitats Regulations Assessment that the proposal will not increase nutrient loads, such that it will not have likely significant effects on the integrity of sites in an unfavourable condition. This can be demonstrated through nutrient neutrality.
2. Planning permission will be granted subject to demonstrating no adverse effect on the integrity of European sites from nutrient enrichment when considered alone or in-combination.
3. The Norfolk Nutrient Calculator<sup>14</sup>/Natural England Nutrient Calculator will need to be completed. If the calculator concludes an impact from nutrients, these impacts will need to be mitigated using appropriate mitigation, likely secured through a local or national mitigation scheme. The Authority may use legal agreements to ensure this mitigation is secured and in place and will be delivered.

### **Reasoned Justification**

Alongside all other local planning authorities in Norfolk, the Broads Authority has received a letter dated 16 March 2022 from Natural England concerning nutrient pollution in the protected habitats of the Broads Special Area of Conservation (SAC) and Ramsar site. This letter advised that new development, comprising overnight accommodation, located within the catchment of these Habitats sites has the potential to cause adverse impacts on site integrity with regard to nutrient pollution.

<sup>13</sup> More information can be found here: [Nutrient Neutrality \(broads-authority.gov.uk\)](https://broads-authority.gov.uk)

<sup>14</sup> River Wensum SAC and Broads SAC Nutrient Budget Calculator (XLSX) - This calculator is based on the Natural England calculator, but some parts have been updated to reflect Norfolk. There is an accompanying [technical report](#) that provides more information. Developments can either use this calculator or the Natural England calculator to find out the nutrient level for your proposal. If you are located within one of the SAC Catchments or foul drain into one of those Catchments, you will need to submit one or both of the completed calculators in support of your planning application. Your planning application will only be able to proceed if the proposed development is nutrient neutral; or you have identified appropriate mitigation (to make it neutral) that can be secured and delivered. The Natural England Calculators can be found here:

- [Nutrient Neutrality Budget Calculator - River Wensum SAC \(Excel spreadsheet\) \[4MB\] \(opens in a new window\)](#)
- [Nutrient Neutrality Budget Calculator - The Broads SAC and Ramsar \(Excel spreadsheet\) \[2MB\] \(opens in a new window\)](#)

522 Nutrient pollution in rivers, lakes and estuaries has an adverse effect by causing eutrophication and  
523 algal blooms, harming delicate ecosystems and resulting in unfavourable conditions. The majority  
524 of nutrient pollution from residential properties enters waterbodies via treated discharges from  
525 wastewater treatment works (WWTW).

526 The policy applies to residential developments leading to overnight stays and non-residential  
527 development that, by virtue of its scale, may draw people from outside the catchments of the SACs  
528 and/or generate unusual quantities of surface water and/or (by virtue of the processes undertaken)  
529 contain unusual pollutants within surface water run-off. It only applies to certain areas of Norfolk  
530 and not, at the time of writing, any of Suffolk. It applies to development within the nutrient  
531 neutrality catchment of the Broads SAC and Broadland Ramsar.

532 Nutrient Neutrality is a potential way of mitigating the impact of new development on water  
533 courses. The policy ensures that relevant permissions will only be granted with necessary nutrient  
534 mitigation in place prior to occupation and in compliance with the Habitats Regulations. It requires  
535 evidence to be submitted to the local planning authority (as the competent authority) to show that  
536 on-site or off-site mitigation will be provided for relevant developments prior to their occupation.

537 Developments can either use the Norfolk calculator or the Natural England calculator to find out  
538 the nutrient level for a proposal. Development located within one of the SAC and Ramsar nutrient  
539 neutrality catchments or with foul drainage into one of these catchments, will need to submit one  
540 or both of the completed calculators in support of a planning application. A planning application  
541 will only be able to proceed if the proposed development is nutrient neutral; or it has identified  
542 appropriate mitigation (to make it neutral) that can be secured and delivered.

543 Potential mitigation measures are detailed in this report. At the time of writing, The Norfolk  
544 Environmental Credits has been set up to invest in local environmental schemes which will provide  
545 nutrient neutrality mitigation and generate credits for development to demonstrate that nutrients  
546 can be offset. Part 7 of the Levelling Up and Regeneration Act (2023) places a duty on water  
547 companies discharging to affected catchment areas to upgrade their WwTW to achieve the highest  
548 technological levels for nutrient removal by 1 April 2030. In addition, the Natural England-led  
549 Nutrient Mitigation Scheme is progressing and will allow developers to purchase nutrient credits to  
550 demonstrate nutrient neutrality.

## 551 **Reasonable alternative options**

552 a) No policy

## 553 **Sustainability appraisal summary**

554 The options of having a policy or no policy have been assessed in the SA. The following is a  
555 summary.

A: Have a policy	3 positives. 0 negatives. 0 ? Overall, positive.
B: No policy	0 positives. 0 negatives. 3 ?

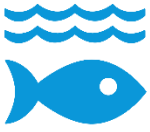
## 556 **Why have the alternative options been discounted?**

557 Nutrient enrichment is a proven issue and therefore a policy is prudent.

558 **UN Sustainable Development Goals check**

559 This policy meets these [UN SD Goals](#):

**14** LIFE  
BELOW WATER



**15** LIFE  
ON LAND



560 **Sustainability Appraisal**

561 SA objectives:

- 562 • ENV1: To reduce the adverse effects of traffic (on roads and water).
- 563 • ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to  
564 use water efficiently.
- 565 • ENV3: To protect and enhance biodiversity and geodiversity.
- 566 • ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and  
567 towns/villages.
- 568 • ENV5: To adapt, become resilient and mitigate against the impacts of climate change
- 569 • ENV6: To avoid, reduce and manage flood risk and to become more resilient to flood risk and  
570 coastal change.
- 571 • ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- 572 • ENV8: To minimise the production and impacts of waste through reducing what is wasted, and  
573 re-using and recycling what is left.
- 574 • ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and  
575 their settings
- 576 • ENV10: To achieve the highest quality of design that is innovative, imaginable, and sustainable  
577 and reflects local distinctiveness.
- 578 • ENV11: To improve air quality and minimise noise, vibration and light pollution.
- 579 • ENV12: To increase the proportion of energy generated through renewable/low carbon  
580 processes without unacceptable adverse impacts to/on the Broads landscape
- 581 • SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.
- 582 • SOC2: To reduce poverty, inequality and social exclusion.
- 583 • SOC3: To improve education and skills including those related to local traditional industries.
- 584 • SOC4: To enable suitable stock of housing meeting local needs including affordability.
- 585 • SOC5: To maximise opportunities for new/ additional employment
- 586 • SOC6: To improve the quality, range and accessibility of community services and facilities and to  
587 ensure new development is sustainability located with good access by means other than a  
588 private car to a range of community services and facilities.
- 589 • SOC7: To build community identity, improve social welfare and reduce crime and anti-social  
590 activity.
- 591 • ECO1: To support a flourishing and sustainable economy and improve economic performance in  
592 rural areas.
- 593 • ECO2: To ensure the economy actively contributes to social and environmental well-being.
- 594 • ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy,  
595 society and the environment.

596 **Assessment of policy**  
 597 **Policy POSP6: Biodiversity**

	A: Keep original policy	B: Preferred Option - amend policy	C: No policy
ENV1			
ENV2			
ENV3	+ Fundamentally, the policy seeks to protect and enhance biodiversity.	+ Fundamentally, the policy seeks to protect and enhance biodiversity.	?
ENV4	+ Essentially, the landscape supports and benefits wildlife by providing habitats. So protecting the landscape will benefit biodiversity and vice versa to some extent.	+ Essentially, the landscape supports and benefits wildlife by providing habitats. So protecting the landscape will benefit biodiversity and vice versa to some extent.	?
ENV5			
ENV6			
ENV7			
ENV8			
ENV9			
ENV10			
ENV11			
ENV12			
SOC1			
SOC2			
SOC3			
SOC4			
SOC5			
SOC6			
SOC7			
ECO1			
ECO2			
ECO3			

Not having a policy does not mean that these issues will not be considered or addressed. A policy does however provide more certainty.

598 **Assessment of policy**

599 **Policy DM13: Natural Environment**

	A: Keep original policy	B: Preferred Option - amend policy	C: No policy
ENV1			
ENV2			
ENV3	+ Fundamentally, the policy seeks to protect and enhance biodiversity.	+ Fundamentally, the policy seeks to protect and enhance biodiversity.	?
ENV4	+ Essentially, the landscape supports and benefits wildlife by providing habitats. So protecting the landscape will benefit biodiversity and vice versa to some extent.	+ Essentially, the landscape supports and benefits wildlife by providing habitats. So protecting the landscape will benefit biodiversity and vice versa to some extent.	?
ENV5			
ENV6			
ENV7			
ENV8			
ENV9			
ENV10			
ENV11			
ENV12			
SOC1			
SOC2			
SOC3			
SOC4			
SOC5			
SOC6			
SOC7			
ECO1			
ECO2			
ECO3			

Not having a policy does not mean that these issues will not be considered or addressed. A policy does however provide more certainty.



600 **Assessment of policy**

601 **Policy PODMxx: Biodiversity Net Gain**

	A: Have a policy		B: No policy	
ENV1			<p>Not having a policy does not mean that these issues will not be considered or addressed. A policy does however provide more certainty.</p>	
ENV2				
ENV3	+	Fundamentally, the policy seeks to protect and enhance biodiversity.		?
ENV4	+	Essentially, the landscape supports and benefits wildlife by providing habitats. So by providing BNG, the landscape will benefit biodiversity and vice versa to some extent.		?
ENV5				
ENV6				
ENV7				
ENV8				
ENV9				
ENV10				
ENV11				
ENV12				
SOC1				
SOC2				
SOC3				
SOC4				
SOC5				
SOC6				
SOC7				
ECO1				
ECO2				
ECO3				

602 **Assessment of policy**

603 **Policy PODMxx: Mitigating Recreation Impacts**

	A: Have a policy	B: No policy
ENV1		
ENV2		
ENV3	+ Fundamentally, the policy seeks to protect and enhance biodiversity.	?
ENV4	+ Essentially, the landscape supports and benefits wildlife by providing habitats. So protecting the landscape will benefit biodiversity and vice versa to some extent.	?
ENV5		
ENV6		
ENV7		
ENV8		
ENV9		
ENV10		
ENV11		
ENV12		
SOC1	+ The mitigation put in place could enable active lifestyles.	?
SOC2		
SOC3		
SOC4		
SOC5		
SOC6		
SOC7		
ECO1		
ECO2		
ECO3		

Not having a policy does not mean that these issues will not be considered or addressed. A policy does however provide more certainty.

604 **Assessment of policy**

605 **Policy PODMxx: Mitigating Nutrient Enrichment Impacts**

	A: Have a policy		B: No policy
ENV1			<p>Not having a policy does not mean that these issues will not be considered or addressed. A policy does however provide more certainty.</p>
ENV2	+	Fundamentally, the quality of water will improve. ?	
ENV3	+	Fundamentally, the policy seeks to protect and enhance biodiversity. ?	
ENV4	+	Essentially, the landscape supports and benefits wildlife by providing habitats. So protecting the landscape will benefit biodiversity and vice versa to some extent. ?	
ENV5			
ENV6			
ENV7			
ENV8			
ENV9			
ENV10			
ENV11			
ENV12			
SOC1			
SOC2			
SOC3			
SOC4			
SOC5			
SOC6			
SOC7			
ECO1			
ECO2			
ECO3			



**Local Plan for the Broads - Review  
Preferred Options bitesize pieces  
December 2023**

**Affordable Housing**

This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested. This policy is already in the local plan, but some amendments are proposed.

Amendments to improve the policy are shown as follows: ~~text to be removed~~ and added text.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal, but is included here to show how the policy and options are rated.

1 **Policy DM34: Affordable housing**

2 **Delivery of affordable housing**

- 3 1. ~~Developments of 10 or more dwellings~~ Major Developments<sup>1</sup> will be required to  
4 provide affordable housing in accordance with the requirements of the adopted  
5 standards and policies of the relevant District Council<sup>2</sup>, including proportion (%) of  
6 contribution, house types/mix and tenure and phasing arrangements.
- 7 2. Affordable housing shall be provided on-site, unless it can be demonstrated that  
8 exceptional circumstances exist which necessitate provision on another site within the  
9 control of the applicant, or the payment of a financial contribution to the local  
10 planning authority (equivalent in value to it being provided on-site as specified in the  
11 policies of the relevant District Council), to enable the housing need to be met  
12 elsewhere.

<sup>1</sup> The NPPF 2023 defines Major Development as: Major development: For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m<sup>2</sup> or more, or a site of 1 hectare or more, or as otherwise provided in the Town and Country Planning (Development Management Procedure) (England) Order 2015.

<sup>2</sup> This is the constituent council – Broadland, Great Yarmouth, North Norfolk, Norwich, South Norfolk, East Suffolk Council (formerly Waveney District Council)

13 3. Developments of 6-9 dwellings will be required to contribute a commuted sum (off-  
14 site contribution) towards the provision of affordable housing. This contribution will  
15 be calculated in accordance with the full requirements of the adopted standards and  
16 policies of the relevant District Council. The commuted sum will be calculated in  
17 relation to thresholds and proportion of dwellings which should, subject to viability, be  
18 affordable. The commuted sum should reflect the subsidy required to deliver the  
19 affordable housing requirement off site (to include the cost of land and construction).

20 4. The following table summarises the approach to affordable housing set out in this  
21 policy:

22 a) 10 or more dwellings: All schemes expected to provide on-site requirement as per  
23 policy of district

24 b) 6 to 9 dwellings: All schemes expected to provide off-site contributions

25 5. The Authority will only consider reducing the requirement for the proportion of  
26 affordable housing on a particular development site, or amending the tenure mix from  
27 the relevant District Council's Policy requirement, or a standard set out in a made  
28 Neighbourhood Plan, in limited circumstances and in liaison with and having regard  
29 to/deferring to relevant District Council's policies where:

30 a) The applicant has submitted a site-specific viability appraisal (which has been assessed  
31 independently) and it has been concluded by the Authority (in liaison with the relevant  
32 District Council) that it is not viable to deliver the full policy requirement of affordable  
33 housing and an alternative provision has subsequently been agreed; or

34 b) The applicant has submitted a site-specific viability appraisal (which has been assessed  
35 independently) and it has been concluded by the Authority (in liaison with the relevant  
36 District Council) that it is not viable to deliver the required tenure mix and the  
37 alternative tenure mix has subsequently been agreed; and

38 c) The resultant affordable housing provision would ensure that the proposed  
39 development is considered sustainable in social terms through its delivery of housing  
40 mix.

41 **Provision outside development boundaries (rural exception sites),**

42 6. Affordable housing developments outside development boundaries as defined on the  
43 Proposals Map, will be permitted where:

44 a) There is an identified local need for affordable housing as demonstrated in up to date  
45 evidence; and

46 b) The need cannot be met within the boundaries of the adjoining local authority's part  
47 of the Broads settlement; and

48 c) The site is physically well related to a built-up part of a settlement and the facilities it  
49 provides; and

50 d) The location of the proposed development complies with the relevant District  
51 Council's criteria for rural exception sites; and

52 e) Development will be of a scale that is suitable and appropriate for the size of the site  
53 and settlement. Proposals need to avoid over development and reflect the character  
54 of the area; and

55 f) the affordable housing provided is made available solely to people in local housing  
56 need at an affordable cost for the life of the property (the Authority will ensure that  
57 any planning permission granted is subject to appropriate conditions and/or planning  
58 obligations to secure its affordability in perpetuity).

59 7. A small proportion of the dwellings proposed may be market dwellings if this is fully  
60 justified and the market dwellings are the minimum number required to cross  
61 subsidise the delivery of the required affordable housing as demonstrated through a  
62 site-specific viability assessment to the satisfaction of the Authority and the relevant  
63 Council. In all cases, the majority of the homes provided are affordable. The Authority  
64 will have regard to/defer to the relevant District Councils' policy when determining the  
65 proportion of market dwellings.

66 8. The size (number of bedrooms), type (flat, house) and tenure of affordable homes for  
67 each proposal will be based on up-to-date evidence of local housing needs in  
68 accordance with the requirements of the relevant Council.

69 9. It should be noted that First Homes Exception Sites cannot come forward in the  
70 Broads<sup>3</sup>.

#### 71 **Planning Obligations**

72 10. To secure all affordable housing in perpetuity, the Authority will seek a planning  
73 obligation from the developer to ensure that:  
74 a) The permitted dwellings are affordable in perpetuity by being offered for initial and  
75 successive occupation at an affordable or social rent or affordable home ownership;  
76 b) The control of occupation of the dwellings is undertaken by a local authority,  
77 Registered Provider or other suitable body such as a parish or village trust as approved  
78 by the Authority; and  
79 c) Initial and successive occupation of the permitted dwellings is prioritised for people  
80 with strong local connections for all rural exception sites.

#### 81 **Reasoned Justification**

82 The NPPG notes that affordable housing need is based on households *“who lack their own*  
83 *housing or live in unsuitable housing and who cannot afford to meet their housing needs in*  
84 *the market”*.

85 It is accepted that the Broads Authority defers to the affordable housing policy of its  
86 constituent District Councils, as this gives consistency across a district. As the Authority is  
87 not the Housing Authority, it works closely with its constituent District Councils who  
88 undertake the housing function for the Broads Authority Executive Area.

89 The NPPF definition of affordable housing will apply in implementing this policy.

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<sup>3</sup> [First Homes - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

## 90 Delivering affordable housing in the Broads

91 There is a very limited supply of suitable sites in the Broads for housing to meet local  
92 affordable housing need due to the protected landscape of the area, and to the extent and  
93 severity of flood risk. In addition, the high demand for second/holiday homes inflates land  
94 and property prices and provides a disincentive for the provision of lower cost housing.

95 In recent years (between April 2019 and March 2023), applications for dwellings have  
96 tended to be in the region of on average 1.94/4.12 2.18 dwellings per application<sup>4</sup>  
97 (according to an assessment of the Authority's planning applications ~~as set out in the~~  
98 ~~Housing Topic Paper~~). The NPPF2023~~19~~ says that '*Provision of affordable housing should*  
99 *not be sought for residential developments that are not major developments* ~~[For housing,~~  
100 ~~development where 10 or more homes will be provided, or the site has an area of 0.5~~  
101 ~~hectares or more]~~, *other than in designated rural areas (where policies may set out a lower*  
102 *threshold of 5 units or fewer)*'. Presuming that the current trend of size of housing  
103 applications continues (windfall), it is unlikely that affordable housing will be delivered  
104 through windfall schemes.

105 With regard to seeking commuted sums on 6-9 dwellings, the Broads part of North Norfolk  
106 is designated as a rural area and so, according to the NPPG, it can seek planning obligations  
107 and affordable housing commuted sum contributions from schemes of that size. The policy  
108 goes further to apply the commuted sums approach to all 6-9 dwelling sized schemes in the  
109 entire Broads area. This is because the opportunities for schemes of 9+ dwelling are  
110 significantly diminished by the rural character of the area and the environmental  
111 constraints. However, there is a clear need for affordable housing and all possible  
112 reasonable measures should be taken to address the deficiency.

113 To be clear, the policy goes further than the NPPF by requiring off-site contributions to  
114 affordable housing for schemes of 6 to 9 dwellings. None of the districts relevant to the  
115 Broads seek affordable housing on schemes of 9 or below ~~(other than Great Yarmouth~~  
116 ~~Borough Council<sup>5</sup>)~~ and their policies will reflect this<sup>6</sup>.

117 The policy applies to all net new homes (excluding holiday accommodation with occupancy  
118 conditions<sup>7</sup>) permitted anywhere in the Broads Authority Executive Area, in line with the  
119 thresholds set out in the policy and the districts' policies.

120 The Authority will use the relevant Council's approach/methodology for the calculation of  
121 affordable housing contributions. The Authority will liaise with the relevant Council to  
122 prioritise spend which will likely be first in the parish which generated the commuted sums,  
123 then to the adjoining parishes, and then to anywhere in the Council area and the

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<sup>4</sup> ~~If all applications are included (including the large scale allocations at Hedera House, Pegasus, Ditchingham Maltings and the Utilities Site) the average number of dwellings per application is: 4.12 dwellings. If the large applications are removed and we focus on windfall (unallocated sites) then the average number of dwellings per application is: 1.94 dwellings. Since April 2019, there have been 37 net new market dwellings permitted in 17 applications.~~

<sup>5</sup> ~~Great Yarmouth Borough Council has a policy in their Local Plan that uses a lower threshold and this was adopted pre-2019 NPPF.~~

<sup>6</sup> It is important to note that the part of North Norfolk that is in the Broads is a designated rural area. Whilst current North Norfolk District Council (NNDC) policy is not to introduce a lower threshold, the Council may do this in future. At the time of writing this Local Plan NNDC were reviewing their Local Plan.

<sup>7</sup> If the occupancy condition is removed from a holiday home, then this affordable housing policy will apply as per the thresholds set out within it.

124 Authority/District will have ten years to spend or commit the monies. The Authority will  
125 however have regard to the approach of the relevant district council in where the money is  
126 spent and for how long the money is held.

### 127 **Assessing viability**

128 Working with the relevant District Council and having regard/deferring to their policies, a  
129 viability appraisal may be required. The independent review process will require the  
130 applicant to submit a site-specific viability appraisal (to include a prediction of all  
131 development costs and revenues for mixed use schemes) to the Authority's appointed  
132 assessor. They will review the submitted viability appraisal and assess the viable amount of  
133 affordable housing or the minimum number of market homes needed to cross subsidise the  
134 delivery of affordable housing on a rural exceptions site. This review shall be carried out  
135 entirely at the applicant's expense. Where little or no affordable housing would be  
136 considered viable through the appraisal exercise, the Authority will balance the findings  
137 from this against the need for new developments to provide for affordable housing. In  
138 negotiating a site-specific provision with the applicant, the Authority will have regard to  
139 whether or not the development would be considered sustainable in social terms.

### 140 **Information to accompany an application**

141 Developers advancing specific proposals that incorporate an element of affordable housing  
142 should submit an affordable housing statement alongside their application. This should  
143 provide information on the number of affordable residential units, the mix of affordable  
144 units in terms of type, tenure (intermediate/ social or affordable rented) and size (number  
145 of bedrooms and gross floor space), and the arrangements for managing the affordable  
146 housing units.

147 This statement is also required to explain and justify the layout and location of the  
148 affordable housing element of a scheme. The Authority expects applicants to liaise with  
149 Registered Providers and the Housing Teams of the relevant district council to get advice  
150 and recommendations regarding the layout (although the Broads Authority will be the  
151 determining body).

### 152 **Rural exception sites**

153 The applicant will be required to submit evidence showing how the proposed scheme  
154 meets local housing need. The Affordable Housing policy states that '*Some of the*  
155 *dwelling proposed may be market dwellings if this is fully justified...*' when referring to  
156 affordable housing schemes outside of development boundaries. This is in keeping with  
157 the NPPF definition for rural exception sites '*small sites used for affordable housing in*  
158 *perpetuity where sites would not normally be used for housing. Rural exception sites seek*  
159 *to address the needs of the local community by accommodating households who are either*  
160 *current residents or have an existing family or employment connection. A proportion of*  
161 *market homes may be allowed on the site at the local planning authority's discretion, for*  
162 *example where essential to enable the delivery of affordable units without grant funding*'.

163 How 'small numbers' is defined will reflect the specifics of the scheme but will be a small  
164 proportion of the scheme. Furthermore, the relevant District Council's policies and  
165 approaches will be of relevance. Applications need to fully justify the proposed market



166 housing element (the split between market and affordable) of rural exception site schemes  
167 through the submission of a site-specific viability appraisal. Only the minimum number of  
168 market homes required to provide the cross subsidy needed to deliver the affordable homes  
169 will be permitted. See ‘assessing viability’ section of the reasoned justification to this policy  
170 for more information.

### 171 **Using planning obligations**

172 So that all affordable housing remains affordable to the local community in perpetuity,  
173 planning obligations will be sought to ensure that the initial and successive occupation of  
174 the dwellings is restricted to people with a housing need. In relation to exception housing  
175 sites, the planning obligations will include the requirement that the homes are prioritised  
176 for occupiers who have strong local connections, as demonstrated by the relevant Council’s  
177 local connection criteria for such schemes, and who need to live in the immediate area. This  
178 will include people who need to live in the Broads as a result of their current employment,  
179 and existing residents needing separate accommodation in the area (for example people in  
180 housing need due to sub-standard, overcrowded or otherwise unsuitable accommodation).  
181 Please note that starter homes will be delivered in line with specific regulations applicable  
182 at the time of application.

### 183 **Offsite provision**

184 Financial contributions in lieu of on-site provision (for schemes of ten or more dwellings) will  
185 only be acceptable in exceptional circumstances, where the Authority is satisfied that an  
186 element of affordable housing either could not practically be accommodated on site, or if it  
187 can be demonstrated that on-site provision would be unviable. In all cases, planning  
188 obligations will be sought to ensure an appropriate contribution to affordable housing is  
189 secured.

190 Please note, however, the requirement for off-site contributions for developments of 6-9  
191 dwellings (as discussed in the policy and under ‘Delivering affordable housing in the Broads’  
192 section of the reasoned justification to this policy). **It should be noted that as part of the**  
193 **next version of the Local Plan, the viability assessment will test the threshold that is**  
194 **currently set at 6-9 dwellings.**

### 195 **Starter Homes**

196 According to the Housing and Planning Act (2016)<sup>8</sup> a ‘starter home’ means a building or  
197 part of a building that—  
198 a) is a new dwelling,  
199 b) is available for purchase by qualifying first-time buyers only,  
200 c) is to be sold at a discount of at least 20% of the market value,  
201 d) is to be sold for less than the price cap, and  
202 e) is subject to any restrictions on sale or letting specified in regulations made by the  
203 Secretary of State (for more about regulations under this paragraph, see section 3).

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<sup>8</sup> [Housing and Planning Act \(2016\) \(pdf | legislation.gov.uk\)](#)

204 The Act goes on to say that “an English planning authority must carry out its relevant  
 205 planning functions with a view to promoting the supply of starter homes in England” and  
 206 “local planning authority in England must have regard to any guidance given by the  
 207 Secretary of State in carrying out that duty”. The Act also defines the various elements to  
 208 starter homes.

209 Starter homes will be required in line with national policy and will reflect the relevant  
 210 Council’s policy requirement for such homes.

211 **Habitats Regulations Assessment**

212 If a proposal is considered in the context of this policy to potentially have an effect on an  
 213 internationally designated site, then it will need to be considered against the Habitats  
 214 Regulations and a project level Appropriate Assessment will need to be undertaken.  
 215 Depending on the location of the scheme, there may be a need to mitigate recreation  
 216 impact and nutrient enrichment.

217 **Reasonable alternative options**

- 218 a) Original policy
- 219 b) No policy

220 **Sustainability appraisal summary**

221 The options of no policy, the original policy and amended policy have been assessed in the  
 222 SA. The following is a summary.

A: Keep original policy	2 positives. 0 negatives. 0 ? Overall, positive.
B: Amended policy	5 positives. 0 negatives. 0 ? Overall, positive.
C: No policy	0 positives. 0 negatives. 5 ?

223 **Why has the alternative option been discounted?**

224 The amendments to the policy provide detail and add clarification to the policy and make it  
 225 stronger.

226 **UN Sustainable Development Goals check**

227 This policy meets these [UN SD Goals](#):

**10** REDUCED  
INEQUALITIES



**11** SUSTAINABLE CITIES  
AND COMMUNITIES



## **Sustainability Appraisal**

SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
- ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.
- ENV5: To adapt, become resilient and mitigate against the impacts of climate change
- ENV6: To avoid, reduce and manage flood risk and to become more resilient to flood risk and coastal change.
- ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- ENV8: To minimise the production and impacts of waste through reducing what is wasted, and re-using and recycling what is left.
- ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and their settings
- ENV10: To achieve the highest quality of design that is innovative, imaginable, and sustainable and reflects local distinctiveness.
- ENV11: To improve air quality and minimise noise, vibration and light pollution.
- ENV12: To increase the proportion of energy generated through renewable/low carbon processes without unacceptable adverse impacts to/on the Broads landscape
- SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.
- SOC2: To reduce poverty, inequality and social exclusion.
- SOC3: To improve education and skills including those related to local traditional industries.
- SOC4: To enable suitable stock of housing meeting local needs including affordability.
- SOC5: To maximise opportunities for new/ additional employment
- SOC6: To improve the quality, range and accessibility of community services and facilities and to ensure new development is sustainability located with good access by means other than a private car to a range of community services and facilities.
- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.

## Assessment of policy

	A: Keep original policy	B: Preferred Option - amend policy	C: No policy
ENV1		+ Refers to rural exceptions sites being well related to settlements to access services and facilities.	?
ENV2			
ENV3			
ENV4	+ Policy refers to landscape character impact of rural exception sites.	+ Policy refers to landscape character impact of rural exception sites.	?
ENV5			
ENV6			
ENV7			
ENV8			
ENV9			
ENV10			
ENV11			
ENV12			
SOC1			
SOC2		+ Refers to rural exceptions sites being well related to settlements to access services and facilities.	?
SOC3			
SOC4	+ Policy enables affordable housing.	+ Policy enables affordable housing.	?
SOC5			
SOC6		+ Refers to rural exceptions sites being well related to settlements to access services and facilities.	?
SOC7			
ECO1			
ECO2			
ECO3			

Not having a policy does not necessarily mean that these considerations will not be addressed in schemes, but having a policy provides certainty.



**Local Plan for the Broads - Review  
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December 2023**

**DM42 – Self and Custom Build**

This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested. This policy is already in the local plan, but some amendments are proposed.

Amendments to improve the policy are shown as follows: ~~text to be removed~~ and added text.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal, but is included here to show how the policy and options are rated.

The currently adopted policy remains in place – these are proposed amendments and this section will form part of the Preferred Options version of the Local Plan.

**Policy PODM42: Custom/self-build**

1) Custom/self-build dwelling proposals will be considered in accordance with other policies in the Local Plan including the policies on the location of new dwellings.

**Provision of plots on large/multi-dwelling sites**

2) The Authority encourages developers of multi-dwelling sites to set aside part of their scheme for custom/self-build plots.

3) Proposals for 100 or more dwellings will provide serviced plots to deliver at least 5% of the total number of dwellings on the site as self-build or custom build homes. All plots set aside for self-build or custom build housing (secured via a legal agreement or planning condition) must include:

- a) legal access onto a public highway;
- b) water, foul drainage, broadband connection, and electricity supply available at the plot boundary;
- c) sufficient space in order to build without compromising neighbouring properties and their amenity and the amenity of future occupiers; and
- d) an agreed design code or plot passport for the plots.

**Unsold plots**

4) If plots remain unsold after a thorough and proportionate marketing exercise which:

- 19 e) includes making details available to people on the custom and self-build register at the Broads  
20 Authority; and  
21 f) covers a period of at least 12 months from the date at which the plots are made available (with  
22 the 12-month time frame not commencing until (i) thorough and appropriate marketing is in  
23 place and (ii) criteria (a)-(d) have been implemented); and  
24 g) is in accordance with the principles set out in the Marketing Guide...

25 ... these plots may be built out as conventional market housing subject to detailed permission being  
26 secured and the Authority being satisfied that e) and f) and g) have been satisfactorily concluded.

### 27 **Design principles**

- 28 5) Proposals for multiple plots for self-build or custom build dwellings in a single site location  
29 should be developed in accordance with a set of design principles to be submitted with any  
30 application and agreed by the Local Planning Authority.

### 31 **Reasoned Justification**

32 'Self-build' or 'custom-build' is when someone obtains a building plot and builds their own home on  
33 it. The majority of work can be completed by the future occupiers, or the future occupier could take  
34 the role of project manager and employ professionals to deliver their plans. Such homes can be  
35 built as a one off or on a community basis. The Government wants to enable more people to build  
36 their own home and wants to make this form of housing a mainstream housing option.

37 It is important to understand that self-build/custom-build schemes are still required to meet the  
38 policy requirements in local plans as well as national policy and guidance and are subject to the  
39 same constraints as developer delivered dwellings.

40 ~~Some councils are looking at policies that require a certain percentage of a larger development to~~  
41 ~~be set aside for custom/self-build.~~ The Authority is not likely to receive applications for large scale  
42 development, but our policy does encourage developers to set aside plots for custom/self-build  
43 plots. In the event that schemes of over 100 dwellings do come forward in the Broads, the policy  
44 requires 5% to be delivered as serviced plots for self-build. The policy does cover the eventuality  
45 that the serviced plots, even after a thorough and proportionate marketing exercise over a 12  
46 month period, are not sold and are not taken forward as self-build plots. ~~That being said, provision~~  
47 ~~of serviced plots is encouraged as part of the housing allocations later in the document.~~

48 The policy also covers the design of self-build schemes referring to plot passports and design codes  
49 or guidelines for sites with multiple plots. The Design Policy and Design Guide (or successor  
50 document) will be of relevance. A plot passport is a succinct summary of the design parameters for  
51 a given plot. They add value by acting as a key reference point for the purchaser, capturing relevant  
52 information from the planning permission, design constraints and procedural requirements in an  
53 easily understandable and readily accessible format.

54 In accordance with policy SP15 and DM35, custom/self-build development is directed to  
55 settlements with development boundaries. Custom/self-build proposals in rural areas will be  
56 determined in line with other policies in this Local Plan.

### 57 **Custom/self-build register**

58 Since April 2016, the Authority has had a register<sup>1</sup> in place where those wishing to build their own  
59 homes can register their interest. At the time of adopting this Local Plan there were 190 individuals  
60 interested in building their own home on the register. However, it is important to note that the  
61 register covers four Local Planning Authorities who use the same register: South Norfolk, Breckland,  
62 King’s Lynn and West Norfolk and the Broads Authority. When assessing the register, in the vast  
63 majority of cases, individuals have stated that they wish to develop in the Broads as well as in  
64 another district; few, if any, individuals express a desire to develop in the Broads alone.

65 There is a duty on Local Planning Authorities to grant sufficient development permissions to meet  
66 the demand for self-build and custom house building. Importantly, the Broads Authority has had an  
67 exemption to this duty to since base period 2 (from 31 October 2016). This exemption effectively  
68 reflects that the Broads is a desirable place to build a dwelling, but there is limited land available.

#### 69 Reasonable alternative options

- 70 a) No policy
- 71 b) Original policy with no amendments.

#### 72 Sustainability appraisal summary

73 The options of no policy, the original policy and the amended policy have been assessed in the SA.  
74 The following is a summary.

A: Keep original policy	1 positives. 0 negatives. 0 ? Overall, positive.
B: No policy	0 positives. 0 negatives. 1 ?
C: Amended	1 positives. 0 negatives. 0 ? Overall, positive.

#### 75 How has the existing policy been used since adoption in May 2019?

76 According to recent Annual Monitoring Reports, the policy has not been used.

#### 77 Why has the alternative option been discounted?

78 An alternative option is to not have a policy. By having a policy, it brings the important  
79 considerations into a policy and seeks to promote self-build schemes where appropriate to help  
80 deliver more self-build.

#### 81 UN Sustainable Development Goals check

82 This policy meets these [UN SD Goals](#):

**11** SUSTAINABLE CITIES  
AND COMMUNITIES



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<sup>1</sup> [Self-build and custom build register \(broads-authority.gov.uk\)](http://broads-authority.gov.uk)

## Sustainability Appraisal

### SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
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- ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- ENV8: To minimise the production and impacts of waste through reducing what is wasted, and re-using and recycling what is left.
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- SOC3: To improve education and skills including those related to local traditional industries.
- SOC4: To enable suitable stock of housing meeting local needs including affordability.
- SOC5: To maximise opportunities for new/ additional employment.
- SOC6: To improve the quality, range and accessibility of community services and facilities and to ensure new development is sustainability located with good access by means other than a private car to a range of community services and facilities.
- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.



Assessment of policy

	A: Amended policy		B: No policy		A: Keep original policy	
ENV1						
ENV2						
ENV3						
ENV4						
ENV5						
ENV6						
ENV7						
ENV8						
ENV9						
ENV10						
ENV11						
ENV12						
SOC1						
SOC2						
SOC3						
SOC4	+	Policy relates to provision of dwellings.	?		+	Policy relates to provision of dwellings.
SOC5						
SOC6						
SOC7						
ECO1						
ECO2						
ECO3						



**Local Plan for the Broads - Review  
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**Design**

1 This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments  
2 and thoughts are requested.

3 There is an assessment against the UN Sustainable Development Goals at the end of the policy.

4 The proposed Sustainability Appraisal of the policy is included at the end of the document. This  
5 would not be included in the Preferred Options Local Plan itself; this table would be part of the  
6 Preferred Options Sustainability Appraisal, but is included here to show how the policy and options  
7 are rated.

8 **Policy POPSXX: Strategic Design Policy**

9 1. Development proposals in the Broads must:

- 10 a) Protect and enhance the distinctive built and landscape character of the settlements in the  
11 Broads;  
12 b) Ensure new developments are of a quality that will be enduring and can become the heritage of  
13 the future;  
14 c) Be resilient to a changing climate and minimise carbon emissions and waste, including through  
15 reducing car use.

16 **Reasoned justification**

17 Good design creates real benefits for communities - increasing pride in place, making healthier,  
18 safer environments, creating economic benefit and lowering carbon emissions.

19 Conversely, poor design results in tangible harm. Poor design creates environments that are not  
20 attractive to live in, work in, or to visit. This causes harm to local pride in place and erodes the  
21 distinctive identity of our built heritage and landscapes. It also erodes prospects for economic  
22 growth as liveable, attractive environments are an important factor in attracting and retaining  
23 businesses and residents. Buildings and spaces that are poorly designed not only use more energy,  
24 and are responsible for more carbon emissions, than well-designed spaces; they can have a shorter  
25 lifespan and require demolition or substantial redevelopment within decades, rather than the  
26 centuries that our best-loved places have survived. This wastes the embodied carbon 'locked into'  
27 their building fabric. Poor design can also lead to increased maintenance and long-term  
28 management costs, as well as the indirect costs from ill-health caused by inactive lifestyles, poorly  
29 designed and constructed building fabric or overheating; from the need to police poorly laid out  
30 spaces without natural surveillance; and from many other causes.

31 One of the purposes of the purposes of the Broads Authority is conserving and enhancing the  
32 natural beauty, wildlife and cultural heritage of the Broads and this is reflected in this Local Plan.

33 Well-designed, distinctive places with a strong and positive character make better environments for  
34 all parts of our community. Creating and enhancing the quality of our environment is central to our  
35 Local Plan.

36 **Reasonable alternative options**

37 a) No policy

38 **Sustainability appraisal summary**

39 The options of no policy and having a policy have been assessed in the SA. The following is a  
40 summary.

A: Have a policy	5 positives. 0 negatives. 0 ? Overall, positive.
B: No policy	0 positives. 0 negatives. 5 ?

41 **Why has the alternative option been discounted?**

42 Generally, a strategic policy relating to design that captures the fundamental issues that schemes  
43 need to address is favoured.

44 **UN Sustainable Development Goals check**

45 This policy meets these [UN SD Goals](#):

**3** GOOD HEALTH  
AND WELL-BEING



**11** SUSTAINABLE CITIES  
AND COMMUNITIES



**13** CLIMATE  
ACTION



**15** LIFE  
ON LAND



46 **Information for Members**

47 The following policy is the amended design policy. As part of the Issues and Options consultation,  
48 we included the following section. We received the following responses. We intend to continue  
49 with the current standard and threshold but keep an eye on any progress on the matter nationally.

50 **27.6.1 Issues**

51 [Raising accessibility standards for new homes](#)<sup>1</sup> was consulted on in 2020. It considers how the  
52 existing optional accessible and adaptable standard for homes and the wheelchair user standard  
53 are used and whether the Government should mandate a higher standard or reconsider the way  
54 the existing optional standards are used. It is not clear when any changes will be implemented by  
55 the Government.

56 **27.6.2 Approaches elsewhere**

57 The emerging Greater Norwich Local Plan says that proposals for major housing development are  
58 required to provide at least 20% of homes to the Building Regulation M4(2) standard or any  
59 successor. The emerging Great Yarmouth Local Plan says new homes must be built to meet Building  
60 Regulation M4(2). The emerging Dartmoor Local Plan says that all new build dwellings should be  
61 constructed in accordance with Building Regulations Requirement M4(2) for accessible and  
62 adaptable dwellings, or successive regulations, unless evidence demonstrates: a) it is not desirable  
63 or possible for planning or environmental reasons; or b) it is not viable. It goes on to say that  
64 wheelchair accessible dwellings constructed in accordance with Building Regulation M4(3), or  
65 successive regulations, will be encouraged where a specific local need for a wheelchair adaptable or  
66 accessible dwelling is identified. The Reading Local Plan says all new build housing will be accessible  
67 and adaptable in line with M4(2) of the Building Regulations. It goes on to say that on  
68 developments of 20 or more new build dwellings, at least 5% of dwellings will be wheelchair user  
69 dwellings in line with M4(3) of the Building Regulations.

70 **27.6.3 Current approach**

71 The current policy in the Local Plan for the Broads (DM43) says that applicants are required to  
72 consider if it is appropriate for their proposed dwelling/ some of the dwellings to be built so they  
73 are accessible and adaptable and meet Building Regulation M4(2) and M4(3). If applicants do not  
74 consider it appropriate, they need to justify this. For developments of five dwellings or more, 20%  
75 will be built to meet Building Regulation M4(2).

76 **27.6.4 Options**

77 The options therefore seem to be as follows:

- 78 a) Wait until the Government standard comes in. Continue with the current Local Plan approach.  
79 b) Amend the M4(2) threshold so it applies to more schemes in the Broads, subject to viability.  
80 c) Consider introducing a M4(3) standard, subject to viability.

81

82 **Question 35: Do you have any thoughts on these options in relation accessible homes?**

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<sup>1</sup> The consultation covers these categories: M4(1) Category 1: Visitable dwellings. M4(2) Category 2: Accessible and adaptable dwellings. M4(3) Category 3: Wheelchair user dwellings.

Bradwell Parish Council	Option c they should consider introducing the M4(3) standard for a percentage of the homes.
Broads Society	The Society feels that Option 'a' is appropriate at this time.
East Suffolk Council	East Suffolk Council would support option c) (to consider introducing a M4(3) standard, subject to viability). However, Broads Authority will also want to consider the implications of planned changes to the Building Regulations in this regard and may supersede Local Plan policy requirements.
RSPB	Option b) seems appropriate.
Sequence UK LTD/Brundall Riverside Estate Association	2.84 It would seem reasonable to continue with the current Local Plan approach and then amendments can come forward with any updated Government guidance.
Suffolk County Council	Suffolk County Council supports the delivery of accessible homes. The Local Plan has identified that the Broads has an age profile of more older people and although only 9.6% report a long-term health problem or disability that limits their day-to-day activities 'a lot', an aging population means that the prevalence of health conditions associated with old age, such as dementia and frailty are likely to increase. This has implications for the types of housing which need to be planned for within the Broads. Accessible homes create living environments that are designed with the mobility and wellbeing needs of older residents in mind and can enable residents to live independently in the community and among their social support systems for longer. Suffolk County Council would support an approach to amend the M4(2) threshold so it applies to more schemes in the Broads, subject to viability and would also support consideration of introducing M4(3) standards.
Bradwell Parish Council	Design of properties should focus on energy efficiency maximising heat gain and retention. Incorporating high levels of insulation and environmentally friendly materials.
Broads Society	Generally, the Society supports the current Policy DM43.
Brooms Boats	Collaborative design and planning approach between all authorities, including cross border, businesses and residents to achieve environmental (current and future), economic viability, economic growth, well-being and job creation opportunities.
Designing Out Crime Officer, Norfolk Police	Consideration of making SBD condition of planning and to support partnership working for any new developments to ensure that the Broads towns and villages remain safe and do not see an increase of crime and disorder due to poor design.
East Suffolk Council	What constitutes good design in the Broads Authority area is unlikely to have changed since the Government's amendments to the National Planning Policy Framework, and the introduction of the National Design Guide and National Model Design Code. East Suffolk Council therefore agree that the Broads Authority Local Plan policy relating to design may not need to change significantly. Comments on the Design Guide for the Broads have been submitted to you separately.

Great Yarmouth Borough Council	The emerging Broads Design Guide is noted, chiefly the chapters concerning the design of potential developments within the 'Historic Clusters', 'Rural Homes' and 'Farmstead & Enclosures' as these will be of particular relevance to those settlements and areas which straddle both the Great Yarmouth and Broads Authority planning boundaries.
Great Yarmouth Borough Council	The Borough Council is also currently preparing its own borough-wide design code which will include (amongst others) a focus on developments within the borough's rural hinterland. There is potential, therefore, for a degree of overlap between the respective design guides/codes. The Borough Council would welcome further engagement with the Broads Authority during the on-going preparation of its own borough-wide design code to ensure there is an appropriate alignment between the two documents.
RSPB	Integration of the principles which stand behind each element of design is complex. As we become more aware of the impacts of climate change and the need to change the way we do things, we need to integrate choice of materials, to be Carbon neutral both in source and construction. Equally being in a drought stressed part of the UK, we ought to consider how for example water storage reservoirs sit within the national character assessment and the landscape. We may need to adjust our thinking and approach to enable creation of such structures to be streamlined so that mitigation for abstraction is viewed as being a positive move, even though some may consider the impact on the landscape to be negative. Trying to balance the needs of different user groups and industries will become ever-more difficult and we need to change perceptions starting now so quality of structures is maintained alongside the need to be progressive and future proofed.
Sequence UK LTD/Brundall Riverside Estate Association	Design policy should not be too prescriptive and repeating previous comments, each site will be considered on its merits. In addition, Broads Planning Officers place a considerable emphasis on good design already in our experience, commensurate with the National Park Status. Therefore we would not consider that any specific policy approach is required, noting the emphasis within Section 12 of the Framework and the associated national design guidance on high quality development and beautiful design. We also note the introduction of the Draft Design Guide and have made further comments with respect to this draft document in Section 3 of this response.
Suffolk County Council	Suffolk County Council would draw attention to the Suffolk Design: Streets Guide which has been recently released and is now being used by County Council Highways and Transport officers to assess the design of streets in new developments across the county.

This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested. This policy is already in the local plan, but some amendments are proposed.

Amendments to improve the policy are shown as follows: ~~text to be removed~~ and added text.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal, but is included here to show how the policy and options are rated.

#### Policy PQDM43: Design

1. All development will be expected to be of a high design quality.
2. Development should integrate effectively with its surroundings, reinforce local distinctiveness and landscape character and preserve or enhance cultural heritage. Innovative designs will be encouraged where appropriate.
3. Applicants will need to fill out the Design Checklist at Appendix x to accompany any application.
4. Proposals will be assessed to ensure they effectively address the following matters:
  - a) **Siting and layout:** The siting and layout of a development must reflect the characteristics of the site in terms of its appearance and function and be an easy to navigate environment. Existing mature trees and landscape features are to be used as the focal point of the layout.
  - b) **Relationship to surroundings and to other development:** Development proposals must complement the character of the local area and reinforce the distinctiveness of the wider Broads setting. In particular, development shall respond to surrounding buildings and the distinctive features or qualities that contribute to the landscape, streetscape and waterscape quality of the local area.
  - c) **Permeability:** Design shall also promote permeability and accessibility by ensuring ease of movement between homes, jobs and services and by creating links to public transport services.
  - d) **Mix of uses:** To create vitality and interest, proposals should incorporate a mix of uses where possible and appropriate.
  - e) **Density, scale, form and massing:** The density, scale, form, massing and height of a development must be appropriate to the local context of the site and to the surrounding landscape/streetscape /waterscape character.
  - f) **Appropriate facilities:** Development shall incorporate appropriate waste management and storage facilities, provision for the storage of bicycles, and connection to communication networks.
  - g) **Detailed design and materials:** The detailing and materials of a building and its boundary treatment must be of high quality and appropriate to its context. New development should employ sustainable materials, building techniques and technology where appropriate. Proposals shall minimise construction waste. In particular, where appropriate, joinery including windows and doors, shall use appropriate materials and be detailed to reflect local traditions and character. Where a thatched building is proposed to be replaced, the new building must also

116 have a thatched roof, except in exceptional circumstances where sufficient justification can be  
117 provided, and an acceptable alternative has been proposed.

- 118 h) **Crime prevention:** The design and layout of development should be safe and secure, with  
119 natural surveillance. Measures to reduce the risk of crime and antisocial behaviour should be  
120 considered at an early stage so as not to be at the expense of overall design quality. Schemes  
121 should address Secured by Design standards and be in line with Crime Prevention Through  
122 Environmental Design (CTPED) Principles as appropriate.
- 123 i) **Accessibility and adaptability:** Developments shall be capable of adapting to changing  
124 circumstances, in terms of occupiers, use and climate change (including changes in water level).  
125 In particular, dwelling houses should be able to adapt to changing family circumstances or  
126 ageing of the occupier(s) and commercial premises should be able to respond to changes in  
127 industry or the economic base. Applicants are required to consider if it is appropriate for their  
128 proposed dwelling/ some of the dwellings to be built so they are accessible and adaptable and  
129 meet Building Regulation standard M4(2) and M4(3). If applicants do not consider it  
130 appropriate, they need to justify this. For developments of five dwellings or more, 20% will be  
131 built to meet Building Regulation Standard M4(2). If proposal would not meet policy standards,  
132 there will be a need to provide evidence to demonstrate that meeting the policy is not  
133 financially viable or that there is no unmet need for accessible and adaptable housing
- 134 j) **On site utilities infrastructure:** proposals need to fully understand and address any on site  
135 utilities infrastructure which may be on, under, over or close by to the site.
- 136 k) **Sustainable development** – proposals are required to fundamentally be sustainable. Example  
137 areas include adapting to different uses without the need for demolition, considering the  
138 embodied carbon of a property, being designed to make the most of solar gain, address  
139 overheating and be water efficient. See Sustainable Development section of this Local Plan.
- 140 l) **Flood risk and resilience:** Development shall be designed to reduce flood risk but still be of a  
141 scale and design appropriate to its Broads setting. Traditional or innovative approaches may be  
142 employed to reduce the risks and effects of flooding. See flood risk section of this Local Plan.
- 143 m) **Biodiversity:** The design and layout of development shall aim to protect, provide for, restore  
144 and enhance biodiversity. See the Natural Environment section of this Local Plan.
- 145 n) **High quality landscaping.** All proposals shall be designed to respond to and integrate effectively  
146 with the landscape character of the area, making a positive contribution through a high-quality  
147 landscaping scheme as appropriate. See the Landscape section of this Local Plan.

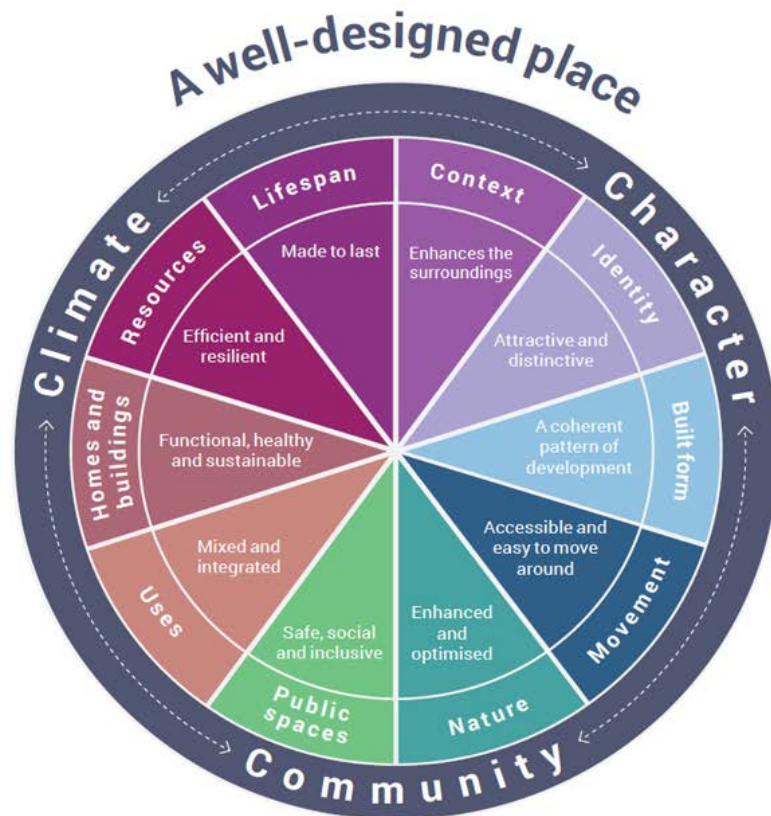
## 148 **Reasoned Justification**

149 Good design is vital for protecting and enhancing the special character of the Broads and for  
150 achieving truly sustainable development. The design principles set out in this policy provide a high-  
151 level framework for new development that supports the diverse nature of good design. All  
152 development proposals should demonstrate compliance with the design principles in the policy.  
153 Where development proposals need to be accompanied by a Design and Access Statement, it  
154 should be used to explain how the principles of good design, including the criteria set out in this  
155 policy, have been incorporated into the development. The following text explains the criteria in the  
156 policy.

157 As stated in paragraph 126 of the NPPF (2023) “The creation of high quality, beautiful and  
158 sustainable buildings and places is fundamental to what the planning and development process  
159 should achieve.”



160 As set out in the National Design Guide (2021), a well-designed place comes through making the  
 161 right choices at all levels including layout, form and scale of buildings, appearance, landscape, and  
 162 materials. A number of other characteristics include the climate, character, and community. The  
 163 ten characteristics set out in the National Design Guide reflect the importance of a well-designed  
 164 place. Well-designed places have individual characteristics which work together to create its  
 165 physical Character. The ten characteristics help to nurture and sustain a sense of Community. They  
 166 work to positively address environmental issues affecting Climate. They all contribute towards the  
 167 cross-cutting themes for good design set out in the National Planning Policy Framework.



168 **Design Guides**

169 The Authority is finalising a Design Guide and that will set out key requirements for schemes in the  
 170 Broads to consider. Furthermore, some Neighbourhood Plans that have been made also have  
 171 design guides and again set out key requirements to address when designing schemes.

172 **Siting and layout**

173 Easy to navigate environments can help everyone, especially those with mobility issues, sight loss  
 174 or dementia, to live well, by being designed to be familiar, legible, distinctive, accessible,  
 175 comfortable and safe. Having access to amenities like local shops, doctors, post offices and banks  
 176 within easy, safe and comfortable walking distances help people with dementia to live independent  
 177 and fulfilling lives for longer. There are many guides that can help design better environments, such  
 178 as:

- 179 • BS 8300: 2009+A1:2010 looks at the design of buildings and their ability to meet the  
 180 requirements of disabled people [BS 8300:2009 Design of buildings and their approaches to](#)  
 181 [meet the needs of disabled people - Code of practice \(+A1:2010\) \(Withdrawn\), British Standards](#)  
 182 [Institution - Publication Index | NBS \(thenbs.com\)](#)

- 183 • The RTPI have produced DEMENTIA AND TOWN PLANNING (2020) [RTPI | Dementia and Town](#)  
184 [Planning](#)  
185 • Neighbourhoods for Life - Designing dementia-friendly outdoor environments:  
186 [www.idgo.ac.uk/about\\_idgo/docs/NfL-FL.pdf](http://www.idgo.ac.uk/about_idgo/docs/NfL-FL.pdf)

### 187 **Relationship to surroundings and to other development**

188 Development proposals should not be designed in isolation from their context. Although there is  
189 considerable variation in local architectural styles, buildings in the Broads are typically of simple  
190 construction, often from lightweight materials, and of a scale which blends with their natural  
191 surroundings. New development should take account of the characteristics of the site, as well as  
192 the distinctiveness of the wider Broads' setting, and make a positive contribution to the  
193 surrounding area. The density, scale and mix should be compatible with the character of the local  
194 area and avoid adverse impacts of development on views, vistas and skylines. In accordance with  
195 the NPPF and NPPG, the Authority considers design to be of great importance and development will  
196 not be acceptable if its design is inappropriate in its context or fails to take opportunities available  
197 for improving the character and quality of an area and the way it functions. In the interests of  
198 sustainability and good design, it is also important to promote ease of movement within and  
199 between places where people live, and between these places and workplaces and other amenities  
200 and services.

### 201 **Appropriate facilities**

202 Appropriate facilities for users of new development should be integrated effectively into its design  
203 and layout so they can be accessed in a safe and convenient manner and do not detract from the  
204 overall appearance of the development. The nature of the facilities will vary depending on the  
205 development proposed but should include waste management and storage facilities to aid  
206 recycling, provision for the safe, secure and user-friendly storage of bicycles in locations convenient  
207 to the cyclist, with good natural or CCTV surveillance to help reduce cycle theft, and connection to  
208 telephone and broadband networks.

### 209 **Density, scale, form and massing**

210 Particular attention should be given to details in regard to the appearance of development in the  
211 Broads' landscape. This should take into account the form, mass and scale of a building or  
212 structure. Proposals should also consider the texture, colour, pattern and durability of materials  
213 used and reference Broads' vernacular and local detailing. Materials should aim to conserve and  
214 enhance the local identity and distinctiveness of the built environment and landscape character.  
215 Non-traditional unsustainable materials will be resisted if they are not considered to be a high-  
216 quality material appropriate to context or able to contribute to local distinctiveness. Many modern  
217 materials have a uniform and applied texture which does not weather or soften over time.  
218 Individually and cumulatively these materials are considered to erode the distinctive character of  
219 the Broads and will become increasingly incongruous in the area. However, it is acknowledged that  
220 there will be instances when modern construction methods and design solutions may necessitate  
221 the use of other sustainable materials.

### 222 **Crime prevention**

223 The safety and security of the users of new development is an important consideration at an early  
224 stage in the design process. The attributes of good design include safer places. Well-designed  
225 development will create safe, sustainable and attractive places to live and work. It is important that  
226 new development is designed to minimise both the opportunity for crime and the perception or

227 fear of crime, while ensuring that other planning and design objectives are not compromised.  
228 Secured by Design aims to achieve a good standard of security for buildings and the immediate  
229 environment. There are Residential, Commercial, Hospital and Educational Developments Design  
230 Guides available from [www.securedbydesign.com](http://www.securedbydesign.com) which explain all of the crime reduction elements  
231 of these schemes. The interactive design guide  
232 <https://www.securedbydesign.com/guidance/interactive-design-guide> is also a very good and self-  
233 explanatory tool that can walk you through the various elements of designing out crime in a visual  
234 manner.

### 235 **Building for a Healthy Life**

236 Assessing design quality for major applications for residential development will be made using the  
237 Building for a Healthy Life<sup>2</sup> ~~criteria (see Appendix M)~~, which are reflected in this policy. Applicants  
238 will be expected to demonstrate that the scheme positively addresses relevant categories within  
239 the Building for a Healthy Life criteria.

### 240 **Detailed design and materials**

241 Thatch is an important vernacular material in the Broads, the use of which is declining. The policy  
242 ensures that the use of thatch continues to contribute to the character of the Broads area and  
243 retains and strengthens the cultural heritage of the area, including heritage skills such as reed and  
244 sedge cutting and thatching.

245 Window replacements are often the most serious threat to the appearance of buildings and wider  
246 character of areas and may even affect the value of properties. The replacement of timber windows  
247 with PVCu is likely to result in several problems:

- 248 • The material cannot reproduce profiles and detailing of traditional joinery due to the limitation  
249 in the manufacturing process meaning sections are often heavy and bulky (which can also affect  
250 light levels).
- 251 • The variety in design can destroy the visual harmony of a street/ river scene.
- 252 • The material remains visually prominent for its lifetime, does not weather well and can be too  
253 harsh against softer traditional materials of traditional buildings.
- 254 • The material is not as easy and economical to repair as timber.
- 255 • It does not have the biodegradable qualities of timber when redundant, creating an  
256 environmental land fill hazard.

257 There are other alternative, low maintenance, and high quality materials available, such as  
258 aluminium, which does not have the same sustainability issues as uPVC and can in some instances  
259 be considered appropriate on design grounds, depending on the building age/design.

260 It is important that proposals are able to accommodate access by emergency service vehicles and  
261 waste disposal vehicles. Considering the Fire Service in particular, sprinklers are encouraged in  
262 developments, and the requirements to include fire hydrants and hard standings for firefighting are  
263 judged on a case-by-case basis and may be a planning condition.

264 Residential refuse storage areas need to meet the requirements of the local waste collection  
265 service and demonstrate that commercial development proposals include adequate space for  
266 refuse storage and collection. Refuse storage areas need to be enclosed, secure and visually

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<sup>2</sup> [Building for a Healthy Life \(udg.org.uk\)](http://udg.org.uk)

267 attractive, and user-friendly, integrated with the site and building design. The location and design  
268 need to suit the character of the area and development pattern.

### 269 Accessibility and adaptability

270 The Authority also encourages the provision of some dwellings, in appropriate locations, to be  
271 designed to be **accessible** and accommodate wheelchairs. In schemes of 5 dwellings or more it  
272 requires 20% to meet Building Regulations part M4(2). The details are set out in the Building  
273 Regulations part M<sup>3</sup>. This is because: ~~The justification for this requirement is discussed in the~~  
274 ~~Design policy requirement relating to Building Regulations M(4)2 Topic Paper (2018)~~<sup>4</sup>. ~~In summary:~~

- 275 • The Census ~~2011~~ 2021 shows that the Broads Authority Executive Area has an ageing  
276 population, with ~~30%~~ 36.6% of the population being over 65 and 22% are disabled under the  
277 Equality Act. ~~and 23% of people saying their daily activities are limited.~~
- 278 • The age profile of the Broads is likely to change in a similar manner to our districts. That is to  
279 say that the relative proportions of those aged 65 and over and 85 and over will increase by  
280 2035/36. Older people may experience health and mobility issues and it is these issues which  
281 the Building Regulations M4(2) seeks to help address.
- 282 • Turning to viability, the 2018 Viability Assessment concludes that for new build, the  
283 requirement can be designed in from the start at little or no cost. If sites are on steep hills, the  
284 cost could increase; but it is recognised that there are very few steep hills in the Broads. For  
285 conversions, there could be a slight cost increase but that depends on the level of works to the  
286 structure being converted. Generally, the 2018 Viability Assessment concludes that additional  
287 base costs of complying with M4(2) are capable of being absorbed and that schemes of 5+  
288 dwellings will be viable. **Please note that a viability assessment will be carried out on the next**  
289 **version of the Local Plan and this section will be updated accordingly.**

290 The NPPG<sup>5</sup> is clear, however, in saying that ‘*Local Plan policies should also take into account site*  
291 *specific factors such as vulnerability to flooding, site topography, and other circumstances which*  
292 *may make a specific site less suitable for M4(2) and M4(3) compliant dwellings, particularly where*  
293 *step free access cannot be achieved or is not viable. Where step-free access is not viable, neither of*  
294 *the Optional Requirements in Part M should be applied*’. The Authority acknowledges that this  
295 standard may not be appropriate in some locations or for some schemes, but applicants are  
296 required to justify reasons for not including dwellings that are accessible and adaptable.

297 The Authority is aware of the consultation in 2020 relating to accessibility standards for new  
298 homes: Raising accessibility standards for new homes: summary of consultation responses and  
299 government response - GOV.UK ([www.gov.uk](http://www.gov.uk)).

300 The Government responded to the consultation saying the following. At the time of writing, the  
301 technical consultation had not been release.

- 302 • Government proposes that the most appropriate way forward is to mandate the current M4(2)  
303 (Category 2: Accessible and adaptable dwellings) requirement in Building Regulations as a  
304 minimum standard for all new homes – option 2 in the consultation. M4(1) will apply by  
305 exception only, where M4(2) is impractical and unachievable (as detailed below). Subject to a  
306 further consultation on the draft technical details, we will implement this change in due course  
307 with a change to building regulations.

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<sup>3</sup> [Building Regulations Part M Access to and use of buildings \(pdf | publishing.service.gov.uk\)](#)

<sup>4</sup> [Building Regulations M4\(2\) ~~www.broads-authority.gov.uk/planning/planning-policies/development/future-local-plan/evidence-base~~](#)

<sup>5</sup> [Housing: optional technical standards \(\[www.gov.uk\]\(http://www.gov.uk\)\)](#)

- 308 • [M4\(3\) \(Category 3: Wheelchair user dwellings\) would continue as now where there is a local](#)  
 309 [planning policy in place in which a need has been identified and evidenced. Local authorities will](#)  
 310 [need to continue to tailor the supply of wheelchair user dwellings to local demand.](#)

311 **High quality landscaping**

312 Landscaping is part of the design response to mitigate and/or enhance a proposal. Some types and  
 313 forms of hard surfaces and structures or soft landscaping (planting) can have biodiversity, amenity  
 314 and recreation benefits and are more appropriate in the Broads Executive Area than others. What is  
 315 suitable on a site would reflect the location and setting. The landscaping design proposals should  
 316 reflect the key positive characteristics of the locality and its setting. As a minimum, all proposals  
 317 that are deemed to have a landscape impact will be accompanied by a Landscaping Strategy. The  
 318 detailed landscaping scheme and management plan will be conditioned should permission be  
 319 granted. It may be prudent for some schemes to provide the landscaping scheme and management  
 320 plan as part of the application, rather than using the two stage approach. The size of the scheme  
 321 may determine this. [See landscaping guide.](#)

322 **Other policies in the Local Plan**

323 When designing new development, consideration should also be given to the design implications  
 324 set out in other policies in this plan. Of particular relevance are: [the policies in the Sustainable](#)  
 325 [Development section and policies on](#) Landscape, Water quality and resources, Historic  
 326 environment, Energy generation and efficiency, Accessibility on land, Accessibility to water,  
 327 Amenity, Flood risk, Land raising, and Disposal of excavated material. Applicants should also have  
 328 regard to the design guides produced by the Authority<sup>6</sup>.

329 **Guidance**

- 330 • [Streets for a Healthy Life](#) - this document has been prepared to illustrate and explain what good  
 331 [residential streets look like, and how they function.](#)  
 332 • [Building for a Healthy Life: Building for a Healthy Life \(BHL\) updates England’s most widely](#)  
 333 [known and most widely used design tool for creating places that are better for people and](#)  
 334 [nature](#)  
 335 • [Suffolk Design](#) - Suffolk Design is an initiative to ensure the quality of new buildings, public  
 336 spaces and neighbourhoods throughout the county meets today’s needs and tomorrow’s  
 337 challenges.

338 **Reasonable alternative options**

- 339 a) The original policy, with no amendments.  
 340 b) No policy

341 **Sustainability appraisal summary**

342 The three options (of the amended policy, no policy and the original policy) have been assessed in  
 343 the SA. The following is a summary.

A: Keep original policy	6 positives. 0 negatives. 0 ? Overall, positive.
B: Preferred Option - amend policy.	7 positives. 0 negatives. 0 ? Overall, positive.
C: No policy	0 positives. 0 negatives. 7 ?

<sup>6</sup> [Broads planning guides \(broads-authority.gov.uk\)](http://broads-authority.gov.uk)

Overall, positive.
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344 **How has the existing policy been used since adoption in May 2019?**

345 According to recent Annual Monitoring Reports, the policy has been used and schemes are in  
346 general conformity with the policies.

347 **Why have the alternative options been discounted?**

348 There are often proposals to convert, re-use or change the use of buildings. A policy that seeks to  
349 guide such proposals is therefore prudent given the prominence of buildings in the landscape of the  
350 Broads. The changes clarify the policy, highlight the opportunities conversion, re-use and change of  
351 use to improve the environmental credentials of the schemes as well as refer to embodied carbon.

352 **UN Sustainable Development Goals check**

353 This policy meets these [UN SD Goals](#):

**3** GOOD HEALTH  
AND WELL-BEING



**11** SUSTAINABLE CITIES  
AND COMMUNITIES



**13** CLIMATE  
ACTION



**15** LIFE  
ON LAND



354 **Appendix xxx Design Code Checklist**

355

356 **Making a Submission**

- 357 1.1 To make a submission and demonstrate consideration and compliance with
- 358 the guide, the adjacent checklist should be completed. This checklist
- 359 comprises a list of each guide (with reference number) and self-assessment
- 360 using a traffic lightsystem:
- 361 • Green full compliance
  - 362 • Amber partial compliance, insofar as possible with accompanying explanation.
  - 363 • Red an alternative approach has been applied with a justification of
  - 364 why the guide has not been met.

- 365 1.2 Where a proposal deviates from the guide, either with an amber or red, then a
- 366 full explanation should be offered. This further explication can be either, or
- 367 both, a reference to a specific section within the Design and Access Statement
- 368 or Planning Statement that addresses the particular aspect of the design and
- 369 reflects upon the guide directly or an additional comment page appended to
- 370 the checklist (as suggested on the next page).

- 371 1.3 The purpose of the checklist allows applicants to reflect upon the guidance and
- 372 offer a explanation for the proposal and address any inconsistencies. This
- 373 allows an application to be better understood, alongside considering other
- 374 policies and guidance, to form a basis for feedback and constructive discussions
- 375 where there is a different approach taken to that outlined in the guide. The
- 376 following questions may help in devising an explanation where a proposal
- 377 deviates from the guidance:

- 378 • What design aspect, or part, does not wholly meet the guidance?
- 379 • Have other alternatives been explored, with the proposed
- 380 demonstrating greater benefits, than that suggested in the
- 381 guidance?
- 382 • Has further assessment of the local and regional context informed the
- 383 different approach?
- 384 • Are there on-site constraints that have otherwise limited the design
- 385 response that mean the design guide cannot be met?
- 386 • Has the difference resulted from emphasis on meeting other design
- 387 guides that mean this guide cannot be fully met?
- 388 • Is the proposal innovative in such a way that the design is more
- 389 appropriate for the site than what is suggested in the guidance?
- 390 • Have other technical studies resulted in a solution that is better
- 391 suited than suggested in the guidance?
- 392 • Would the proposed deviation to the guidance result in adverse,
- 393 harm or unreasonable to the setting of adjacent buildings,
- 394 placemaking and design quality overall?

395

Building Type:

Reference	Guide	Notes
BA1	Roof Form	
BA2	Height & Storeys	
BA3	Width & Bays	
BA4	Building Line	
BA5	Setback	
BA6	Extensions	
BA7	Outbuildings	
BA8	Boathouses	
BA9	Banks & Moorings	
BA10	Replacement Building	
BA11	Conversion	
BA12	Frontages & Entrances	
BA13	Fenestration	
BA14	Materials	
BA15	Detailing	
BA16	Boundaries	
BA17	Biodiversity	
BA18	Gardens & Landscaping	
BA19	Flood Risk	
BA20	Planting	
BA21	Drainage	
BA22	Lighting & Dark Skies	
BA23	Solar Gain	
BA24	Sustainability	
BA25	Energy Efficiency	
BA26	Embodied Carbon	
BA27	Walking	
BA28	Cycling	
BA29	Parking & Access	
BA30	Bin Stores & Waste	

396

Site Address:  Building Type:  Applicant:

Reference Guide Addressed:   
 BA

Explanation:



## **Sustainability Appraisal**

SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
- ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.
- ENV5: To adapt, become resilient and mitigate against the impacts of climate change
- ENV6: To avoid, reduce and manage flood risk and to become more resilient to flood risk and coastal change.
- ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- ENV8: To minimise the production and impacts of waste through reducing what is wasted, and re-using and recycling what is left.
- ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and their settings
- ENV10: To achieve the highest quality of design that is innovative, imaginable, and sustainable and reflects local distinctiveness.
- ENV11: To improve air quality and minimise noise, vibration and light pollution.
- ENV12: To increase the proportion of energy generated through renewable/low carbon processes without unacceptable adverse impacts to/on the Broads landscape
- SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.
- SOC2: To reduce poverty, inequality and social exclusion.
- SOC3: To improve education and skills including those related to local traditional industries.
- SOC4: To enable suitable stock of housing meeting local needs including affordability.
- SOC5: To maximise opportunities for new/ additional employment
- SOC6: To improve the quality, range and accessibility of community services and facilities and to ensure new development is sustainability located with good access by means other than a private car to a range of community services and facilities.
- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.

**Assessment of policy**

**Policy POPSXX: Strategic Design Policy**

	A: Have a policy		B: No policy	
ENV1			<p>Not having a policy does not necessarily mean that these considerations will not be addressed in schemes, but having a policy provides certainty.</p>	
ENV2				
ENV3				
ENV4	+	Policy refers to the distinctive character of the area.		?
ENV5	+	Policy refers to minimising carbon emissions.		?
ENV6				
ENV7				
ENV8	+	Policy refers to minimising waste.		?
ENV9	+	Policy refers to heritage.		?
ENV10	+	Fundamentally, the policy seeks excellent design.		?
ENV11				
ENV12				
SOC1				
SOC2				
SOC3				
SOC4				
SOC5				
SOC6				
SOC7				
ECO1				
ECO2				
ECO3				

**Policy PODM43: Design**

	A: Keep original policy	B: Preferred Option - amend policy	C: No policy
ENV1	+ Policy refers to provision of appropriate facilities and permeability and accessibility.	+ Policy refers to provision of appropriate facilities and permeability and accessibility	?
ENV2			
ENV3	+ Policy refers to protecting and providing for biodiversity.	+ Policy refers to protecting and providing for biodiversity.	?
ENV4	+ Policy requires schemes to reflect the local area as well as referring to landscaping.	+ Policy requires schemes to reflect the local area as well as referring to landscaping.	?
ENV5		+ Policy refers to sustainable development section.	?
ENV6	+ Policy refers to flood risk and resilience.	+ Policy refers to flood risk and resilience.	?
ENV7			
ENV8	+ Policy refers to waste vehicles and waste storage.	+ Policy refers to waste vehicles and waste storage.	?
ENV9			
ENV10	+ Fundamentally, the policy seeks excellent design.	+ Fundamentally, the policy seeks excellent design.	?
ENV11			
ENV12			
SOC1			
SOC2			
SOC3		+ Policy refers particularly to thatch.	?
SOC4			
SOC5			
SOC6			
SOC7			
ECO1			
ECO2			
ECO3			

Not having a policy does not necessarily mean that these considerations will not be addressed in schemes, but having a policy provides certainty



**Local Plan for the Broads - Review  
Preferred Options bitesize pieces  
December 2023**

**Visitor and community facilities and services**

This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested. This policy is already in the local plan, but some amendments are proposed.

Amendments to improve the policy are shown as follows: ~~text to be removed~~ and [added text](#).

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal, but is included here to show how the policy and options are rated.

The currently adopted policy remains in place – these are proposed amendments and this section will form part of the Preferred Options version of the Local Plan.

1 **Policy [POSP16](#): ~~New~~ Community facilities**

- 2 1. The Authority supports the retention of existing community facilities and services.  
3 2. New community facilities will be supported where there is a proven need identified and  
4 location within the Broads is fully justified.

5 **Reasoned Justification**

6 Community facilities such as shops, post offices, libraries, public houses and primary schools  
7 provide essential services that contribute to the sustainability of communities. The policy supports  
8 the retention of such services. New community facilities are supported provided there is an  
9 operational and locational justification.

10 It is essential that proposals for new community facilities do not impinge on the natural beauty,  
11 ecological value, historic environment and local distinctiveness of the Broads or other people's  
12 enjoyment of it.

13 [This strategic policy includes public houses. A detailed policy on pubs can be found at \[Policy XXX,\]\(#\)](#)  
14 [page xxx.](#)

15 It should be borne in mind that the Authority boundary is drawn tightly around the settlements,  
16 and much of the built development within a village, and the land potentially available for  
17 development, is outside the Authority boundary. To achieve the provision of facilities beyond the

18 Authority area that will benefit whole communities, it will be necessary to work in close co-  
19 operation with the adjoining Districts.

### 20 **Localism act and community rights**

21 The Localism Act (2011) aims to help the devolution of decision-making powers from central  
22 government control to individuals and communities. Of particular relevance to this policy is the  
23 Community Right to Bid, where community groups have the opportunity to nominate land or  
24 buildings (assets) in their area which they think are of 'community value' to be included on a list  
25 held by the Council.

26 Adding an Asset of Community Value to the list triggers a stand still period, to allow community  
27 groups to plan and assemble funds that would allow them to bid for the asset should it be placed  
28 for sale on the market. Assets can be owned by a council or have private owners.

29 Assets of Community Value can include buildings or land that promotes the social interests or  
30 wellbeing of the area (e.g. cultural, recreational, shopping or sporting) or which have had such a  
31 use in the recent past, for example libraries, community centres, pubs and shops. The power to list  
32 an asset does not mean the owner must sell to the community group.

33 The Broads Authority does not hold or maintain a list as it is a function of our constituent districts  
34 councils. Applicants should contact the councils directly for information<sup>1</sup>.

### 35 **Reasonable alternative options**

36 a) No policy

### 37 **Sustainability appraisal summary**

38 The options of no policy and having a policy have been assessed in the SA. The following is a  
39 summary.

A: Keep original policy	3 positives. 0 negatives. 0 ? Overall, positive.
B: No policy	0 positives. 0 negatives. 3 ?

### 40 **How has the existing policy been used since adoption in May 2019?**

41 According to recent Annual Monitoring Reports, the policy has been used and applications have  
42 been determined in accordance with the policy.

### 43 **Why has the alternative option been discounted?**

44 An alternative option is to not have a policy. Community facilities are an important aspect of the  
45 Broads and can be affected by schemes. To have a policy on Community facilities is therefore  
46 favoured.

### 47 **UN Sustainable Development Goals check**

48 This policy meets these [UN SD Goals](#):

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<sup>1</sup> More information is provided at [mycommunity.org.uk](http://mycommunity.org.uk) and [A plain English guide to the Localism Bill - Update \( pdf | publishing.service.gov.uk\)](http://A plain English guide to the Localism Bill - Update ( pdf | publishing.service.gov.uk))

**11** SUSTAINABLE CITIES  
AND COMMUNITIES



49 **Policy DM44: Visitor and community facilities and services**

50 **Existing facilities**

- 51 1) Applications for the change of use or redevelopment of an existing community, visitor or  
52 recreational facility or service that meets a local need or contributes to the network of facilities  
53 through the Broads will only be permitted where:
- 54 a) It can be proven that there is no community need for the service/facility; ~~or~~ and
  - 55 b) It can be demonstrated through a ~~viability assessment~~ an assessment of viability that the  
56 current use is economically unviable.
- 57 2) In all instances, details of consultation with the community regarding the change of use or  
58 redevelopment need to be provided.
- 59
- 60 3) Where appropriate any historic features which allow buildings to be read as an important  
61 former community use/service should be restored or protected.

62 **New visitor and community facilities and services**

- 63 4) Development of new buildings, the extension of existing buildings or the use of land to meet a  
64 need for local community uses and facilities will be permitted provided that:
- 65 a) An assessment can demonstrate a need for the facility and that it will support the social viability  
66 of a community; and
  - 67 b) Locating the facility within the Broads can be justified; and
  - 68 c) It would not adversely affect protected species or habitat, landscape character or the historic  
69 environment; and
  - 70 d) The facility is in a sustainable location, accessible by a choice of transport modes; and
  - 71 e) The facility will be operated without detriment to local residents; and
  - 72 f) The facility will be designed so that they are adaptable and can be easily altered to respond to  
73 future demands if necessary; and
  - 74 g) The facility is of an appropriate scale; and
  - 75 h) It is located within or adjoining the settlement that the facilities are intended to serve and do  
76 not materially extend the form of the settlement

74 **Village halls and community centres**

- 75 5) In addition to the above, new village halls or community centres will be permitted provided  
76 that:
- 77 a) They are designed in a way to keep running and maintenance costs (including appropriate water  
78 and energy efficiency measures) to a minimum; and
  - 79 b) A long-term funding (minimum 10 years), maintenance and management plan is produced to  
80 identify how the facility will generate sufficient income to ensure self-financing to assure the  
81 Broads Authority of the proposed facility's financial sustainability. This could include an  
82 appropriate permanent usage for part of the facility (e.g. health or social care).

83 **Diversification**

- 84 6) Proposals for the diversification of visitor and community facilities and services will be  
85 supported where evidence demonstrates:
- 86 a) the development improves the viability of the service and facility, and is necessary to resolve  
87 inherent viability problems, rather than the circumstances or needs of the present owner; and

- 88 b) the development is subservient and well related in scale and kind to the existing service and/or  
89 facility; and  
90 c) there is no other source of funding that might achieve the same benefits; and  
91 d) the proposed development will secure the long-term future of the service and facility

92 **Education and conservation proposals**

- 93 7) Facilities which are educational in nature or relate to the promotion of the conservation of the  
94 Broads environment will be supported.

95 **Reasoned Justification**

96 The vitality and well-being of Broads' communities is reliant upon local services and facilities which  
97 meet their day-to-day needs. These include health, education, emergency services, community  
98 halls, car parks, public transport, places of worship, post offices, cultural infrastructure (museums,  
99 art galleries etc.) and libraries. They can also include more commercial enterprises such as pubs and  
100 post offices, and 'Assets of Community Value' which communities can nominate themselves.

101  
102 The loss of facilities ~~such as post offices and libraries~~ would result in people having to travel further  
103 to meet their everyday needs, which can have a particularly adverse impact on those who do not  
104 have the ability to travel easily, such as the elderly. Serving both residents and visitors, they can  
105 contribute significantly to the quality of experience. Furthermore, many of the employment  
106 generating businesses within the Broads serve visitors as well as the resident market, such as shops  
107 and pubs (although pubs are not covered in this policy, see policy SSPUBS), and their loss can have a  
108 wider than local impact. To maintain a level of local servicing, the Authority will seek to protect  
109 existing community facilities and services and will only approve proposals that would lead to their  
110 loss where it can be robustly demonstrated that the facility is no longer suitable or viable for its  
111 community use. Only then will alternative uses be permitted, again subject to demonstrating that  
112 the existing uses would be unviable. Applications should be accompanied by a statement,  
113 completed by an independent chartered surveyor, which demonstrates that current uses are not  
114 viable. This statement should provide an assessment of the current and likely future market  
115 demand for the site or property, attempts to market it for a sustained period of 12 months, and its  
116 value. The level of detail and type of evidence and analysis presented should be proportionate to  
117 the scale and nature of the site and/or property in question. The Authority will need to verify the  
118 content of such a report and may need to employ external expertise to do so. The applicant will  
119 need to meet this expense. The Broads Authority have produced A guide on marketing and viability  
120 assessment requirements (broads-authority.gov.uk) which will be of relevance.

121 Where the viability of services and/or facilities is genuinely threatened it may be possible to  
122 combine facilities, or introduce complementary commercial activities (such as shops, cafes, or  
123 offices) which help to secure their long-term future without undermining the principal service  
124 and/or facility.

125 The siting of any development will vary depending on the facility being replaced and the location,  
126 but accessibility by a variety of transport modes will be an important factor. The policy therefore  
127 requires proposals for new facilities likely to attract large numbers of people to be located where  
128 they are accessible by a choice of transport means. Applicants are required to justify the  
129 sustainability of the location for the proposed development. Development proposals will also be  
130 expected to be accompanied by a needs assessment that demonstrates the demand for the



131 proposed facility and why an alternative site outside the Broads could not accommodate the  
132 development.

133 The ongoing maintenance and management that ensures the longevity of community centres or  
134 village halls is an important early consideration. The primary purpose of these buildings is to  
135 provide a community meeting space. However, there should be the scope to accommodate  
136 appropriate ancillary uses, some of which may be permanent. Some examples of acceptable  
137 permanent uses include a café, outreach health and social care, or a community enterprise.  
138 Applicants are required to provide information that explains how the village hall or centre will be  
139 used and how its longevity can be assured.

140 In terms of proving there is no community need, marketing evidence and independent assessments  
141 of the facility's potential will be expected, taking into consideration alternative uses or ways to  
142 make the service or facility more viable. Evidence should be proportionate to the scale of the loss  
143 and flexibility will be allowed where it is clear the facility is only suited to a specialist use.

144 The retail and tourism policies may be of relevance to schemes and will be applied as necessary.

145 Examples are as follows, but this list is not exhaustive:

- 146 • Community facility – post offices, cemeteries (see policy **ACL1 and DM7**), libraries, village halls,  
147 shops **and cafes**, sports facilities (also see policies **DIT2 and FLE1**). Please note that pubs are  
148 addressed in their own policy, **SSPUBS**.
- 149 • Visitor facility – car parks, visitor moorings, bike stands, slipways.

150 Proposals relating to play areas, sports fields, open space and allotments are addressed in policy  
151 DM7.

152 If a proposal is considered to potentially have an effect on an internationally designated site, it will  
153 need to be considered against the Habitats Regulations and a project level Appropriate Assessment  
154 undertaken.

155 Ancillary provision to these facilities, such as parking and litter bins, will be an important  
156 consideration.

### 157 **Reasonable alternative options**

- 158 a) No policy
- 159 b) Original policy

### 160 **Sustainability appraisal summary**

161 The options of no policy, the original policy and amended policy have been assessed in the SA. The  
162 following is a summary.

A: Keep original policy	6 positives. 0 negatives. 0 ? Overall, positive.
B: Amended policy	6 positives. 0 negatives. 0 ? Overall, positive.
C: No policy	0 positives. 0 negatives. 6 ?

163 **How has the existing policy been used since adoption in May 2019?**

164 According to recent Annual Monitoring Reports, the policy has been used and applications have  
165 been determined in accordance with the policy.

166 **Why has the alternative option been discounted?**

167 An alternative option is to not have a policy. Community facilities are an important aspect of the  
168 Broads and can be affected by schemes. To have a policy on Community facilities is therefore  
169 favoured.

170 **UN Sustainable Development Goals check**

171 This policy meets these [UN SD Goals](#):

**11** SUSTAINABLE CITIES  
AND COMMUNITIES



## Sustainability Appraisal

### SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
- ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.
- ENV5: To adapt, become resilient and mitigate against the impacts of climate change
- ENV6: To avoid, reduce and manage flood risk and to become more resilient to flood risk and coastal change.
- ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- ENV8: To minimise the production and impacts of waste through reducing what is wasted, and re-using and recycling what is left.
- ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and their settings
- ENV10: To achieve the highest quality of design that is innovative, imaginable, and sustainable and reflects local distinctiveness.
- ENV11: To improve air quality and minimise noise, vibration and light pollution.
- ENV12: To increase the proportion of energy generated through renewable/low carbon processes without unacceptable adverse impacts to/on the Broads landscape
- SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.
- SOC2: To reduce poverty, inequality and social exclusion.
- SOC3: To improve education and skills including those related to local traditional industries.
- SOC4: To enable suitable stock of housing meeting local needs including affordability.
- SOC5: To maximise opportunities for new/ additional employment
- SOC6: To improve the quality, range and accessibility of community services and facilities and to ensure new development is sustainability located with good access by means other than a private car to a range of community services and facilities.
- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.

Policy POSP16: Community facilities

		A: Keep original policy	B: No policy
ENV1			
ENV2			
ENV3			
ENV4			
ENV5			
ENV6			
ENV7			
ENV8			
ENV9			
ENV10			
ENV11			
ENV12			
SOC1	+	Community facilities can benefit mental and physical health and wellbeing, for example through space for sport in community centres.	?
SOC2	+	Community facilities are important for everyone. They can be places for people to meet.	?
SOC3	+	Community facilities can be places to hold education classes of various types.	?
SOC4			
SOC5			
SOC6			
SOC7			
ECO1			
ECO2			
ECO3			

Not having a policy does not necessarily mean that community facilities will be lost or cannot come forward. But a policy provides certainty.

Policy DM44: Visitor and community facilities and services

	A: Keep original policy		B: Amended policy		C: No policy	
ENV1						
ENV2						
ENV3	+	Policy refers to impact on biodiversity.	+	Policy refers to impact on biodiversity.	?	Not having a policy does not necessarily mean that community facilities will be lost or cannot come forward. But a policy provides certainty.
ENV4	+	Policy refers to impact on landscape character.	+	Policy refers to impact on landscape character.	?	
ENV5						
ENV6						
ENV7						
ENV8						
ENV9	+	Policy refers to impact on historic environment.	+	Policy refers to impact on historic environment.	?	
ENV10						
ENV11						
ENV12						
SOC1	+	Community facilities can benefit mental and physical health and wellbeing, for example through space for sport in community centres.	+	Community facilities can benefit mental and physical health and wellbeing, for example through space for sport in community centres.	?	
SOC2	+	Community facilities are important for everyone. They can be places for people to meet.	+	Community facilities are important for everyone. They can be places for people to meet.	?	
SOC3	+	Community facilities can be places to hold education classes of various types.	+	Community facilities can be places to hold education classes of various types.	?	
SOC4						
SOC5						
SOC6						
SOC7						
ECO1						
ECO2						
ECO3						



**Local Plan for the Broads - Review  
Preferred Options bitesize pieces  
December 2023**

**Policy DM48: Re-use, conversion or change of use of buildings**

This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested. This policy is already in the local plan, but some amendments are proposed.

Amendments to improve the policy are shown as follows: ~~text to be removed~~ and added text.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal, but is included here to show how the policy and options are rated.

**Policy DM48: Re-use, conversion or change of use of buildings**

1. The re-use, conversion or change of use of buildings and structures to employment, tourism (including holiday accommodation for short stay occupation on a rented basis), recreation and community uses will be supported where:
  - a) ~~The building makes a positive contribution to the landscape of the Broads to make it worthy of retention;~~
  - b) A structural survey demonstrates that the building is structurally sound and capable of conversion without major rebuilding and/or substantial extension;
  - c) The building can be ~~redeveloped~~ re-used, converted or changed without an adverse effect on the character of the Broads' landscape or its setting and the ~~redeveloped~~ re-use, conversion or change takes the opportunity to make a positive contribution to the appearance of the locality;
  - d) The proposal is of a high-quality design, retaining the features that contribute positively to the character of the building;
  - e) The nature, scale and intensity of the proposed use are compatible with, and would not prejudice, surrounding uses and the character of the locality;
  - f) The highway network is able to accommodate safely the demands resulting from the proposed use;
  - g) The design and details of conversion will maintain, and enhance, restore or add to biodiversity; and
  - h) It incorporates measures to enhance the environmental performance of the building in particular light pollution, energy and water efficiency, flood risk resilience and climate change adaptation and resilience measures. ~~, where appropriate.~~
2. The conversion of a building or structure to a residential use outside a development boundary, where the building would be used as a second home or for the main residence of the occupiers,

will only be acceptable when all the above criteria are met and when it is clearly demonstrated that employment, recreation, tourism and community uses would be unviable.

3. The conversion of a building or structure to holiday/tourism accommodation would need to meet criteria a to h of this policy as well as the requirements of the policies in the tourism section.
4. For proposals outside development boundaries for uses other than residential, second homes and tourism accommodation (which are covered in criteria 2 and 3), the above criteria will apply and also that the building is in a sustainable location, with adequate access to services and facilities or adequate access to people who would use the service or facility.
5. The Authority may seek to apply conditions limiting the ability to change use to other uses within Use Class E without the need for planning permission.

### **Reasoned Justification**

The re-use of buildings in the countryside can support the vitality of rural communities and help minimise the need for new build development that has the potential to detract from the special landscape character of the Broads. Indeed, there is embodied carbon in buildings and demolition and re-build may not be the best use of resources. The Authority is therefore generally supportive of the re-use of appropriately located and suitably constructed buildings in the countryside. ~~although certain buildings may not be suitable for conversion and re-use.~~

This policy is in line with the Embodied Carbon policy, which may be of relevance to proposals – see xxx.

~~The building must be of a sufficient quality to warrant retention.~~ Large, modern agricultural and industrial buildings will generally be considered to be unsuitable for conversion. The Authority will consider the appearance and architectural value of the building and how it contributes to the Broads' landscape, as well as the street scene, both before and after conversion.

The term 'holiday/tourism accommodation' means that permitted by policy DM30, e.g. short term holiday lets.

The conversion and re-use of buildings in the countryside will only be acceptable where a structural survey undertaken by an independent Structural Engineer demonstrates that the building is structurally sound and capable of conversion without major rebuilding or reconstruction.

To protect the character of the building and the surrounding landscape, all conversion works must be undertaken sensitively, using a high standard of design and good quality materials. The erection of substantial extensions can have a detrimental impact on the original form of a building or group of buildings and on the openness and special character of the landscape. The removal of external features, including original openings and materials, can erode the character of the building. It is expected that conversion works would involve minimal intervention to the original form and fabric of the building, such as new openings.

Buildings in the countryside have the potential to provide important breeding and roosting places for a number of species protected under a range of legislative provisions, including bats, barn owls

or nesting birds. In accordance with policy DM13, if the presence of a protected species is suspected the applicant will be required to submit appropriate protected species surveys. The policy also seeks to ensure that conversion works aim to maintain and enhance, restore or add to biodiversity. If a proposal is considered in the context of this policy to potentially have a likely significant effect alone or in combination with other plans and projects ~~an effect~~ on an internationally designated site, it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Proposals within a development boundary are deemed to have very good access to services and facilities. While it will not always be possible to apply the same standards of accessibility in established settlements to proposals in the countryside, when assessing proposals to convert a building in the countryside regard will be given to the sustainability of the location and the impact the proposed use would have on the local highway network. That being said, on occasion a building may be worthy of retention and benefit from conversion but be in an isolated location, and the Authority will balance the criteria within the policy.

Residential conversions may be appropriate for some types of buildings and in certain locations, providing that it has been demonstrated that a commercial or community use of the building is unviable and that the building is of sufficient quality to merit retention by conversion. Applications to convert a building outside of a development boundary to residential use should be accompanied by a report undertaken, by an independent Chartered Surveyor, which demonstrates why employment, recreation, tourism and community uses would not be viable due to inherent issues with the building. This should include details of conversion costs, the estimated yield of the commercial uses, and evidence of the efforts that have been made to secure employment, recreation, tourism and community re-use for a sustained period of 12 months. The Authority will need to verify the content of such a report, and may need to employ external expertise to do so. The applicant will need to meet the cost of this.

Where a building is of historic or architectural merit, the application will be considered under Policy DM12 on the re-use of historic buildings. For re-use or conversions of historic buildings (designated or non-designated), please refer to DM12.

[DM48 does not relate to buildings currently in employment use – see PODM25 and PODM26.](#)

There are permitted development rights to change the use of existing buildings. These are less permissive in the Broads than in other undesignated areas. A proposal may not require planning permission, but the applicant is advised to check with Development Management Officers at the Broads Authority for advice.

#### **Reasonable alternative options**

- a) The original policy, with no amendments.
- b) No policy

#### **Sustainability appraisal summary**

The three options (of the amended policy, no policy and the original policy) have been assessed in the SA. The following is a summary.

A: Keep original policy	7 positives. 0 negatives. 0 ?
-------------------------	-------------------------------



	Overall, positive.
B: Preferred Option - amend policy.	11 positives. 0 negatives. 0 ? Overall, positive.
C: No policy	0 positives. 0 negatives. 11 ? Overall, positive.

**How has the existing policy been used since adoption in May 2019?**

According to recent Annual Monitoring Reports, the policy has been used and schemes are in general conformity with the policies.

**Why have the alternative options been discounted?**

There are often proposals to convert, re-use or change the use of buildings. A policy that seeks to guide such proposals is therefore prudent given the prominence of buildings in the landscape of the Broads. The changes clarify the policy, highlight the opportunities conversion, re-use and change of use to improve the environmental credentials of the schemes as well as refer to embodied carbon.

**UN Sustainable Development Goals check**

This policy meets these [UN SD Goals](#):



## **Sustainability Appraisal**

SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
- ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.
- ENV5: To adapt, become resilient and mitigate against the impacts of climate change
- ENV6: To avoid, reduce and manage flood risk and to become more resilient to flood risk and coastal change.
- ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- ENV8: To minimise the production and impacts of waste through reducing what is wasted, and re-using and recycling what is left.
- ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and their settings
- ENV10: To achieve the highest quality of design that is innovative, imaginable, and sustainable and reflects local distinctiveness.
- ENV11: To improve air quality and minimise noise, vibration and light pollution.
- ENV12: To increase the proportion of energy generated through renewable/low carbon processes without unacceptable adverse impacts to/on the Broads landscape
- SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.
- SOC2: To reduce poverty, inequality and social exclusion.
- SOC3: To improve education and skills including those related to local traditional industries.
- SOC4: To enable suitable stock of housing meeting local needs including affordability.
- SOC5: To maximise opportunities for new/ additional employment
- SOC6: To improve the quality, range and accessibility of community services and facilities and to ensure new development is sustainability located with good access by means other than a private car to a range of community services and facilities.
- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.

## Assessment of policy

		A: Keep original policy	B: Preferred Option - amend policy	C: No policy
ENV1	+	Policy emphasises importance of access to services and facilities.	+	Policy emphasises importance of access to services and facilities. ?
ENV2			+	Policy refers to water efficiency. ?
ENV3	+	Policy identifies biodiversity potential of such buildings.	+	Policy identifies biodiversity potential of such buildings. ?
ENV4	+	Impact on landscape character is a key consideration.	+	Impact on landscape character is a key consideration. ?
ENV5			+	Policy refers to climate change adaptation and resilience. ?
ENV6			+	Policy refers to flood risk resilience. ?
ENV7	+	Policy seeks retention of building rather than demolition.	+	Policy seeks retention of building rather than demolition. ?
ENV8	+	Policy seeks retention of building rather than demolition.	+	Policy seeks retention of building rather than demolition. ?
ENV9				
ENV10	+	Policy highlights that design is important.	+	Policy highlights that design is important. ?
ENV11			+	Policy refers to light pollution. ?
ENV12				
SOC1				
SOC2				
SOC3				
SOC4				
SOC5				
SOC6	+	Policy emphasises importance of access to services and facilities.	+	Policy emphasises importance of access to services and facilities. ?
SOC7				
ECO1				
ECO2				
ECO3				

Not having a policy does not mean that these issues will not be considered or addressed. A policy does however provide more certainty.



**Local Plan for the Broads - Review  
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**Policy PODM50: Leisure plots, amenity plots and mooring plots**

This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal, but is included here to show how the policy and options are rated.

This is a new policy and will only take effect once the Local Plan is adopted.

**Policy PODM50: Leisure plots, amenity plots and mooring plots**

1. New leisure plots, amenity plots and mooring plots will not normally be permitted.
2. The use of existing mooring plots will be restricted to the mooring of boats and uses incidental to that activity. Mooring plots will be kept generally free of buildings and above ground structures. Provision of unobtrusive, appropriately designed and appropriately located moorings, steps, ramps, electric hook up/charging points (that meet the requirements of the dark skies policy), renewable energy generating equipment to provide energy for electric hook up/charging points and small scale storage lockers, for use incidental to the enjoyment of the moorings, may be appropriate in some locations where they would be consistent with the objectives of protecting and conserving the Broads landscape character, dark night skies and ecology, and with other policies of the Development Plan.
3. For existing leisure, amenity and mooring plots, permission will not normally be granted for the erection of buildings, enclosures or structures, and the permanent or seasonal occupation of the land, vehicles, boats, etc., or the stationing of caravans, will not be permitted. The provision and maintenance of additional landscaping will be encouraged, having regard to the existing character of the area and limiting wind shadow on the river in the interests of sailing.

**Reasoned Justification**

20 Leisure, amenity, and mooring plots often result in the creation of a suburban appearance,  
21 with associated domestic paraphernalia that detracts from the landscape character of the  
22 Broads and the visual quality of the waterscape. Such plots can lead to an incremental  
23 erosion of character on edges of settlements. Consequently, the creation of new leisure,  
24 amenity and mooring plots will not normally be supported by the Authority. There may be  
25 occasions when this type of development could only be permitted where the degree of  
26 change would not have an adverse effect on the existing landscape character and visual  
27 appearance of the area.

28 The erection of structures on existing leisure and amenity plots, such as sheds,  
29 summerhouses, caravans and fences to demarcate the plots, has the potential to not only  
30 detract from the character and appearance of sensitive parts of the Broads' landscape but  
31 also damage areas of wildlife importance. For this reason, the Authority will control  
32 development on existing plots to make sure development only takes place where it is  
33 incidental to the mooring of boats and/or low-key enjoyment of the plots and is consistent  
34 with the other policies in the Plan.

35 For the purpose of this policy, the term 'leisure plot' describes a plot resulting from the sub-  
36 division of land and its use for leisure purposes, such as quiet enjoyment of the plot and  
37 scenery, and informal recreation. Amenity plot means a piece of land being used for  
38 amenity purposes. For the purpose of this policy, the term 'leisure plot' and 'amenity plot'  
39 describes a plot resulting from the sub-division of land and its use for leisure and amenity  
40 purposes, such as quiet enjoyment of the plot and scenery, and informal recreation.

41 Within the Broads, leisure plots are often established in waterside locations, in which case  
42 they are termed 'mooring plots'. A mooring plot is an area of land associated with moorings  
43 that may have boundary treatments but has limited other paraphernalia other than that  
44 incidental to the enjoyment of the moorings such as small scale storage lockers or modestly  
45 sized single room day huts, storage sheds and boat sheds.

46 Subdivision of existing leisure, amenity and mooring plots could lead to an increase of  
47 urbanisation and urban paraphernalia. Schemes will be considered on a case-by-case basis.  
48 It may be that the Authority will seek to restrict structures such as those covered by the  
49 policy and remove permitted development rights in order to prevent over development.

50 Please note that there are specific policies for the plots in the Potter Heigham area.

#### 51 **Reasonable alternative options**

- 52 a) Do not have a policy
- 53 b) Original policy

#### 54 **Sustainability appraisal summary**

55 The three options (of no policy, specific use and the preferred option) have been assessed in  
56 the SA. The following is a summary.

A: No policy	0 positives. 0 negatives. 3 ?
B: Original policy	2 positives. 0 negatives. 0 ? Overall, positive.
C: Preferred Option	3 positives. 0 negatives. 0 ? Overall, positive.

57 **How has the existing policy been used since adoption in May 2019?**

58 According to recent Annual Monitoring Reports, the policy has been used and schemes are  
59 in general conformity with the policies.

60 **Why have the alternative options been discounted?**

61 These plots are part of the character of the area but can be urbanised. A policy is needed to  
62 control development on these plots and the amendments make the policy stronger.

63 **UN Sustainable Development Goals check**

64 This policy meets these [UN SD Goals](#):

**15** LIFE  
ON LAND



## **Sustainability Appraisal**

SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
- ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.
- ENV5: To adapt, become resilient and mitigate against the impacts of climate change
- ENV6: To avoid, reduce and manage flood risk and to become more resilient to flood risk and coastal change.
- ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- ENV8: To minimise the production and impacts of waste through reducing what is wasted, and re-using and recycling what is left.
- ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and their settings
- ENV10: To achieve the highest quality of design that is innovative, imaginable, and sustainable and reflects local distinctiveness.
- ENV11: To improve air quality and minimise noise, vibration and light pollution.
- ENV12: To increase the proportion of energy generated through renewable/low carbon processes without unacceptable adverse impacts to/on the Broads landscape
- SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.
- SOC2: To reduce poverty, inequality and social exclusion.
- SOC3: To improve education and skills including those related to local traditional industries.
- SOC4: To enable suitable stock of housing meeting local needs including affordability.
- SOC5: To maximise opportunities for new/ additional employment
- SOC6: To improve the quality, range and accessibility of community services and facilities and to ensure new development is sustainability located with good access by means other than a private car to a range of community services and facilities.
- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.

### Assessment of policy

		A: No policy	B: Original Policy	C: Preferred Policy
ENV1		<p>Not having a policy does not mean that these issues will not be considered or addressed. A policy does however provide more certainty.</p>		
ENV2				
ENV3	?		+ Policy refers to ecology.	+ Policy refers to ecology.
ENV4	?		+ General principle behind the policy is to prevent landscape character impact.	+ General principle behind the policy is to prevent landscape character impact.
ENV5				
ENV6				
ENV7				
ENV8				
ENV9				
ENV10	?			
ENV11				+ Policy refers to light pollution.
ENV12				
SOC1				
SOC2				
SOC3				
SOC4				
SOC5				
SOC6				
SOC7				
ECO1				
ECO2				
ECO3				





**Local Plan for the Broads - Review  
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**Sites Specifics – Hoveton and Wroxham**

This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested. This policy is already in the local plan, but some amendments are proposed.

Amendments to improve the policy are shown as follows: ~~text to be removed~~ and added text.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal, but is included here to show how the policy and options are rated.

The currently adopted policy remains in place – these are proposed amendments and this section will form part of the Preferred Options version of the Local Plan.

**Policy HOV5: Hoveton Town Centre and areas adjacent to the Town Centre**

**Inset Map:** [11.-HOVETON-and-WROXHAM.pdf \(broads-authority.gov.uk\)](#) and also see below

1) For both areas identified on the Policies Map:

- a) Appropriate improvements to the quality of the public realm, in particular the river frontage and access to the river, will be supported.
- b) Residential uses will be supported only where they do not displace a ~~potential~~ retail, tourism or business frontage, or one that has potential to be such a frontage (e.g. residential could be potentially supported at first floor level or on a non-business frontage).
- c) Particular care will be taken to ensure that:
  - i) developments do not significantly exacerbate traffic congestion and air quality problems in the town centre, particularly in the vicinity of the bridge, and
  - ii) the scale, massing and external treatments, including advertising, contribute to the enhancement of the area's appearance.

2) Proposals will need to ensure they address other relevant policies in the local plan such as the natural environment, water efficiency, provide well designed and well-located cycle parking, consider the provision of appropriately designed and located EV charging points, consider overheating and provision of shade, consider crime prevention and safety measures and provide biodiversity enhancements if appropriate.

- 20 3) The Authority may seek to apply conditions limiting the ability to change use to other uses  
21 within Use Class E without the need for planning permission.

## 22 **The Town Centre**

- 23 4) Proposals in Hoveton Town Centre will be considered in the context of the entire town centre  
24 and the policies of the relevant North Norfolk District Council Development Plan so that retail  
25 and main town centre uses proposals address the town centre in its entirety.
- 26 5) Hoveton Town Centre is identified as a medium town centre.
- 27 6) Proposals for new retail and leisure growth, shop extensions, expansion and re use of vacant  
28 units for town centre uses will be supported as long as they:
- 29 i) are of a scale appropriate to the size of Hoveton Town Centre;
- 30 ii) enhance the appearance and respect the character of the centre including its retail function and  
31 historic interest;
- 32 iii) enhance access to the Broads;
- 33 iv) assist in maintaining the existing retail function;
- 34 v) meet the requirements of the overarching retail policies in this Local Plan (PODM51) and the  
35 relevant North Norfolk Local Plan; and
- 36 vi) contribute to the vitality and viability of the Town Centre.
- 37 7) Retail uses ~~A1 to A5 (as per the land use class order 1987 as amended)~~ will be concentrated in  
38 the Primary Shopping Area as defined on the policies maps of both North Norfolk District  
39 Council and the Broads Authority. Site selection for retail and other town centre uses should  
40 follow national policies and guidance.
- 41 8) For Town Centre land uses outside of the Town Centre, a Sequential Test and Impact  
42 Assessment will be required. The Impact Assessment threshold for Hoveton Town Centre is  
43 locally derived and set at 500sq m gross.
- 44 9) In addition to the NPPF requirements of impact thresholds (see ~~2019~~ 2023 NPPF section 7), any  
45 impact assessment must include an assessment on locally important impacts such as, but not  
46 limited to, access to the river, traffic flows over the bridge, the safety of pedestrians crossing  
47 Norwich Road, and the impacts on the provision of surface car parking.

## 48 **The areas adjacent to Hoveton Town Centre**

- 49 10) Redevelopment of sites and buildings within this area will be supported where this provides  
50 retail, tourist or boating facilities that meet the requirements set out in a) to c) and i) to v). The  
51 safety of pedestrians crossing Norwich Road, and the impacts on the provision of surface car  
52 parking, are other important considerations.

## 53 **Constraints/Features**

- 54 • Actual Town Centre and Primary Shopping Area spans North Norfolk District Council and Broads  
55 Authority boundaries
- 56 • Localised congestion in the town centre and over the bridge into Wroxham.
- 57 • Hoveton Town Centre is classed as a Medium Town Centre in the emerging North Norfolk  
58 District Council Local Plan.

- 59 • Town centre is dominated by Roy's Department Store.  
60 • Town Centre extends to near to the river and riverside area.  
61 • Part of the Town Centre has its own specific policy – see policy xx, Land off Station Road,  
62 Hoveton.  
63 • Flood risk from SFRA 2017 mapping: part 2, 3a and modelled 3b.

#### 64 **Reasoned Justification**

65 This policy has been produced in coordination with North Norfolk District Council in recognition  
66 that the Local Planning Authority boundary is arbitrary, and the town centre needs to be  
67 considered as a whole. The following map shows the entire town centre, although the policies maps  
68 of North Norfolk District Council and the Broads Authority will show only that part of the Town  
69 Centre within their respective areas.

70

71 The intention of the policy approach is to ensure the town centre is considered as a whole.  
72 Proposals will need to consider the entire town centre and the policies of North Norfolk District  
73 Council so that retail considerations address the town in its entirety and cross boundary issues. This  
74 is especially important in applying the sequential and impact tests.

75

76 The North Norfolk Retail and Main Town Centre Uses Study (2017) supports the policy approach for  
77 Hoveton Town Centre as the shops in Hoveton are identified as trading below national levels and  
78 there is a low retention rate, especially for comparison goods, resulting in people spending money  
79 in Norwich. That being said, the town's tourist role is equally important, and a broad mix of retail  
80 establishments is seen as key to maintaining the whole town's vitality and viability. The shop  
81 vacancy rate in Hoveton remains low.

82 The Retail Study recommends that Hoveton Town Centre should not have Primary or Secondary  
83 Frontages. This is because of the dominance of Roy's of Wroxham (i.e. a small number of large Class  
84 A1 units) and the predominance/scatter nature of tourist related facilities.

85 The **sequential test** (site selection process) for town centre uses outside of the town centre  
86 (NPPF~~2019-2023~~ paragraph ~~87 86~~) needs to consider cross boundary policies and treat the town  
87 centre as a whole - and indeed Hoveton as a whole, rather than limited to the area within the  
88 Broads Authority Executive Area. It may be prudent to also include Wroxham as the two  
89 settlements adjoin each other. This floor space requirement is for the town centre as a whole and  
90 could be met in either of the Local Planning Authority Areas (or through a combination of sites in  
91 both).

92 A locally set threshold of 500 sq.m gross for the **Impact Assessment** would be appropriate for retail  
93 and leisure development in Hoveton/Wroxham, reflecting the existing scale of the town centre and  
94 the floor space projections<sup>1</sup>.

95 The 2017 North Norfolk District Council retail study identified limited potential to accommodate  
96 additional growth over the plan period, in the region of 1,234 gross sq.m. Since the study was  
97 completed, a permission was granted by North Norfolk District Council for 1357 sq.m of A1 and 550  
98 sq.m of A3 in the Primary Shopping Area and Town Centre. This has effectively taken up identified

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<sup>1</sup> A threshold of 2,500 sq.m gross is stated in the ~~2019-2023~~ NPPF (paragraph ~~90 89~~). The retail study concluded that this would be significant in relation to the scale of existing retail provision in Hoveton/Wroxham and is more than double the total floor space projection over the plan period. A locally set threshold is therefore adopted.

99 available retail capacity in Hoveton Town Centre (as calculated in the retail study based on 2016  
 100 expenditure rates). Where necessary, further retail applications adjacent to and outside of the  
 101 town centre are required to demonstrate if there is additional expenditure and capacity to support  
 102 retail growth without significant impacts on other retail outlets in Hoveton Town Centre.

103 In order to prevent the proliferation of town centre uses in out-of-centre and edge-of-centre  
 104 locations and to control their character, conditions will be used to restrict permissions granted for  
 105 office, light industrial or research and development changing to other uses within Class E.

106 Policy DM51 is the generic retail policy for the Broads and may be of relevance to proposals in  
 107 Hoveton Town Centre.



108 **Areas Adjacent to the Town Centre**

109 Outside the Town Centre the policy makes provision for enhancement of the visitor experience to  
 110 Hoveton/ Wroxham and support will be given to redevelopment, in line with the policy  
 111 requirements above, for the reuse and redevelopment in the identified adjacent areas . Although  
 112 separated from the Town Centre and PSA, the areas adjacent to the Town Centre currently provide  
 113 important visitor facilities and provide opportunities where investment could be directed.

114 **Reasonable alternative options**

- 115 a) No policy
- 116 b) Original policy

117 **Sustainability appraisal summary**

118 The options of no policy, the original policy and amended policy have been assessed in the SA. The  
 119 following is a summary.

A: Original policy	8 positives. 0 negatives. 0 ?
--------------------	-------------------------------

	Overall, positive.
B: Amended policy	12 positives. 0 negatives. 0 ? Overall, positive.
B: No policy	0 positives. 0 negatives. 12 ?

120 **Why has the alternative option been discounted?**

121 The Hoveton/Wroxham area is a honeypot of the Broads. There are much going on in that area. The  
 122 town centre is shared with North Norfolk and therefore it is sensible to have a policy that  
 123 complements that of North Norfolk Local Plan. A policy is therefore favoured.

124 **UN Sustainable Development Goals check**

125 This policy meets these [UN SD Goals](#):

**11 SUSTAINABLE CITIES  
AND COMMUNITIES**



126

## **Sustainability Appraisal**

SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
- ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.
- ENV5: To adapt, become resilient and mitigate against the impacts of climate change
- ENV6: To avoid, reduce and manage flood risk and to become more resilient to flood risk and coastal change.
- ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- ENV8: To minimise the production and impacts of waste through reducing what is wasted, and re-using and recycling what is left.
- ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and their settings
- ENV10: To achieve the highest quality of design that is innovative, imaginable, and sustainable and reflects local distinctiveness.
- ENV11: To improve air quality and minimise noise, vibration and light pollution.
- ENV12: To increase the proportion of energy generated through renewable/low carbon processes without unacceptable adverse impacts to/on the Broads landscape
- SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.
- SOC2: To reduce poverty, inequality and social exclusion.
- SOC3: To improve education and skills including those related to local traditional industries.
- SOC4: To enable suitable stock of housing meeting local needs including affordability.
- SOC5: To maximise opportunities for new/ additional employment
- SOC6: To improve the quality, range and accessibility of community services and facilities and to ensure new development is sustainability located with good access by means other than a private car to a range of community services and facilities.
- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.

	A: Have a policy	B: Preferred Option - amend policy	C: No policy
ENV1	+ Policy refers to proposals not exacerbating traffic issues in the area. + Provides goods and services to the local area and is accessible by foot and cycle.	+ Policy refers to proposals not exacerbating traffic issues in the area. Provides goods and services to the local area and is accessible by foot and cycle.	?
ENV2		+ Refers to water efficiency.	?
ENV3		+ Refers to biodiversity enhancements.	?
ENV4	+ Public realm and character are considerations in the policy.	+ Public realm and character are considerations in the policy.	?
ENV5		+ Refers to overheating and shade.	?
ENV6			
ENV7			
ENV8			
ENV9	+ The bridge is referred to and generally consideration of historic interest is included in the policy.	+ The bridge is referred to and generally consideration of historic interest is included in the policy.	?
ENV10			
ENV11			
ENV12			
SOC1			
SOC2			
SOC3			
SOC4			
SOC5	+ The TownCentre land uses provide job opportunities.	+ The TownCentre land uses provide job opportunities.	?
SOC6	+ The town centre provides services and facilities in an accessible location.	+ The town centre provides services and facilities in an accessible location.	?
SOC7		+ Refers to crime and safety provisions.	?
ECO1	+ The town centre is part of	+ The town centre is part of	?
ECO2	+ the local economy.	+ the local economy.	?
ECO3	+	+	?

Not having a policy does not mean that these issues will not be considered or addressed; a policy provides certainty.



**Local Plan for the Broads - Review  
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**Oulton Broad District Shopping Centre**

This is a proposed draft section/policy for the Preferred Options Local Plan. Member's comments and thoughts are requested. This policy is already in the local plan, but some amendments are proposed.

Amendments to improve the policy are shown as follows: ~~text to be removed~~ and added text.

There is an assessment against the UN Sustainable Development Goals at the end of the policy.

The proposed Sustainability Appraisal of the policy is included at the end of the document. This would not be included in the Preferred Options Local Plan itself; this table would be part of the Preferred Options Sustainability Appraisal, but is included here to show how the policy and options are rated.

**Policy POOUL3 - Oulton Broad District Shopping Centre**

**Policy Map 14 14.-OULTON-BROAD.pdf ([broads-authority.gov.uk](https://broads-authority.gov.uk))**

- 1) New Town Centre Use Development (~~falling within use classes A1, A2, A3, A4, A5, C1, D2, and B1a~~ as defined in the NPPF) will be permitted within the Oulton Broad District Centre where the scale and function of the development is consistent with the role of the District Centre and would not impact on the vitality and viability of Lowestoft Town Centre.
- 2) Within the Oulton Broad District Shopping Centre, proposals for changes of use of ground floor premises from ~~use classes A1 (retail) and A2 (financial and professional services)~~ Ea and Eb Class land uses to ~~A4 (drinking establishments and ), A5 (hot food takeaways)~~ (sui generis) and other non-~~A-Class~~ retail or town centre uses will not be permitted.
- 3) The following changes of use of ground floor premises will only be permitted where either cumulatively or individually they have no significant adverse impact on the character, retail function and vitality and viability of the centre, residential amenity including noise, fumes, smell and litter, highway safety, parking and community safety:
  - a) From retail and financial and professional services (Class Ea and Ec i and ii) to restaurants and cafes (Class Eb) ~~use classes A1 (retail) and A2 (financial and professional services) to A3 (restaurants and cafés).~~



- 20 b) From any use other than ~~use classes A1 (retail) or A2 (financial and professional services)~~  
21 retail and financial and professional services (Class Ea and Ec i and ii) in the Oulton Broad  
22 District Shopping Centre to restaurants and cafes (Class Eb), drinking establishments and  
23 hot food takeaways (sui generis). ~~use classes A3 (restaurants and cafés), A4 (drinking~~  
24 ~~establishments) and A5 (hot food takeaways).~~  
25  
26 4) The Authority may seek to apply conditions limiting the ability to change use to other  
27 uses within Use Class E without the need for planning permission.  
28  
29 5) Proposals will need to ensure they address other relevant policies in the local plan such  
30 as natural environment, water efficiency, provide well designed and well-located cycle  
31 parking, consider the provision of appropriately designed and located EV charging  
32 points, consider overheating and provision of shade, consider crime prevention and  
33 safety measures and provide biodiversity enhancements if appropriate.

#### 34 **Constraints and Features**

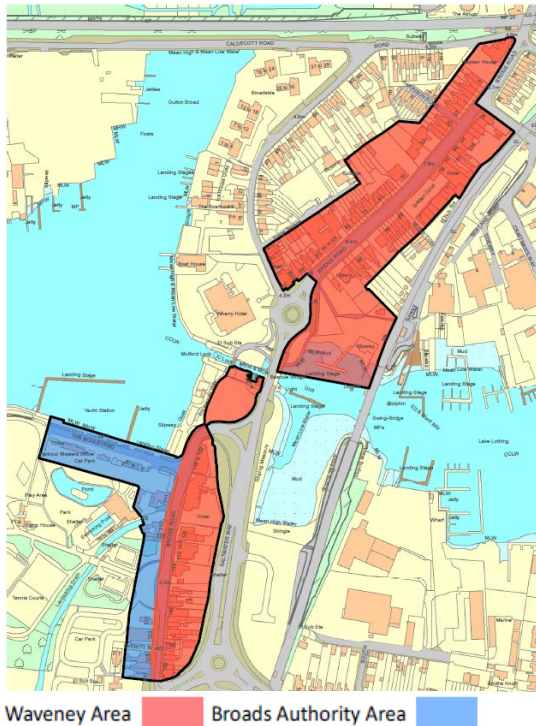
- 35 • Flood Zone 3 and 2 according to EA mapping. Some 2 and indicative 3b by SFRA 2018  
36 mapping.
- 37 • The Centre is in East Suffolk and Broads Authority Local Planning Authority areas.
- 38 • Next to protected open space – Nicholas Everett Park.
- 39 • ~~Spar is the largest retail unit in this centre.~~
- 40 • In Oulton Broad Conservation Area.

#### 41 **Reasoned Justification**

42 The ~~2019~~ 2023 NPPF, at paragraph ~~86~~ 85, says '*planning policies and decisions should*  
43 *support the role that town centres play at the heart of local communities, by taking a*  
44 *positive approach to their growth, management, and adaptation*'.

45 Recent retail evidence and on-site monitoring continues to identify Oulton Broad as a  
46 'District Centre' where shops and services will be protected and prevented from changing to  
47 other uses. Planning Policy Statement 4 (PPS4) 'Planning for Sustainable Economic Growth'  
48 (now deleted), defines District Centres as a '*group of shops, separate from the town centre,*  
49 *usually containing at least one supermarket or superstore, and a range of non-retail services,*  
50 *such as banks, building societies and restaurants, as well as local public facilities such as a*  
51 *library*'. There is no definition for District Centres in the NPPG or NPPF.

52 Oulton Broad District Centre is located around Bridge Road in Oulton Broad. The area is  
53 shared between the Broads Authority and East Suffolk Council Local Planning Authority  
54 areas. There are around ~~50~~ 58 retail units currently in operation (according to ~~2016~~ 2022  
55 monitoring data).



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56 The 2016 Retail and Leisure Study says that the Centre has a relatively good mix of  
 57 independent stores for its size but an under provision of banks and building societies. The  
 58 Centre was principally identified as a 'top-up' food-shopping destination in the household  
 59 survey. The assessment suggests that there is potential to increase the convenience food  
 60 offer as well as increase the number of cafés and restaurants to cater for the need of the  
 61 local population and the wider tourist market. The assessment also identifies the potential  
 62 to increase the linkages between the centre and the Broads.

63 The increase in the number of takeaways has been a cause for concern in Oulton Broad,  
 64 with late opening times often being associated with anti-social behaviour that harms the  
 65 amenity of local residents and the environmental quality of the areas. Concern has been  
 66 raised that a continuation of this trend could reduce the centre's retail provision, making it  
 67 less attractive for local residents and thereby potentially affecting the viability of the  
 68 remaining shops.

69 Policy OUL3 is included within both the East Suffolk Council Local Plan and the Broads Local  
 70 Plan to reflect the centre's location across both planning authority areas. The policy intends  
 71 to protect the existing shopping and service offer in the Centre and promote new  
 72 restaurants and cafés where they would not undermine the viability of the Centre. The  
 73 policy restricts changes of use to [A4 and A5 pubs and drinking establishments and hot food](#)  
 74 [takeaways](#) in order to address amenity concerns discussed previously.

75 It is acknowledged that some changes of use can take place without planning permission  
 76 under the Permitted Development Order [2015](#), which allows some flexibility of uses within  
 77 the area (dependent on size, final proposed land use and whether the site is located in the  
 78 Broads or not). This policy will apply to circumstances where planning permission is  
 79 required.

80 In order to prevent the proliferation of town centre uses in out-of-centre and edge-of-  
81 centre locations and to control their character, conditions will be used to restrict  
82 permissions granted for office, light industrial or research and development changing to  
83 other uses within Class E.

84 Of relevance will be the generic retail policy DM51.

85 **Reasonable alternative options**

86 a) Original policy

87 b) No policy

88 **Sustainability appraisal summary**

89 The options of no policy, the original policy and amended policy have been assessed in the  
90 SA. The following is a summary.

A: Keep original policy	6 positives. 0 negatives. 0 ? Overall, positive.
B: Amended policy	10 positives. 0 negatives. 0 ? Overall, positive.
C: No policy	0 positives. 0 negatives. 10 ?

91 **Why has the alternative option been discounted?**

92 East Suffolk Council, in their Waveney Local Plan, have a complimentary policy. The  
93 amendments relate to the change in class orders.

94 **UN Sustainable Development Goals check**

95 This policy meets these [UN SD Goals](#):

**11** SUSTAINABLE CITIES  
AND COMMUNITIES



## **Sustainability Appraisal**

SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
- ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.
- ENV5: To adapt, become resilient and mitigate against the impacts of climate change
- ENV6: To avoid, reduce and manage flood risk and to become more resilient to flood risk and coastal change.
- ENV7: To manage resources sustainably through the effective use of land, energy and materials.
- ENV8: To minimise the production and impacts of waste through reducing what is wasted, and re-using and recycling what is left.
- ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and their settings
- ENV10: To achieve the highest quality of design that is innovative, imaginable, and sustainable and reflects local distinctiveness.
- ENV11: To improve air quality and minimise noise, vibration and light pollution.
- ENV12: To increase the proportion of energy generated through renewable/low carbon processes without unacceptable adverse impacts to/on the Broads landscape
- SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.
- SOC2: To reduce poverty, inequality and social exclusion.
- SOC3: To improve education and skills including those related to local traditional industries.
- SOC4: To enable suitable stock of housing meeting local needs including affordability.
- SOC5: To maximise opportunities for new/ additional employment
- SOC6: To improve the quality, range and accessibility of community services and facilities and to ensure new development is sustainability located with good access by means other than a private car to a range of community services and facilities.
- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.

## Assessment of policy

	A: Keep original policy	B: Preferred Option - amend policy	C: No policy
ENV1	+ The District Centre provides goods and services to the local area and is accessible by foot and cycle.	+ The District Centre provides goods and services to the local area and is accessible by foot and cycle. Amended policy refers to cycle parking.	?
ENV2		+ Refers to water efficiency.	?
ENV3		+ Refers to biodiversity enhancements.	?
ENV4			
ENV5		+ Refers to overheating and shade.	?
ENV6			
ENV7			
ENV8			
ENV9			
ENV10			
ENV11			
ENV12			
SOC1			
SOC2			
SOC3			
SOC4			
SOC5	+ The District Centre land uses provide job opportunities.	+ The District Centre land uses provide job opportunities.	?
SOC6	+ The District Centre provides goods and services to the local area and is accessible by foot and cycle.	+ The District Centre provides goods and services to the local area and is accessible by foot and cycle.	?
SOC7		+ Refers to crime and safety provisions.	?
ECO1	+ The land uses in the	+ The land uses in the District	?
ECO2	+ District Centre are part of	+ Centre are part of the local	?
ECO3	+ the local economy.	+ economy.	?

Not having a policy does not necessarily mean that these considerations will not be addressed in schemes, but having a policy provides certainty.



**Local Plan for the Broads - Review  
Preferred Options bitesize pieces  
December 2023**

**Tranquillity**

**1 Information for Members**

2 We asked about tranquillity in the Issues and Options consultation. This is what we said,  
3 with the associated options and question.

4 Tranquillity is about more than just noise. It is also about remoteness and where you feel  
5 calm - maybe where there are few, if any, people or interruptions. When talking about  
6 tranquillity, these are common factors:

- 7 • Feeling close to nature and wildlife
- 8 • Feeling solitude and remoteness
- 9 • Hearing natural sounds
- 10 • Seeing unspoilt natural beauty

11 The Lake District Local Plan defines tranquillity as 'freedom from the noise and visual  
12 intrusion, including light pollution, associated with developed areas, roads, transport and  
13 traffic, and areas with intensive recreational activities and other uses that contribute to  
14 disturbance'.

15 We proposed some options in the Issues and Options document as follows:

- 16 a) Do not address tranquillity specifically in the Local Plan. Rely on other landscape, dark  
17 skies and amenity policies that will be in the Local Plan.
- 18 b) Improve the consideration of tranquillity in the Local Plan by including it in related  
19 policies, potentially the landscape section of the Local Plan.
- 20 c) A stand-alone, criteria-based policy, following the example of some National Park  
21 Authority local plans. The dark skies policy remains a separate policy.
- 22 d) As per option c, but also including the dark skies policy.
- 23 e) Identify tranquil areas/zones with presumption against certain types of development.

24 Question 25: How do you think we should consider/address tranquillity in the Local Plan?

25 We received these responses:

Organisation	Comment
Bradwell Parish Council	We should adopt options b and d.
Broads Society	The Society feels that this could adequately be dealt with by 'Option b'. The challenge must now be to help stakeholders and businesses rapidly establish the offering that will engage the audience who will help shape, support and participate within the Broads National Park. This help being agile planning and planning support from joined up Authorities enabling the capture of rapidly changing economic opportunities.
Brooms Boats	Option B with consideration to the challenge that is to help businesses rapidly establish the offering that will engage the audience who will help shape, support and participate within the Broads National Park. This help being agile planning and planning support from joined up Authorities enabling the capture of rapidly changing economic opportunities. Ref British Marine Futures report and The Glover Landscapes Review 2019
Designing Out Crime Officer, Norfolk Police	From a policing perspective to ensure any refurbishment or new development is free from crime generators (and fear of crime) which can be achieved by building to Secured by Design standards.
East Suffolk Council	East Suffolk Council would welcome the inclusion of a specific policy relating to tranquillity as part of the Broads Local Plan. As is rightly set out in the consultation document, much of the Broads area contains high levels of tranquillity and this should be protected. Such a policy could operate as a stand alone policy as per option c), or it could incorporate the dark skies policy. If the two policies are kept separate, it will be important to ensure significant cross referencing between the two in order to reflect the strong relationship between tranquillity and dark skies. If the Broads Authority have robust evidence relating to specific tranquil areas then these could also be included in the policy.
Historic England	We would welcome policy intervention addressing tranquillity in the Local Plan. The setting of heritage assets (designated and non-designated) can make an important contribution to their significance. The setting of a heritage asset is defined as the surroundings in which a heritage asset is experienced, and tranquillity, remoteness and wildness can be important attributes affecting how a heritage asset is experienced. While we don't have a specific preference in terms of the options presented, we would request that the historic environment - specifically it's contribution to the significance of heritage assets - is a factor in determining the appropriate policy response.
Mrs S Lowes	In terms of tranquillity, through traffic speeding causes noise. High windmills in the area will be a blight on the Broads. People come here for peace and quiet and for the dark skies. Light pollution will ruin this. Noise levels of traffic on the A149 is something many tourist boaters have listed as a reason for not staying in PH.

Organisation	Comment
RSPB	Option e). This also needs to extend to encompass promoting visitor access, however, it is recognised that maintaining and enforcing tranquil zones will be problematic, if the locations chosen have unrestricted/open access.
South Norfolk Council	It is reasonable to consider tranquillity within the local plan, however the Council is concerned that this could be a highly subjective criteria that, if misused, may restrict even relatively minor or trivial impacts. Therefore, careful consideration needs to be given to ensuring that any policy criteria to ensure that it was proportionate and not unduly restrictive and that it could be objectively and consistently applied so that it is unambiguous and that it is evident how a decision maker should react to a development proposal. This will help provide certainty of outcomes to applicants and ensure the efficient processing of applications by the authority. To this end, identifying areas that can reasonably be considered tranquil and subject to additional restrictions may be a more predictable approach if it can be achieved. This may also allow for more engagement in the identification of such areas and a more accurate assessment of the impact of any associated restrictions. As always, careful consideration would need to be given to the impact of further restrictive designations on enabling development and change that helps build a strong, responsive and competitive economy and that enables strong, healthy and vibrant communities.
Wroxham Parish Council	WNP support option d.
Broadland Council	It is reasonable to consider tranquillity within the local plan, however . Careful consideration would need to be given to ensuring that any policy criteria could be objectively and consistently applied so that it is unambiguous and that it is evident how a decision maker should react to a development proposal. This will help provide certainty of outcomes to applicants and ensure the efficient processing of applications by the authority. To this end, identifying areas that can reasonably be considered tranquil and subject to additional restrictions may be a more predictable approach if it can be achieved. This may also allow for more engagement in the identification of such areas and a more accurate assessment of the impact of any associated restrictions. As always, careful consideration would need to be given to the impact of further restrictive designations on enabling development and change that helps build a strong, responsive and competitive economy and that enables strong, healthy and vibrant communities.



26 We also contacted other National Park Authorities regarding their experience in relation to  
27 tranquillity and Local Plans. We got this feedback:

- 28 • Much of what affects tranquillity is out of the control of the Authority and indeed  
29 outside of the boundary.
- 30 • It can be mis-used with would be objectors using tranquillity as a way of objecting to  
31 even small-scale development.
- 32 • Tranquillity is highly subjective – what is tranquil to one person, may not be to another.

33 It is therefore proposed to do the following:

- 34 • Improve reference to dark skies in relevant policies.
- 35 • Have a strategic policy that relates to tranquillity.

36 This is a proposed draft section/policy for the Preferred Options Local Plan. Member's  
37 comments and thoughts are requested.

38 There is an assessment against the UN Sustainable Development Goals at the end of the  
39 policy.

40 The proposed Sustainability Appraisal of the policy is included at the end of the document.  
41 This would not be included in the Preferred Options Local Plan itself; this table would be  
42 part of the Preferred Options Sustainability Appraisal, but is included here to show how the  
43 policy and options are rated.

#### 44 **Policy SPx: Tranquillity in the Broads**

- 45 1. Outside settlements, development proposals will only be permitted where they  
46 conserve and/or enhance tranquillity.
- 47 2. All development proposals will need to protect the dark skies of the Broads in  
48 accordance with the dark skies policy DMxx.

#### 49 **Reasoned Justification**

50 The tranquillity of the countryside and historic sites should be valued and protected.

51 Tranquillity is subjective and relative: whether a place feels tranquil will be different for  
52 everyone, however there are common characteristics which help us refine our  
53 understanding. Tranquillity can be understood as being made up of a variety of sounds and  
54 experiences which help people find peace and a sense of wellbeing within the landscape.

55 Most commonly these factors include:

- 56 • Feeling close to nature and wildlife
- 57 • Feeling solitude and remoteness
- 58 • Hearing natural sounds
- 59 • Seeing unspoilt natural beauty

60 Tranquillity is a quality of calm that people experience in places full of sights and sounds of  
61 nature, and National Parks and the Broads are viewed as one of the best places to gain this  
62 experience. Tranquillity can be damaged by the intrusive sights and sounds of man-made  
63 structures such as new roads, poorly designed lighting and power lines.

64 New developments may create additional noise, particularly in the context of road traffic,  
65 industrial equipment and recreational activities, as well as during the construction phase,  
66 and should be considered when taking decisions on new development proposals. In addition  
67 to the above the setting of heritage assets (designated and non-designated) can make an  
68 important contribution to their significance. The setting of a heritage asset is defined as the  
69 surroundings in which a heritage asset is experienced, and tranquillity, remoteness and  
70 wildness can be important attributes affecting how a heritage asset is experienced. In order  
71 to protect the tranquillity of historic sites the contribution of tranquillity on the significance  
72 of heritage assets should be considered

73 Of relevance to tranquillity are these policies:

74 Dark skies/light pollution policy DMxx.

- 75 • Amenity policy DMxx
- 76 • Settlement fringe policy DMxx

77 Indeed, there are some particular areas around the Broads which are generally tranquil such  
78 as the Upper Thurne (Policy xx) and the Trinity Broads (Policy xx).

#### 79 **Reasonable alternative options**

80 a) No policy

#### 81 **Sustainability appraisal summary**

82 The options of no policy and having a policy have been assessed in the SA. The following is a  
83 summary.

A: Have a policy	5 positives. 0 negatives. 0 ? Overall, positive.
B: No policy	0 positives. 0 negatives. 5 ?

#### 84 **Why has the alternative option been discounted?**

85 There are areas that are tranquil in the Broads. Tranquillity is one of the special qualities of  
86 the Broads. A general, strategic policy that seeks to protect tranquillity is favoured.

#### 87 **UN Sustainable Development Goals check**

88 This policy meets these [UN SD Goals](#):

89 None identified

## Sustainability Appraisal

SA objectives:

- ENV1: To reduce the adverse effects of traffic (on roads and water).
- ENV2: To safeguard a sustainable supply of water, to protect and improve water quality and to use water efficiently.
- ENV3: To protect and enhance biodiversity and geodiversity.
- ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.
- ENV5: To adapt, become resilient and mitigate against the impacts of climate change
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- SOC7: To build community identity, improve social welfare and reduce crime and anti-social activity.
- ECO1: To support a flourishing and sustainable economy and improve economic performance in rural areas.
- ECO2: To ensure the economy actively contributes to social and environmental well-being.
- ECO3: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.

		A: Have a policy	B: No policy
ENV1	+	Whilst not in the policy itself, roads can impact on the tranquillity of an area.	?
ENV2			
ENV3	+	Nature and wildlife are seen as an element of tranquillity.	?
ENV4	+	Naturel beauty and remoteness are seen as elements of tranquillity.	?
ENV5			
ENV6			
ENV7			
ENV8			
ENV9			
ENV10			
ENV11	+	Fundamentally, these are detractors from tranquillity.	?
ENV12			
SOC1	+	Tranquil areas can be beneficial to health and wellbeing.	?
SOC2			
SOC3			
SOC4			
SOC5			
SOC6			
SOC7			
ECO1			
ECO2			
ECO3			

Not having a policy does not necessarily mean that development will impact on tranquillity, but a policy stance adds protection.