

# The Local Plan for the Broads: Review

## Plan period 2021 to 2042

### Publication (Regulation 19) consultation

July 2025



Broads Authority  
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# 1 Introduction

The Broads Authority is nearing the end of the review of the Local Plan for the Broads. This is the final round of consultation before we submit the Local Plan to the Planning Inspectorate and is called [the](#) Publication (regulation 19) version.

There are several reasons why we are reviewing the Local Plan:

- We commit in the current Local Plan for the Broads Authority to start the review around 18 months after adoption; 18 months after the May 2019 adoption is November 2020. Background work started in-house in November 2020, including project planning.
- The Local Plan 2019 was produced in line with, and examined against, the 2012 National Policy Planning Framework (NPPF). At around the time the final draft of the Local Plan was being consulted on, submitted and examined, a new version of the NPPF was released. This included transition arrangements for advanced Local Plans, such as that for the Broads, which permitted examination against the 'old' 2012 NPPF. It is prudent to now review the Local Plan, noting that the NPPF was updated in **2024**.
- Given that the final drafting of the current Local Plan was at the end of 2017 (submitted early 2018, examined from mid-2018 and adopted May 2019), some of the issues that are addressed in the Local Plan, such as climate change, have moved on. Again, it is prudent to review the Local Plan to ensure it is as up to date as possible.

This version of the Local Plan includes draft policies for comment. Most of the policies in this Local Plan are already included in the currently adopted Local Plan, albeit with some amendments. Some policies are new. We have incorporated comments that we received during the Preferred Options consultation (that was held from March to May 2024) where appropriate. This version is designed to be as close as possible to the final version of the Local Plan.

Various pieces of evidence have been used to inform this Local Plan. The evidence can be found [here](#) and includes:

- [The Index of Multiple Deprivation Topic Paper \(September 2021\)](#)
- [Settlement Study \(February 2022\)](#)
- [Development Boundaries Topic Paper \(updated August 2024\)](#)
- [Norfolk Study Older Person Housing \(March 2022\)](#)
- [Gypsy and Traveller and Residential Caravans Need Assessment \(Great Yarmouth Borough only\) \(June 2022\)](#)
- [Housing needs assessment \(June 2022\)](#) and [Local Housing Needs Assessment Addendum \(March 2025\)](#)
- [Residential Mooring needs assessment \(August 2022\)](#) and [clarification letter \(May 2025\)](#)
- [East Suffolk Cycling and Walking Strategy \(November 2022\)](#)
- [Local Green Space Assessment \(June 2023\)](#)

- [Housing and Economic Land Availability Assessment \(HELAA\) \(September 2023\)](#) and [HELAA part 2 \(February 2025\)](#)
- [From HELAA to Local Plan \(September 2023\)](#) and [From HELAA to Local Plan part 2 \(February 2025\)](#)
- [Replacement Quay Heading Topic Paper \(2023\)](#)
- [Dark Skies Topic Paper \(2023\)](#)
- [Employment and Economy Topic Paper \(January 2024\)](#)
- [Local Infrastructure Study \(Updated July 2024\)](#)
- [Renewable Energy Topic Paper \(February 2024\)](#)
- [Technical Health and Wellbeing Paper \(January 2024\)](#)
- [An investigation into the technical issues related to 'do float' and 'can float' homes \(May 2024\)](#)
- [Energy Performance in Local Plans, Written Ministerial Statement and the Local Plan for the Broads \(July 2024\)](#)
- [Local Plan Sequential Test \(July 2024\)](#)
- ['More than 10% Biodiversity Net Gain for the Local Plan for the Broads' Topic Paper \(Updated February 2025\)](#)
- [Great Yarmouth Gypsy and Traveller Accommodation Assessment \(GTAA\) Update \(September 2024\)](#) and [Addendum \(May 2025\)](#)
- [Broads Authority Local Plan Viability Assessment Final Report \(October 2024\)](#)
- [Broads Authority Local Plan Viability Assessment Technical Appendices \(October 2024\)](#)
- [PM2.5 Topic Paper \(November 2024\)](#)
- [Development Boundary Topic Paper \(December 2024\)](#)
- [Broads Authority GTAA Review \(December 2024\)](#)
- [Peat topic paper \(February 2025\)](#)
- [Affordable Housing Topic Paper \(March 2025\)](#)

## 2 About this consultation

This draft document and consultation process have been developed to adhere to the Broads Authority's Statement of Community Involvement (SCI)<sup>1</sup>. If you wish to discuss the document, call 01603 610734 and ask to speak to Natalie Beal (Planning Policy Officer). We will place hard copies of the Publication version of the Local Plan in libraries and Council offices as follows; we recommend that you check with the venues about opening times.

- Libraries: Acle, Beccles, Brundall, Bungay, Cromer, Great Yarmouth, Loddon, Lowestoft, Oulton Broad, Norwich Millennium, Stalham and Wroxham.
- Council Offices: Broadland and South Norfolk, North Norfolk, and Norfolk County.

A hard copy of the Publication version of the Local Plan will also be available at Yare House.

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<sup>1</sup> Current Statement of Community Involvement is listed under [Supporting documents and evidence \(broads-authority.gov.uk\)](#)

**Please note that the maps will only be available on line:** [Consultations \(broads-authority.gov.uk\)](https://consultations.broads-authority.gov.uk). There is also an [interactive map](#) available.

We can send you hard copies of the Publication version of the Local Plan on request – please contact Natalie on the above number. This service will initially be free, but if we get many requests we may have to consider charging for postage and printing.

**Consultation on this document ends 4pm 26 September 2025.**

We will then read and respond to all comments received.

Please use this form to provide your comments:

[Broads Authority Local Plan Regulation 19 version Representation Form Survey](#).

There is guidance to help complete the survey: [Representation-form-publication-Local-Plan-guidance.pdf](#)

We are holding three drop-in events, where you can come and talk to Broads Authority staff. Locations, dates and times of drop in events are as follows:

- Saturday 6 September, 1pm to 4pm, Acle Recreation Centre.
- Monday 8 September, 5pm to 8:30pm, Blyburgate Hall, Beccles.
- Tuesday 9 September, 5pm to 8:30pm, New Victory Hall, Neatishead.

Information provided by you in response to this consultation, including personal data, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 2018 (DPA), and the Environmental Information Regulations 2004). Please see [Appendix 1](#) for the Privacy Notice. We will make your name and organisation public alongside your comment.

**Are you satisfied that this consultation has followed the Consultation Principles?** If not, or if you have any other observations about how we can improve the process, please contact us at [planningpolicy@broads-authority.gov.uk](mailto:planningpolicy@broads-authority.gov.uk).

### 3 About Local Plans

Each local planning authority must prepare a Local Plan that sets the planning policies in its local area. The Local Plan is important when deciding planning applications, as all decisions must be made in accordance with its policies, unless there are strong reasons not to do so. Local plans must be positively prepared, justified, effective and consistent with national policy, in accordance with section 20 of the Planning and Compulsory Purchase Act 2004 (as amended) and the NPPF. Every local planning authority in England should have a clear, up-to-date Local

Plan that conforms to the NPPF, meets local development needs and reflects local people's views on how they wish their community to develop.

The National Planning Policy Guidance (NPPG) usefully discusses what Local Plans are and what the legislative background is for producing them. It also talks generally about what they should include at [Plan-making - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/plan-making).

## 4 Sustainability Appraisal and Habitats Regulation Assessment

We have produced a Sustainability Appraisal (SA) Scoping Report and asked key stakeholders for their views – see [SA Scoping Report and comments](#).

We are aware that the Government is considering changing the approach to assessing local plans. The requirement to produce a SA and a Habitats Regulation Assessment (HRA) may be removed, and another assessment may take their place. This was proposed in the 2020 Planning White Paper and further discussed in [Nature Recovery Green Paper: Protected Sites and Species](#). However, at the time of writing no such changes are in place and so, unless told otherwise, we will produce SAs and HRAs as appropriate.

Similarly, the UK has left the European Union (EU). The need to undertake SA and HRA originates from EU directives. EU law was transposed into UK law when we left the EU and so the requirement to undertake these assessments still exists. That being said, the Levelling Up and Regeneration Act proposes replacing Environmental Impact and Strategic Environmental Assessments (Sustainability Appraisals) with a new set of Environmental Outcome Reports, with “a clearer and simpler process where relevant plans and projects are assessed against tangible environmental outcomes set by government.” We will ensure the local plan meets all requirements that are in place as it is produced.

The Sustainability Appraisal that accompanies this Publication version of the Local Plan can be found [here](#). The Habitats Regulations Assessment that accompanies this Publication version of the Local Plan can be found [here](#).

## 5 Timeline and stages for the production of the Local Plan for the Broads

The timeline for producing the Local Plan is set out in the [Local Development Scheme](#). Generally, however, these are the steps to reviewing/producing a Local Plan:

- Update the [Local Development Scheme](#) (completed).
- Update the [Statement of Community Involvement](#) (completed).
- Prepare [Sustainability Appraisal Scoping Report](#) and undertake technical consultation with certain stakeholders (completed).

- Review vision, objectives and policies (completed – in this document).
- Consider issues in area and identify options to address these – Issues and Options version of the Local Plan. Produce Sustainability Appraisal and Habitats Regulation Assessment. Consult on this version (completed). Comments received as part of this consultation can be found [here](#).
- Undertake call for sites for residential moorings and housing (completed).
- Produce evidence base as required (see [Local Plan evidence base to date](#)).
- Start to produce policies – Preferred Options version of the Local Plan. Produce Sustainability Appraisal. Produce Habitats Regulation Assessment. Consult on this version (completed). Comments received as part of this consultation can be found [here](#).
- **Amend and finalise policies – Publication version of the Local Plan. Produce Sustainability Appraisal. Produce Habitats Regulation Assessment. We are at this stage.**
- If still content with policies after assessing feedback on the Local Plan, submit to Planning Inspector. This is the Submission stage.
- Examination, including consultations as required.
- Adopt and monitor final Plan.

## 6 Policy context

### 6.1 National Planning Policy Framework (NPPF) (2024)

The **National Planning Policy Framework (2024)** sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced. The NPPF is a comprehensive document which covers a range of issues. The key parts that set out the broad context of plan making are below.

Paragraph 11 sets out the presumption in favour of sustainable development:

11. Plans and decisions should apply a presumption in favour of sustainable development. For plan-making this means that:

- a) all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;
- b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas<sup>6</sup>, unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area<sup>7</sup>; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

There are two footnotes that need to be read with paragraph 11.

*Footnotes:*

<sup>6</sup> As established through statements of common ground (see paragraph 28).

<sup>7</sup> The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 189) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, **a National Landscape**, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 75); and areas at risk of flooding or coastal change.

Paragraph 189 is contained within the section on conserving and enhancing the natural environment in the NPPF. It states:

**189.** Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and **National Landscapes** which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas and should be given great weight in National Parks and the Broads<sup>66</sup>. The scale and extent of development within all these designated areas

should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.

Guidance and background on the National Parks and Broads are provided in a Circular and attention is drawn to this in Footnote 66:

*Footnote:*

<sup>66</sup> English National Parks and the Broads: UK Government Vision and Circular 2010 provides further guidance and information about their statutory purposes, management and other matters.

Paragraph 190 goes on to say:

190. When considering applications for development within National Parks, the Broads and National Landscapes, permission should be refused for major development<sup>60</sup> other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest. Consideration of such applications should include an assessment of:

- a) the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;
- b) the cost of, and scope for, developing outside the designated area, or meeting the need for it in some other way; and
- c) any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.

It is worth noting that ‘major development’ is not defined and footnote 67 makes it clear that this determination is a matter for the LPA:

*Footnote:*

<sup>67</sup> For the purposes of paragraphs 190 and 191, whether a proposal is ‘major development’ is a matter for the decision maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined.

## 6.2 National Planning Policy Guidance (NPPG) (ongoing)

The [NPPG guidance](#) is intended to assist practitioners. Ultimately the interpretation of legislation is for the Courts, but this guidance is an indication of the Secretary of State’s views. Planning practice guidance will be updated as needed. The guidance covers the following topics (as of January 2025):



- Advertisements
- Air quality
- Appeals
- Appropriate assessment
- Before submitting an application
- Biodiversity net gain
- Brownfield land registers
- Build to rent
- Building Safety: Planning enforcement and the Responsible Actors Scheme (the 'RAS Enforcement PPG')
- Climate change
- Community Infrastructure Levy
- Consultation and pre-decision matters
- Crown development
- Design: process and tools
- Determining a planning application
- Effective use of land
- Enforcement and post-permission matters
- Environmental Impact Assessment
- Fees for planning applications
- Fire safety and high-rise residential buildings (from 1 August 2021)
- First Homes
- Flexible options for planning permissions
- Flood risk and coastal change
- Green Belt
- Hazardous substances
- Healthy and safe communities
- Historic environment
- Housing and economic land availability assessment
- Housing and economic needs assessment
- Housing needs of different groups
- Housing for older and disabled people
- Housing: optional technical standards
- Housing supply and delivery
- Land affected by contamination
- Land stability
- Lawful development certificates
- Light pollution
- Making an application
- Minerals
- Natural environment
- Neighbourhood planning
- Noise
- Open space, sports and recreation facilities, public rights of way and local green space
- Permission in principle
- Plan-making
- Planning obligations
- Renewable and low carbon energy
- Rural housing
- Self-build and custom housebuilding
- Strategic environmental assessment and sustainability appraisal
- Town centres and retail
- Transport evidence bases in plan making and decision taking
- Travel Plans, Transport Assessments and Statements
- Tree Preservation Orders and trees in conservation areas
- Use of planning conditions
- Viability
- Waste
- Water supply, wastewater and water quality
- When is permission required?

### 6.3 UK Marine Policy Statement (2011)

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

### 6.4 East Inshore and Offshore Marine Plans (2014)

The [East Inshore Marine Plan](#) area includes the coastline stretching from Flamborough Head to Felixstowe, extending from mean high water out to 12 nautical miles, including [connected rivers](#) ~~inland areas~~ such as [those in](#) the Broads ~~and other waters subject to tidal influence~~, and covers an area of 6,000 square kilometres. The East Offshore Marine Plan area covers the marine area from 12 nautical miles out to the maritime borders with the Netherlands, Belgium and France, a total of approximately 49,000 square kilometres of sea. [The two areas are incorporated into a single Marine Plan document.](#)

[The Marine and Coastal Access Act 2009 requires all public authorities taking authorisation or enforcement decisions that affect or might affect the UK marine area to do so in accordance with the relevant Marine Plans unless relevant considerations indicate otherwise.](#)

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

### 6.5 National Parks Circular (2010)

While the National Parks and the Broads are established under two separate Acts of Parliament, the similarities between them are such that this [National Parks Circular](#) applies equally to them all. It sets out:

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

### **Vision for the English National Parks and the Broads:**

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

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

## **6.6 Broads Plan 2022**

The [Broads Plan](#) is the key strategic management plan for the Broads. It sets out a vision, aims and objectives for the Broads and coordinates and integrates a wide range of strategies, plans and policies relevant to the area with the purposes and duties set out in the Broads Acts. Three fundamental principles help guide the development and implementation of the Broads Plan. The first is based on the definition of the Precautionary Approach in the Rio Declaration on Environment and Development, 1992. The second recognises the need for integrated, long-term management, and the third underlines the importance of informed partnership working. The Plan is based around a series of themes:

- [Theme A: Responding to climate change and flood risk](#)
- [Theme B: Improving landscapes for biodiversity and agriculture](#)
- [Theme C: Maintaining and enhancing the navigation](#)
- [Theme D: Protecting landscape character and the historic environment](#)
- [Theme E: Promoting understanding and enjoyment](#)
- [Theme F: Connecting and inspiring communities](#)

## 6.7 Current Broads Planning Policy Documents

- [Local Plan for the Broads](#) – adopted in 2019
- [Flood Risk SPD](#) – adopted in 2020; elaborates on Local Plan flood risk policies
- [Coastal Adaptation SPD](#) – adopted in 2023; is a joint document prepared with Great Yarmouth Borough Council, North Norfolk District Council, East Suffolk District Council, the Broads Authority, and Coastal Partnership East.
- [Great Yarmouth Borough Council Open Space Supplementary Planning Document \(SPD\)](#) – endorsed by the Broads Authority in 2023 as it contains open space standard that are relevant to development in the Broads.
- [East Suffolk Affordable Housing Supplementary Planning Document \(SPD\)](#) – endorsed by the Broads Authority in 2022 as it contains standards that are relevant to development in the Broads.
- [East Suffolk Affordable Healthy Environments Supplementary Planning Document \(SPD\)](#) – endorsed by the Broads Authority in 2024 as it contains open space standard that are relevant to development in the Broads.
- [Broads Design Guide and Code](#) – adopted by the Broads Authority in March 2025. This sets our important design considerations for various types of development.
- [Topic based guides](#) – guides to help implement policies of the Local Plan

## 6.8 Neighbouring Local Planning Authority Planning Policy Documents

The Broads Authority is the Local Planning Authority for the Broads Executive Area. Parts of the Broads area cover Norwich City, Broadland, South Norfolk, North Norfolk, Great Yarmouth Borough and East Suffolk District Council areas. These districts are the Local Planning Authorities for the remainder of their areas (and are referred to as ‘districts’ throughout the Local Plan, even though there is one Borough and one City). The Broads area is within the counties of Norfolk and Suffolk and the respective County Councils produce minerals and waste planning policy documents. As the Local Plan for the Broads is developed, it is important to be aware of the proposals and policies of the districts and counties.

## 6.9 Norfolk Strategic Planning Framework (NSPF) (2021)

Norfolk Local Planning Authorities have produced a [Norfolk Strategic Planning Framework](#) (NSPF) to ensure that planning is undertaken strategically and the requirements of the Duty to Cooperate are met. The NSPF also meets the requirement to produce a Statement of Common Ground. All Local Planning Authorities in Norfolk have worked together to produce this Framework. The Framework identifies cross boundary and strategic issues and seeks ways to recommend to the Authorities on how to address these issues in a coordinated manner.

## 6.10 Neighbourhood Plans

At the time of writing (March 2025), the following Neighbourhood Plans were adopted or in preparation:

Adopted: Acle, Beccles, Brundall, Bungay, Filby, Fleggburgh, Hemsby, Loddon and Chedgrave, Lound with Ashby, Herringfleet and Somerleyton, Oulton, Reedham, Rollesby, Salhouse, Strumpshaw, Thorpe St Andrew, Trowse with Newton, Winterton on Sea, Worlingham and Wroxham.

In preparation: Barnby, Carlton Colville, Geldeston and Gillingham, Horstead with Stanninghall, Mettingham, Barsham and Shipmeadow and Ringsfield and Weston, Oulton Broad, Stalham.

## 7 About the Broads

### 7.1 Introduction

The Broads is an internationally important wetland and designated protected landscape of the highest order, with a status equivalent to that of a National Park and one of Europe's finest and most important wetlands for nature conservation. Its rich mosaic of habitats comprises, among other things, saltmarshes, intertidal mudflats, shallow lakes, fens, drained marshland, wet woodland, relict estuary and coastal dunes. The Broads' iconic features include 125 miles of lock free waterways, over 25% of the UK's conservation priority wildlife, and more than 60 drainage mills that are still intact. This section gives some background about the area's history and environment.

### 7.2 How the Broads was formed

From around the 11<sup>th</sup> century, the demand for timber and fuel was so high that most woodland was felled, and the growing population began digging the peat in the river valleys to provide a suitable fuel alternative. Rising sea levels then flooded these early peat diggings and, despite numerous drainage attempts, the flooding continued and the shallow lakes or 'broads' we see today were formed.

### 7.3 The Broads Authority

The Broads Authority is a Special Statutory Authority established under the [Norfolk and Suffolk Broads Act 1988](#)<sup>2</sup>. It has a statutory duty to manage the Broads for three purposes, none of which takes precedence:

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

Additionally, in discharging its functions, the Broads Authority must have regard to:

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

The Broads Authority is the Local Planning Authority for the Broads. It is responsible for producing this Local Plan, which guides development in the area and is used in determining planning applications.

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<sup>2</sup> [Broads Authority Act 2009](#) is also of importance.

A primary aspect of the Broads is that it is a nationally designated area, protected and enhanced for the benefit of the nation as well as for the local population and businesses. This is the justification for control of local planning within the designated area to be entrusted to a special purpose body that includes representation of the national interest as well as of local councils and navigators.

#### 7.4 The Broads Authority Executive Area

The designated Broads Authority Executive Area covers parts of Norfolk and North Suffolk, as shown in white in Map 1<sup>3</sup>. The area includes parts of Broadland District, South Norfolk District, North Norfolk District, Great Yarmouth Borough, Norwich City, and East Suffolk Council area. The councils for those areas do not have planning powers in the Broads area but retain all other local authority powers and responsibilities. Norfolk County Council and Suffolk County Council are the county planning authority for their respective part of the Broads, with responsibilities that include minerals and waste planning, and are also the Lead Local Flood Authority. The Broads does not sit in isolation; there are important linkages with neighbouring areas in terms of the community and economy – what happens outside the Broads affects the area, and vice versa.

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<sup>3</sup> A map of the Broads with more information is on p4 of [Broadcaster 2022 by Countrywide Publications](#)



The Broads executive area, at around 303km<sup>2</sup>, sits at the end of the much larger Broadland Rivers Catchment (c.3200km<sup>2</sup>)

**Map 1: Broads Authority Executive Area – the white part is the Broads.**

## 7.5 The landscape of the Broads

The landscape of the Broads is unique.

The Broads is much changed by people over time and is of international historic and cultural significance. Having been awarded status equivalent to a national park, the highest status of protection is conferred upon the area's landscape and natural beauty.



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

Traditional settlements tend to be on slightly higher ground, with extensive areas of reed beds, grazing marsh, and some carr woodland in and on the edges of the floodplain. ~~There is no general building vernacular, but~~ The traditional villages tend to have a variety of surviving older buildings that may have similar characteristics and be of considerable quality or interest. These settlements are usually clustered near a staithe (traditional landing area), either on a river or connected to it by dyke and surrounded by more modern housing of no particular distinction. That being said, the vernacular of the Broads is evolving. The Broads Authority is open to the potential for modern design that may contribute to the future cultural heritage of the Broads.

In this open flat landscape, vertical elements are often visible over long distances. In particular the various types of mill and ecclesiastical buildings, many of which are regarded as iconic, but also pylons which many would regard as intrusive.

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

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

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

**It is clear that the unique and special landscape of the Broads is an important asset that many people appreciate and value; indeed, it is the landscape that many visitors come to enjoy. The Local Plan needs to protect and enhance this landscape.**

## 7.6 The economy of the Broads

Tourism is the mainstay of the Broads' economy. In 2023, the Broads and surrounding area (including the area of influence) received around 7.5 million visitors, bringing in an estimated £525 million and directly supporting more than 5,323 FTE jobs<sup>4</sup>.

Land and water-based tourism is hugely important in the area. There were around 12,549 registered boats on the Broads in 2022 (11,119 private craft and 1,430 hire craft); many people also enjoy bird watching, walking, cycling, angling, visiting heritage sites and just being near the water. Challenges exist for attracting new generational visitors into areas such as National Parks whilst also fewer younger or new customers are engaging in leisure marine activities. This demographic is looking for, and using, new entry areas such as variations and niche versions of accommodation experiences, canoeing and paddle boarding. Their digital communication preferences and their desire for activities are aligned to short burst experiences to enjoy and share online and are being termed 'Pay & Play.'

Traditional skills and industry are important to the area. Reed and Sedge Cutters, Thatchers and Millwrights for example, all have an important part to play in the Broads.

Boatyards and other waterside businesses are critical to the enjoyment of the area by tourists and local residents alike, and to the local economy and employment. Although many people come to the Broads as day visitors, provision of holiday accommodation, including a variety of types and locations, is important.

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

Other businesses in the Broads are diverse and tend to be small scale and service related, a notable exception being the large sugar beet processing plant at Cantley on the River Yare.

**The Local Plan needs to ensure that the local economy, most of which is rural based, can continue to thrive. The impacts of Covid-19 restrictions on businesses will be important to understand, although it could be that the country bounces back to some extent now that restrictions have eased, and the majority of the population is vaccinated.**

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<sup>4</sup> STEAM Report: Volume and Value of Tourism in the Broads 2023

## 7.7 The natural environment of the Broads

The Broads is one of Europe's most important wetlands for biodiversity and nature conservation. It is a predominantly freshwater ecosystem made up of meandering rivers connecting beautiful expanses of shallow water known as 'broads'. The surrounding habitats include botanically rich fens, home to the rare Swallowtail Butterfly, Fen Orchid, and Bittern. The invertebrate and bird rich wet woodlands, and the grazing marshes with their network of unique aquatic plant and animal ditch communities, make the Broads one of the most wildlife rich areas in the National Park family and in the UK. The great importance for biodiversity is reflected in records for the Broads, which indicate:

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

In relation to geodiversity, there are five nationally designated sites (SSSIs covering Pleistocene geology and active coastal processes), but many other local sites of interest have been identified in the Norfolk Geodiversity Audit.

In early 2022, the Broads Authority endorsed the Recreation Impact Avoidance and Mitigation Strategies for Norfolk and Suffolk Coast. The aim of these strategies is that by collecting tariff from overnight accommodation, the funding can be spent strategically to mitigate the impacts of development on habitat sites.

In March 2022, the issue of the impact of phosphates and nitrogen on the water quality of habitat sites in the Broads SAC and RAMSAR Sites led to the Norfolk LPAs working together to introduce 'Nutrient Neutrality'. Work continues on mitigation at the time of writing, but permissions for some development in some areas have been delayed.

**The Broads is an important area for biodiversity. It is also one of the reasons why people live here, and tourists come to visit. We need to ensure we understand how development can impact biodiversity, so we protect it and look for opportunities to expand and connect and enhance habitats, and that we reflect this in the Local Plan.**

## 7.8 Historic environment and culture of the Broads

The unique quality and distinctiveness of the built environment of the area, its drainage mills, river and waterside settlements and its origins as man-made medieval peat diggings makes the Broads itself arguably one of England's most extensive industrial monuments. Collectively these features provide the context for individual sites of built and archaeological interest, resulting in a true cultural landscape.

The Broads Authority Executive Area contains over 278 nationally Listed Buildings, 15 Scheduled Monuments and 25 Conservation Areas. The area has been identified by Historic England as being a site of exceptional potential for waterlogged archaeology, and the Broads Authority maintains a Local List of heritage assets. The Broads is also home to numerous heritage craft including the famous trading wherries, other historic sailing, and motor vessels.

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

It is not only the buildings and the broads that reflect the history of the Broads; so too do the boats (see later) and the traditional skills and industries such as boat building, reed and sedge cutting, millwrighting and thatching.

**The Broads is clearly steeped in history, with many important heritage assets. These assets need protecting and appropriately enhancing, and this needs to be reflected in the Local Plan.**

## 7.9 Navigating the Broads

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

The Broads Authority Executive Area comprises approximately 3,113 ha of water space, including 63 permanently open water bodies covering 843 ha. Many of these water bodies are broads in the traditional sense, having been formed from medieval peat diggings and used as water transport routes linking settlements with the main rivers and tributaries. Others are of more recent and/or different origin, such as at Whitlingham Country Park, which was developed on the site of a gravel quarry. Some broads have public navigation rights, others have more limited access, generally for environmental or land ownership reasons, while some others are landlocked and inaccessible to craft.

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

**The Broads has been used for navigation for a long time. Navigation is fundamental to the local economy and provides varied health and wellbeing benefits. The Local Plan will need to ensure that navigation is protected and appropriately enhanced.**

### 7.10 The boats and people who sail them

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

**Boating is a key part of the local economy and has many interrelated land uses that the Local Plan will need to understand and address.**

### 7.11 The community of the Broads

The resident population of the Broads Authority Executive Area is about 6,300 people. Living in the Broads, particularly close to the water, is highly prized and this is reflected in local house prices. Local communities strongly identify with the area and value its [special qualities](#). The Executive Area covers parts of more than 90 parishes in Norfolk and Suffolk (see [Appendix 2](#)).

The National Census 2021 gives these facts and figures about the community of the Broads: **6,275** people live here. The Broads has an **older** population. The **majority** work full time or are retired and there are **618** students. **22%** are disabled under the Equality Act. The Broads has a population density of **0.2 people per hectare**.

The 2019 Indices of Multiple Deprivation (IMD) give an interesting insight into the community of the Broads. The IMD maps for the Broads have been assessed as part of a Deprivation Topic Paper<sup>5</sup>.

**Many settlements are split between two Local Planning Authorities, so the Broads Authority needs to ensure that it works with its neighbouring LPAs. The community is an important asset to the area, and its needs will need to be addressed in the Local Plan.**

## 7.12 Pressures on the Broads

The Broads is a fragile wetland. It is under increasing pressure from a variety of sources, including development both within and adjacent to the Executive Area. In the last century, habitat loss and fragmentation, impact from recreation activities, nutrient enrichment and pollution of the waterways, and increasing threats from non-native species have seen a decline in species and habitats. The [Broads Plan](#) and the [Broads Nature Recovery Strategy 2024-29](#) commit the Authority and its partners to halting and reversing this decline in the Broads. Sea level rise and the impacts of a changing climate and pressure on water resources related to new development will also increase pressure on the Broads over time.

**The Broads is a popular place to live in and to visit, but with so many important assets such as heritage, landscape and biodiversity, there is the potential for harm to be caused. The Local Plan needs to understand and address the pressures on these assets.**

## 7.13 Access and recreation

As the UK's premier wetland, with status equivalent to a National Park and internationally recognised for its landscape, nature conservation and cultural features, the Broads is a popular recreational destination, with miles of open water space and natural, historic and cultural assets to be explored and enjoyed.

Because of its wetland landscape, many parts of the Broads are most easily accessible by water, with the unique experience this brings. It is one of the most extensive inland waterways in the UK, and boating is a major recreational activity, with around 12,000 licensed craft using the navigation area.

There are also recreational opportunities to be enjoyed on land. The area has an extensive rights of way network, with around 303km of public footpaths and 17km of public bridleways available for public use. There are three promoted long-distance routes and a number of circular walks and cycle routes in the area. Approximately 150ha of land in the Broads has been designated as open access land under the Countryside and Rights of Way Act 2000. The Broads is also one of the most popular areas in the UK for angling.

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<sup>5</sup> [Broads Local Plan - Deprivation Topic Paper - September 2021](#)

**Good access and recreation provision in the Broads contributes to the health and wellbeing of local and neighbouring communities and visitors and is especially important for urban dwellers and people from deprived communities.**

#### **7.14 The special qualities of the Broads**

The [Broads Plan](#) sets out the special qualities of the Broads. Over the years, the Authority has asked people to identify the special qualities or features of the Broads they value most. Common responses include:

- The winding rivers and open water bodies – the ‘broads’
- The variety of habitats
- The abundance and rich diversity of wildlife
- Navigable, lock-free waterways to explore and enjoy
- The variety of patterns and textures in the landscape
- Countryside access to both land and water
- ‘Big sky’ views, dark skies and a sense of remoteness, tranquillity and wildness
- The people, the visitors, the activities
- The history and historic environment: Earth heritage, heritage assets, archaeology
- Boating, boatbuilding and unique heritage fleets
- Cultural assets, skills and traditions such as thatching and millwrighting
- People’s interactions with the landscape
- Waterside settlements and quiet villages

## 8 Duty to Cooperate

### 8.1 The Duty

The Duty to Cooperate was created in the Localism Act 2011 and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on Local Planning Authorities, County Councils in England, and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local and Marine Plan preparation in the context of strategic cross boundary matters. The Duty to Cooperate is not a duty to agree. However, Local Planning Authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their Local Plans for examination. Local Planning Authorities must demonstrate how they have complied with the duty at the independent examination of their Local Plans. If a Local Planning Authority cannot demonstrate that it has complied with the duty, then the Local Plan will not be able to proceed further in examination. The Localism Act states that relevant bodies must ‘...engage constructively, actively and on an ongoing basis...’.

### 8.2 How the Broads Authority meets the Duty

The Broads Authority meets the Duty to Cooperate in a number of ways (please note this list is not exhaustive, but gives a flavour of our activity):

- Commissions joint evidence bases, e.g. the Norfolk Recreational Impact Study and the Norfolk Older Persons Strategy.
- Regular officer level meetings, e.g. the Norfolk Strategic Planning Officers Group (attended by the Environment Agency), the Suffolk Planning Policy and Development Management Officers Group.
- Quarterly meetings with Great Yarmouth Borough Council and East Suffolk District Council.
- Production of Norfolk Strategic Planning Framework/Statement of Common Ground.
- Quarterly Norfolk Duty to Cooperate Member Group meetings.
- A member from each of the Authority’s constituent districts sits on the Broads Authority’s Planning Committee.
- Individual meetings with the Planning Policy Teams of the Authority’s constituent districts.
- Quarterly meetings with Norfolk and Suffolk Historic Environment officers.

The Authority therefore considers that it engages constructively and on an ongoing basis with relevant authorities. More detail can be found in the [Duty to Cooperate Statement \(May 2025\)](#).

~~As the Local Plan progresses through the next stages of production, draft statements covering how the Authority has met the requirements of the Duty to Cooperate will be produced.~~

### 8.3 Planning White Paper and Levelling Up Act

The Levelling up and Regeneration Act 2023 indicates that the Duty to Cooperate will be scrapped. No details as to what precisely will take its places have been provided at the time of writing.



## 9 The Broads: Strengths, weaknesses, opportunities, threats

### 9.1 Introduction

In this section, we carry out a 'SWOT' analysis that identifies some of the principal sustainability strengths, weaknesses, opportunities, and threats that are potentially relevant to the Broads Plan (the strategic management plan for the Broads) and to the Local Plan for the Broads.

### 9.2 Strengths

- a) Extensive, diverse, and very highly valued landscape, habitats, flora, fauna and cultural and heritage assets.
- b) A unique wetland and low-lying area and status equivalent to a National Park.
- c) Formal nature conservation designations of the Broads and many areas within it provide relatively high levels of policy protection or conservation. A high proportion of the SSSI units in the Broads are in favourable or unfavourable recovering condition, which signifies mostly appropriate actions and management operations are being undertaken.
- d) Farmed and managed landscape, the majority being privately owned.
- e) A short undeveloped stretch of coastline.
- f) High levels of tranquillity through much of the Broads; in particular, a sense of remoteness in some parts despite these being located close to concentrations of housing and industry. Also, most of the area has intrinsic dark skies.
- g) Attractive environment, providing the basis for most of the Broads' economy and recreation for residents and visitors.
- h) Britain's largest protected wetland and third largest inland waterway.
- i) High level of interaction with the surrounding area, with complementary provision of facilities and opportunities. For example, employment and development opportunities and community facilities in surrounding districts, towns and in Norwich also serve Broads' residents, while the Broads provides recreational and business opportunities to those from the wider area.
- j) Thriving hire boat industry contributing to the local economy.
- k) Many organisations and individuals caring for or promoting the value of various aspects of the Broads.
- l) Importance of the Broads for the identity and recreation of a much wider area. The Broads represent a significant area for outdoor recreation and access to green space, supporting the mental and physical wellbeing of residents and visitors of all ages, through provision of open space for physical activity and creation of opportunities for social engagement.
- m) The age profile of the area shows more older people than in the surrounding area. Older people are often motivated, educated, and experienced and play an important role in the community.
- n) Substantial, engaged community of private boat owners.
- o) Local boating clubs and classes that enable local people (whether or not boat owners), including children, to acquire and hone the skills required to become good sailors.
- p) Many heritage assets, including conservation areas and drainage mills.

- q) The international significance of the paleo-archaeological remains within the Broads and the unusually well-preserved organic remains.
- r) A wealth of archaeological deposits that are not well represented elsewhere within the country.
- s) Good collaborative working with stakeholders and interest groups.
- t) An area providing many ecosystem services, as evidenced in the Norfolk and Suffolk natural capital assets compendium<sup>6</sup>.
- u) Peatland areas and opportunities for improved wetland areas, carbon storage, holding flood waters, storing water for droughts, nature enchantment.
- v) Thriving angling destination, supporting the local economy.

### 9.3 Weaknesses

- a) Some of the protected habitats failing to meet target ecological conditions and/or vulnerable to change because of, for example, fragmentation, inappropriate water and land management, pressure from nearby development and conflicting water regimes leading to complex and costly hydrological interventions.
- b) Lowland grazing economics are poor and may be at risk of farm subsidy changes.
- c) Some areas of fen and all lakes and rivers in unfavourable condition and some are in declining condition and reliant on public grants for Nature Recovery.
- d) Almost the whole of the Broads area subject to, or at risk of, flooding.
- e) Some listed buildings and other heritage assets at risk, and particular problems in finding compatible and beneficial uses that could help secure the restoration and maintenance of heritage assets such as wind pumps/drainage mills.
- f) Continuing (though declining) problems of water quality in the rivers; ground water quality problems.
- g) Difficulty of modernising and adapting existing buildings and uses, and accommodating new ones, due to flood prone nature of the area.
- h) Decline in traditional industries such as millwrights, thatchers and reed and sedge cutters.
- i) High reliance on tourism, which can leave the economy vulnerable and mean a loss of resilience because of changes to the holiday/recreational patterns. Indeed, the access restrictions because of COVID19 has had a large impact on tourism (as well as many other sectors of the local and national economy).
- j) Car dependence of local communities and businesses and fragmentation of settlements.
- k) Depleted local community and/or visitor facilities, often through displacement by higher value activities (principally housing).
- l) Tensions and perceptions of incompatibility between interests of conservation, farming, development, recreation, tourism, navigation, and local communities, and between local interests and the national value of the Broads.
- m) The ageing population could lead to imbalance in the community.

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<sup>6</sup> [Norfolk and Suffolk Natural Capital Assets Evidence Compendium | Norfolk Biodiversity Information Service \(nbis.org.uk\)](https://nbis.org.uk)

- n) Lack of housing that is affordable resulting in some people having to commute to places of work.
- o) Deficiencies of moorings in some places to meet the needs of various water space users.
- p) Some low bridges which prevent larger boats from passing, and some narrow waterways which could limit potential for navigation.
- q) Some boats unable to navigate as intended due to operational issues of some swing bridges, particular when the weather is hot.
- r) Increasing pressures for land use change around areas of settlement.
- s) Resourcing difficulties for organisations that help to manage the environmental assets.
- t) Lack of certainty of how the new framework for agricultural subsidies will support Nature Recovery.
- u) Lack of public transport in rural areas.
- v) Rural connectivity – some areas not covered by broadband.
- w) Unsustainable wildfowling.
- x) Increased risk of salinisation of previously freshwater wetlands.
- y) Susceptible to climate change impacts such as variable rainfall patterns and increased incidence of saltwater incursion leading to significant habitat and landscape change.

## 9.4 Opportunities

- a) Climate change:
  - i. Likely impacts that may create opportunities such as changes in flora, fauna and landscape, patterns of recreation and changes in agriculture and its practices.
  - ii. Adaption through erecting, raising, and strengthening flood defences, realignment in more flood prone locations to make more space for water and linking wildlife habitats to provide resilience.
  - iii. Evolving low carbon lifestyles, construction and patterns of land use and settlement.
  - iv. Opportunities to link with other strategic initiatives (Local Nature Recovery Strategies etc) to build in nature-based solutions for climate change adaptation.
  - v. Transition to more brackish conditions provide opportunity to create saltmarsh which could trap Carbon.
- b) Maintaining the recovery and improvement of water quality achieved over the last few decades by long-term and ongoing investment through collaborative working across a range of agencies and stakeholders, particularly water companies and the Norfolk Water Fund.
- c) Potential to put in place environmental and recreational management measures as part of the implementation of major housing and employment growth outside but close to the Broads area.
- d) Potential for restoration and enhancement zones towards nature recovery within and surrounding the Broads, including to connect to coastal and other biodiversity rich wetland areas.
- e) Potential for revival in the use of the area's rivers and railways for freight and passenger traffic.

- f) Changes in patterns of recreation and expectations of visitors.
- g) Potential for future complementary and mutually supportive actions and benefits across environmental, recreational, navigation, and local community issues.
- h) Provision of jobs, facilities, services, and homes for local residents through the development plans of constituent Local Authorities.
- i) The status of the Broads as equivalent to a National Park – held in high regard with most stakeholders.
- j) Private investment opportunities for carbon, water quality and potentially Biodiversity Net Gain.
- k) Training opportunities for traditional skills and crafts.
- l) Encouraging sustainability through the design of buildings as well as innovative designs, new technologies and building in resilience.
- m) Opportunities to encourage both local residents and visitors to join one of the many boating clubs, take part in organised events, go on formal sailing courses and gain recognised Royal Yachting Association (RYA) qualifications.
- n) Opportunities to Improve awareness of general public and residents of the [special qualities](#) of the Broads and their role in preserving these qualities.
- o) Many train stations in/near to the Broads.
- p) Highway improvements and the benefits to the community and economy they could bring.
- q) Flat land favouring healthy travel modes and active travel opportunities.
- ~~r) Because of the COVID19 pandemic, more people will /may holiday in the UK and in the Broads and become aware of the [special qualities](#) of the Broads. Businesses could appropriately diversify and become more resilient. The COVID pandemic in 2020 caused a renewed interest in access and wellbeing in the countryside. There is some evidence to suggest that this has continued, presenting ongoing benefits and opportunities for businesses.~~
- s) More home-based working lessening carbon impacts while retaining wealth in the locality.
- t) Opportunities for natural flood management to minimise impacts of coastal flood management, creating new habitats that help to mitigate the impacts of a changing climate i.e. coastal flooding and saltwater incursion. Sensitive/natural approach would have benefits for wildlife and people.
- u) Agricultural subsidy change promoting greater focus on environmental enhancements as the Broads is able to achieve so many benefits.
- v) Protection and appropriate enhancement of heritage assets.
- w) Gradual transition to vehicles powered by non-fossil fuels, leading to reduction in pollution, quieter transport modes.
- x) Improvement of access to the Broads for residents and visitors with limited mobility.

## 9.5 Threats

- a) Climate change - likely impacts that may be threats:
  - i. Increased frequency and severity of all sources of flooding.

- ii. Increased risk of coastal inundation.
  - iii. Lowest lying land could be permanently flooded or flooded for many days or weeks.
  - iv. Increased frequency and severity of drought, with impact on water resources available to all sectors.
  - v. Changes to rainfall patterns.
  - vi. Change in grazing regimes as floodplain grassland becomes unable to support grazing animals, economically and on welfare grounds (increased salinity, lack of drinking water for stock resulting from drought).
  - vii. Deterioration of water quality and abstraction of water resources.
  - viii. Increased frequency and severity of saline incursion into freshwater systems.
  - ix. Loss of freshwater dependant flora, fauna, and landscape in some areas
  - x. Changes in patterns of recreation
  - xi. Changes in agriculture and its practices including large scale horse grazing.
- b) Redundancy/degradation of infrastructure and material assets.
- c) Erosion of the special character of the area's landscape and built heritage through:
- i. Loss of archaeology built/landscape and cultural heritage assets.
  - ii. deterioration/change in the landscape character of the area as saline impacts become more prominent and spread upriver.
  - iii. Coastal erosion.
  - iv. Incremental 'suburbanisation' and other changes, including through domestic and holiday home extensions/enlargements and paraphernalia:
    - 1. Metalling of unmade tracks;
    - 2. 'Horsiculture' – proliferation of pony paddocks, stables, Manèges, etc.;
    - 3. Road, rail and navigation improvements/changes;
    - 4. Proliferation of advertisements.
- d) Potential landscape and economic effects of change, including that driven by market changes (e.g. food prices, biofuel).
- e) Changes in patterns of recreation, including impacts of decline in hire boat fleet and growth of private boat ownership; higher expectation of facilities for leisure plots, holiday chalets and other accommodation.
- f) Declining boatyard and boatbuilding industry.
- g) Loss of swing bridges to fixed bridges.
- h) Major housing and employment growth planned for nearby areas, and associated potential impacts such as:
- i. Water quality and quantity loss arising from effluent input and water supply extraction.
  - ii. Increased recreational pressure, on both visitor 'honeypots' and remoter, more tranquil and sensitive localities. Also linked to tourism.
  - iii. Traffic growth impacting on reduced safe cycling and horse-riding routes.

- i) Changes to economies, practices and ways of life that sustained local and traditional industries and skills (such as millwrights, reed and sedge cutters and boat builders) that generated and sustained the landscapes we see today.
- j) Unsympathetic design, construction and alterations.
- k) Loss of local community and/or visitor facilities, often through displacement by higher value activities (principally housing).
- l) High house prices in the rural areas could affect the willingness of some to train in traditional skills such as reed and sedge cutting as they would need to commute.
- m) Recent and likely future cuts in budgets and consequent challenges organisations face in light of reduced funds.
- n) Paleo-environmental and organic archaeological remains are especially vulnerable and significant in the Broads.
- o) Potential damage to habitat sites through activities in the Broads and more development in the wider area.
- p) Deterioration of water quality due particularly to nutrients, pesticides and pet flea treatments.
- q) Land drainage and arabilisation leading to biodiversity decline.
- r) Major highway improvements and the threat to the [special qualities](#) of the Broads that could result.
- s) Further loss of moorings.
- t) Vulnerability of subsidised public transport services within the Broads Authority Executive Area (bus and rail).
- u) Drying out of wetland and oxidation of peat, leading to loss of finite environmental and archaeological archives as well as release of stored carbon.
- v) Coastal protection work, which may alter the dynamics of marine erosion and sediment transport.
- w) COVID19 impacts on health and the economy.
- x) Non-native species and plant disease and challenges for meeting biosecurity in a connected wetland.
- y) Boat traffic sediment stirring and direct disturbance of wildlife.
- z) Shortage of reed and sedge for thatching due to higher water levels and the detrimental impact on reedbeds and reed harvesting.
- aa) In some places, recreational pressure can cause unsustainable disturbance to wildlife and damage to habitats sites.

## 10 Vision and Objectives

### 10.1 Vision

The Broads Plan and the Local Plan for the Broads share the same Vision for the Broads. The Broads Plan 2022-27 includes the following Vision for the Broads:

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

We are meeting the challenges of climate change and sea level rise, and the carbon reduction targets of 'net zero' by 2040, with well-maintained soils that retain and increase stored carbon.

Wildlife is flourishing and habitats are maintained, restored, and expanded. Land and water are managed in an integrated way, with local and landscape-scale management that creates resilience and space for nature and agriculture, enabling us to adapt to changing environmental, economic, and social needs. The area's environmental history is better appreciated through understanding its sediments, rocks, and landforms.

The past and present importance of the waterways for navigation, biodiversity and recreation is recognised and cherished, and the asset is protected, maintained, and enhanced.

This living, working, 'big skies' landscape is notable for its natural beauty, distinctive local character, and historic significance. People of all ages, abilities and circumstances enjoy it as a place to live and work, as a place of escape, adventure, learning and tranquillity, and as a source of national pride and identity. Local communities are active in decisions about their future, and sustainable living is seen in action. There is a buoyant rural economy and a viable, well-used public transport network, and local housing need is being met.

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

### 10.2 Objectives

The Local plan objectives relate back to the Vision; the objectives are as follows:

- OBJ1. The Broads remains a key national and international asset and a special place to live, work and visit.
- OBJ2. There are areas of true tranquillity and wildness and dark skies, giving a real sense of remoteness.

- OBJ3. The Broads is a unique, highly valued and attractive environment where the landscape character and setting is protected, maintained and enhanced.
- OBJ4. The rich and varied natural environment is conserved, maintained, enhanced and sustainably managed through a coordinated approach. Nature can recover (more, bigger, better, joined). A Nature Recovery Network that is resilient to climate change is in place.
- OBJ5. The coastal section of the Broads is used and managed in a beneficial and integrated way for people and wildlife using nature-based solutions.
- OBJ6. Water quality is improved, and water is managed using appropriate measures to increase capture and efficiency, prevent pollution and reduce nutrients. Flood risk to people, property and landscapes is sustainably managed effectively.
- OBJ7. 'Climate-smart thinking' minimises future adverse impacts and makes use of opportunities in an area vulnerable to a changing climate and sea level rise. The Local Plan helps the path to net zero, adaptation and resilience.
- OBJ8. The area's historic environment, archaeology and cultural heritage are protected, maintained and enhanced. Local cultural traditions and skills are kept alive.
- OBJ9. The housing needs of the community are met including safe, warm, energy efficient homes in the right place. The Local Plan addresses the issue of second homes.
- OBJ10. Development and change are managed to protect and enhance the [special qualities](#) of the Broads as well as the needs of those who live in, work in and visit the area. The Broads Authority maintains close cooperation with the Local Planning Authorities adjoining its executive area.
- OBJ11. The Broads offers communities and visitors opportunities for a healthy and active lifestyle and a 'breathing space for the cure of souls'.
- OBJ12. There is a buoyant and successful rural economy.
- OBJ13. The Broads is renowned for sustainable tourism and supports a prosperous tourism industry.
- OBJ14. People enjoy the [special qualities](#) of the Broads on land and on water. Access and recreation are managed in ways that maximise opportunities for enjoyment without degrading the natural, heritage or cultural resource. Navigation is protected, maintained and appropriately enhanced, and people enjoy the waterways safely.
- OBJ15. The Broads continues to be important for the function, identity and recreation of the local community as well as over a wider area.
- OBJ16. Waste is managed effectively so there is no detriment to the environment.

An assessment of how each policy relates to the objectives can be found [here](#). [Appendix 3](#) shows how the objectives compare to the 17 UN Sustainable Development Goals. It also links to a document that assesses the policies against the UN SD Goals.



## 11 The rest of the Publication version Local plan

The rest of the Publication version Local Plan includes proposed policies. The policies are in grey boxes. After the policies is explanatory text and there may be a section relating to how to deliver the policy and as part of the site-specific policies, the constraints and features relevant to the site are also included. The Site-specific policies are alphabetical by settlement name. The complete list of policies can be found at [List of policies and page numbers](#) section, immediately after the Table of Contents.

## 12 Sustainable development in the Broads

### Policy PUBDM1: Major Development in the Broads

1. For the purposes of this policy, 'major development' is defined in this Local Plan as development which has the potential to have a significant adverse impact on the Broads, its purposes and its [special qualities](#) due to the development's nature, scale and setting. 'Major development' may include the development [of sites over 10 dwellings or larger than 0.5 hectares](#) ~~covered by the definition set out in the NPPE~~ but is not restricted to that.
2. Applications for major development will not be permitted other than in exceptional circumstances and where applicants can demonstrate that the development is in the public interest and that the public interest outweighs the purposes of the Broads.
3. Proposals for major development will need to demonstrate:
  - a) the need for the development, including in terms of any national considerations;
  - b) the impact of permitting or refusing the development upon the local economy and local communities and the extent to which it will provide a benefit to the Broads and wider area;
  - c) the cost of and scope for locating the development elsewhere outside the Broads, or meeting the need for it in some other way, and a justified explanation of why these options have been discounted;
  - d) that there are no likely significant adverse effects on proposed or current habitats sites for nature conservation both within their boundaries and in areas that ecologically support the conservation objectives of the site. Project Level Habitats Regulation Assessments may be needed to assess implications on habitats sites. Measures to mitigate for the effects of new development may be required;
  - e) any detrimental effect on the natural and historic environment, the landscape, and recreational opportunities, taking into account the [special qualities](#) of the Broads, and the extent to which any such effect would be moderated (through applying the avoidance, mitigation and compensation sequence of tests set out in clause 4 of this policy); and
  - f) that the cumulative impact of the development when viewed with other development proposals and types of development is acceptable.
4. Where the tests of clause 3 have been met, then every effort to avoid significant adverse impacts will be required. Where significant adverse impacts cannot be avoided, appropriate steps must be taken to minimise harm through mitigation measures. Appropriate and practicable compensation will be expected for any unavoidable effects that cannot be mitigated.

### Reasoned Justification

The purpose of the planning system is to contribute to the achievement of sustainable patterns of development which support and meet the needs of communities and the local economy

whilst protecting the special character and assets of importance to these communities and the wider area.

This balance is of particular importance in those areas that have been designated for their [special qualities](#), such as the National Parks and the Broads. These areas are identified in the NPPF as having the highest status of protection in relation to landscape and scenic beauty and where the conservation of wildlife and cultural heritage are important considerations (2024 NPPF paragraph 189). In respect of 'major development' the NPPF states (2024 NPPF paragraph 190) that the scale and extent of development within the Broads should be limited and planning permission should be refused for such development in these areas other than in exceptional circumstances and where public interest can be demonstrated. This policy seeks to apply this national test and provide local guidance.

Footnote 67 of the 2024 NPPF (that relates to paragraph 190) says that whether a proposal is 'major development' is a matter for the decision maker, considering its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the Broads has been designated. So, for the purpose of this policy, it is considered to be development of a more than local scale and which could be considered to have potentially significant adverse impacts on the Broads and the delivery of the statutory purposes. The identification of major development will be context specific, and a matter of planning judgement and the following criteria will be considered in the assessment:

- a) whether the development is an Environmental Impact Assessment (EIA) development;
- b) developments that fall within Schedule 2 of the EIA Regulations that after being screened by the Broads Authority, are considered as likely to have significant effects on the environment due to their nature, scale and setting and require an assessment;
- ~~c) the NPPF 2024 definition of major development in terms of the classification of planning applications (page 55 of NPPF); whether the proposal is over 10 dwellings or larger than 0.5 hectares;~~
- d) developments that require the submission of a Transport Assessment (see [PUBDM29](#));
- e) further information to consider as set out in the 2024 NPPF and in particular footnote 67; and
- f) the development's impact on the purposes for which the Broads has been designated and/or the [special qualities](#) of the Broads.

The above will be relevant considerations and will be considered as part of the assessment by the Broads Authority as decision maker in accordance with paragraph 190 of the 2024 NPPF.

Major Development will typically be a proposal of a scale, character or nature which extends beyond what is needed locally, meaning it may have benefits/impacts which extend beyond the Broads' boundary. This could include, for example, a reservoir, energy development, major road or rail scheme, minerals, or waste development, large-scale residential or commercial

development, or high voltage electricity transmission scheme. However, it could also include smaller scale development with potential to have significant adverse impacts.

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

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

A particular scheme that may come forward that will likely be classed as major development is the [dualling of/changes to the A47](#) and this is subject to its own policy detailing specific considerations due to the nature and location of the potential development. The principles of [PUBSSA47](#) are consistent with the Major Development policy but provide additional guidance. Another scheme that will likely be classed as major development is the [Utilities Site development \(PUBNOR1\)](#) that makes up part of the East Norwich Regeneration Scheme.

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

### **Delivery and implementation of the policy**

If development falls within the definition of Major Development, applicants will be required to demonstrate why it is in the public interest and that there are exceptional circumstances which justify it. Any proposals for development treated as ‘major development’ should be accompanied by a written statement of justification for the proposal.

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

### **Policy PUBDM2: Embodied Carbon**

#### **Reducing embodied carbon content through choice of materials**

1. All development [will should](#), where practical and viable, take opportunities to reduce the development’s embodied carbon content, through the careful choice, use and sourcing of materials.

#### **Presumption against demolition**

2. To avoid the wastage of embodied carbon in existing buildings and avoid the creation of new embodied carbon in replacement buildings, there is a presumption in favour of repairing, refurbishing, re-using and re-purposing existing buildings over their demolition where this is the most carbon efficient option and the structure contributes, or can be suitably adapted, to the positive character of the local area.
3. Proposals that result in the demolition of a building (in whole or a significant part) need to be accompanied by a full justification for the demolition.
4. For non-listed buildings, demolition will only be acceptable where it is demonstrated to the satisfaction of the local planning authority that:
  - a) the building proposed for demolition is in a state of such disrepair that it is not practical or viable to be repaired, refurbished, re-used, or re-purposed; or
  - b) repairing, refurbishing, re-using, or re-purposing the building would likely result in similar or higher newly generated embodied carbon than if the building is demolished and a new building is constructed; or
  - c) repairing, refurbishing, re-using, or re-purposing the building would create a building with such poor thermal efficiency that on a whole life cycle basis (i.e. embodied carbon and in-use carbon emissions) would mean a lower net carbon solution would arise from demolition and re-build; or
  - d) demolition of the building and construction of a new building would, on an exceptional basis, deliver other significant public benefits that outweigh the carbon savings which would arise from the building being repaired, refurbished, re-used, or re-purposed.
5. If a building is demolished, the Authority would expect as much useful material **from the existing building** to be reused in the new scheme as possible. An assessment of whether the materials are suitable for reclamation, with targets for reclamation and reuse will be needed.

### **Circular Economy**

6. All proposals for development are required to submit a waste reduction and circular economy statement demonstrating circular economy principles. This should demonstrate how:
  - a) Circular economy principles have informed the design of the building(s) and site layout.
  - b) Materials demand have been minimised and on-site reuse and recycling has been maximised.
  - c) The local sourcing of materials has been considered and the steps taken to secure local materials and components.
  - d) Construction waste is to be reduced, treated as a resource and managed on site.

### **Major development** Proposals **over 10 dwellings or larger than 0.5 hectares**

7. ~~A major development proposal needs~~ **Proposals over 10 dwellings or larger than 0.5 hectares** need to demonstrate how the design and building materials to be used have been informed

by a consideration of embodied carbon, and that reasonable opportunities to minimise embodied carbon have been taken. This should be through the calculation of whole-lifecycle carbon emissions (including embodied carbon emissions) through a nationally recognised whole-lifecycle carbon methodology and should demonstrate actions taken to reduce lifecycle carbon emissions.

### Reasoned Justification

A significant proportion of a building's lifetime carbon is locked into its fabric and systems. Embodied carbon means all the carbon dioxide (and other greenhouse gases) emitted in producing materials; so in the case of buildings, this means all the emissions from the sourcing, construction and transportation of building materials, the construction of the building itself, all the fixtures and fittings inside and the deconstruction and disposal at the end of a building's lifetime.

The key to reducing embodied carbon is reusing existing buildings, reusing the materials from demolished buildings, building for longevity, building using materials with a low embodied carbon, and buying locally produced materials. Many buildings are capable of being repaired and altered to suit new uses. Some buildings may only require minor alterations and others may need to be stripped back to their main structural components. High levels of insulation and new technologies can usually be retrofitted to buildings to achieve high levels of thermal and energy efficiency. The priority should be reusing any existing buildings onsite as this enables carbon emissions to be reduced during the production of materials, construction and demolition of the building.

### Delivery and implementation of the policy

There are three elements to the policy.

- i. The first refers to the choice of materials used and the carbon content of the materials. Design is an important aspect to consider, and the Broads is a protected landscape. The choice of materials will be a key discussion in any scheme in the Broads.

- ii. The second refers to demolition. There is a presumption against demolition. The policy sets out tests for a scheme to address if it involves demolition. When seeking to justify demolition, applicants need to consider the following:

- a. The state of repair of the existing building and the practicability and viability of bringing it into use as part of the development.
- b. Whether refurbishment and repair of the existing building would create a higher embodied carbon than demolition and new build.
- c. Whether the refurbishment and repair of the existing building would create a building with a thermal efficiency that on a whole life cycle basis (i.e. embodied carbon and operational carbon emissions) would result in a lower net carbon solution from demolition and new build.

**d. The contribution of the existing building to the character of the area and wider public interest**

- iii. If demolition is proved to be required, the Authority would encourage the re-use of materials from the demolished building if this were practicable.
- iv. The final part of the policy sets specific requirements for proposals over 10 dwellings or larger than 0.5 hectares ~~major development. All major development proposals should~~ Proposals of this size need to explicitly set out what opportunities to lower a building's embodied carbon content have been considered, and which opportunities, if any, are to be taken forward.

The RICS Whole life Carbon assessment for the built environment is recommended as an approach for identifying opportunities to reduce emissions over the course of a building's lifetime. [Whole life carbon assessment \(WLCA\) for the built environment \(rics.org\)](https://www.rics.org/whole-life-carbon-assessment/).

The [Construction Material Pyramid](#) produced by the Centre for Industrialised Architecture is also a useful tool understanding the impact of different building materials and calculating the carbon emissions.

### **Circular economy**

A circular economy is as one where materials are retained in use at their highest value for as long as possible and are then reused or recycled, leaving a minimum of residual waste. It treats building materials as resources rather than waste, prioritising the retention of existing structures above demolition, where this is the more sustainable and appropriate approach.

### **PUBDM3: Pollution and Hazards in development and protecting environmental quality**

1. All development proposals will protect the quality of the environment.
2. Development proposals will be supported where the potential for the creation of, or susceptibility to, hazards and pollution (including, but not limited to, air, water and light pollution) has been prevented or suitably mitigated.
3. Applicants will need to demonstrate that their proposals are safe from, and do not give rise to, unacceptable hazards and/or pollution as a result of the following matters:
  - a) the proposed development and the activities and substances involved.
  - b) the site itself, and any potential existing contamination or land instability. Development proposals on contaminated land (or where there is reason to suspect contamination) must include an assessment of the extent of contamination and any possible risks. Proposals will only be permitted where the land is, or is made, suitable for the proposed use.
  - c) the proximity of the proposal to any existing hazards and/or existing sensitive development.

- d) the cumulative effect of development with respect to pollution and hazards on health, living conditions and the natural environment in combination with nearby development or developed uses.
4. Proposals will need to comply with statutory environmental quality standards and demonstrate, individually or cumulatively, that the development would not give rise to adverse impacts on result in;
- a) the natural environment;
  - b) the health and safety of the public;
  - c) air quality;
  - d) water quality, including surface water, marine water and groundwater;
  - e) light and noise pollution dark skies and the nocturnal environment and quiet enjoyment (through light and noise pollution); and,
  - f) land quality and condition.
5. Developments proposed within specified consultation distances from existing hazardous installations as identified by the Health and Safety Executive must take into account any risks involved from the hazardous installation and the need for appropriate separation between hazardous installations and incompatible uses.
6. Where proposals are within a close proximity (typically less than 400m, although this may vary based on local topography) to watercourses, there may be the potential for a hydrological link. Development proposals should take into account the potential for pollutants and provide a strategy for preventing this reaching the watercourses untreated. This includes the design of Sustainable Drainage Systems (SuDS).

### **Reasoned justification**

The purpose of this policy is to ensure that every opportunity is taken to prevent or suitably mitigate emissions and other forms of pollution, including light and noise pollution, and to ensure no deterioration in water quality. In accordance with national planning policy, the above policy sets out the details to assess development proposals where there may be pollution or hazard risks.

Sites and installations which have quantities of hazardous substances present on-site are designated as hazardous installations by the Health and Safety Executive (HSE).

The HSE sets a consultation distance around major hazard sites and major accident hazard pipelines after assessing the risks and likely effects of major accidents at the major hazard. Where proposals come forward within a specified distance to an installation, advice from the HSE will be needed to assess the risks and the appropriateness of development. Where there are risks, the emphasis will be on applicants to demonstrate that their proposals are safe and do not



give rise to unacceptable impacts. The specified consultation distances are identified by the Health and Safety Executive and are subject to change over time

The Broads are underlain by the Crag Group, which is designated as Principal Aquifer, and overlain by superficial deposits of Secondary A aquifers in parts of the area. The groundwater is important for public water supply and a number of Source Protection Zones (SPZs) have been delineated to protect water resources in the area. SPZs show the level of risk to the protected source from contamination and contaminative activities and are used to guide decisions about the acceptability of potentially polluting development scenarios. The aquifers that underly the area also support abstractions for agricultural, industrial, commercial, public services and private/domestic water supply. The groundwater resource is therefore of high value.

The National Planning Policy Guidance also provides guidance on air quality and on hazardous substances; this guidance and particularly the flowchart section on how air quality considerations are relevant to the development management process will be referred to where applicable when processing planning applications. Other documents from statutory authorities will be considered such as DEFRA's Clean Air Strategy 2019.

[The Environmental Targets \(Fine Particulate Matter\) \(England\) Regulations 2023](#) set two new targets for fine particulate matter (PM<sub>2.5</sub>):

- A maximum annual mean concentration target of 10µg/m<sup>3</sup> to be achieved by 2040 (the AMCT); and
- A population exposure reduction target of 35% compared to 2018 to be achieved by 2040 (the PERT).

Defra is developing guidance for applicants and Planning Authorities in England to demonstrate that they have appropriately considered the PM<sub>2.5</sub> targets when making planning applications and planning decisions. In the meantime, the Government has produced an [Interim Guidance on PM2.5 2024](#) (or successor document). The following questions are designed to be used as prompts to support the interim process, but applicants ~~are welcome~~ may need to consider measures in addition to those listed below:

- [1. How has exposure to PM<sub>2.5</sub> been considered when selecting the development site?](#)
- [2. What actions and/or mitigations have been considered to reduce PM<sub>2.5</sub> exposure for development users and nearby receptors \(houses, hospitals, schools etc.\) and to reduce emissions of PM<sub>2.5</sub> and its precursors?](#)

In accordance with the provisions of the NPPF, local authorities must ensure that sites are suitable for development taking account of ground conditions, pollution arising from previous uses and any proposals for land remediation. Remediation will need to remove unacceptable risk and make the site suitable for its new use. As a minimum, after carrying out the development and commencement of the new use, the land should not be capable of being determined as

contaminated land under the relevant Regulations (Part IIA of the Environmental Protection Act 1990).

The Environment Agency suggest these measures to address water pollution:

- Drainage maps for surface water and foul water to be easily available,
- Surface water drains clearly marked on site (normally with blue).
- Penstocks or other means of containing potential spills to be installed and easily operated.
- Chemicals and oils to be contained in suitable bunded areas to contain 110% of any potential spill.
- Spill kits to be easily available and training given on site as to their effective use.
- Very clear labelling on drinking water tanks and oil store on any boats to reduce the incidence of oil tank being filled up with drinking water and overflowing.
- Emergency plans to be drawn up with contact numbers to include out of hours.
- Consideration given to appropriate points to install booms in any boatyard entrance to contain any oil spill and prevent it from reaching the main river, and installation of an eyelet each side suitable for tying on booms with ½ inch rope.

By addressing the issue of water pollution, even for a small scheme, it all contributes to catchment management. Catchment management is an environmentally friendly and potentially low-carbon impact method of influencing raw water quality at its source by managing land use practices on a catchment scale. What happens upstream, can affect what happens downstream. The Broadland Rivers Catchment is the area that feeds water into the Broads. The Broadland Rivers Catchment is relatively large at around 3200km<sup>2</sup> and is mostly rural. It has a strong farming heritage, internationally important wildlife, excellent angling, inland navigation, stunning landscapes and coast, historic towns and the city of Norwich. It is a thriving tourist destination.

There are various other policies that relate to the issues discussed in this particular policy. The policies in the amenity, tranquillity, light pollution, health and wellbeing, water and natural environment sections may be of relevance to proposals. **The following may also be of relevance:**

- The [Groundwater Protection guidance](#) which includes the Protect Groundwater and Prevent Groundwater Pollution guidance and The Environment Agency's Approach to Groundwater Protection.
- The [Groundwater Source Protection Zones \(SPZ\) guidance](#).
- The [Land Contamination Technical Guidance](#), including the Land Contamination Risk Management (LCRM) guidance.
- Paragraphs **125, 147, 187, 196 and 197** within the National Planning Policy Framework (NPPF).
- **[The Marine Policy Statement](#)**
- Part IIA of the Environmental Protection Act 1990.

## 13 Climate Change

### **Policy PUBSP1: Responding to the Climate Emergency**

1. The Authority expects and requires positive action from development to reduce greenhouse gas emissions and to adapt to climate change in order to enable a move to a low carbon economy and society and help biodiversity to adapt to climate change.
2. The Authority will support proposals that help combat climate change.
3. Contributions to climate change arising from development will be minimised by means of a reduction of greenhouse gas emissions (mitigation).
4. Proposals are required, in a manner relevant and proportionate to the type of development, to address how climate change could impact development through its lifetime (adaptation and resilience).
5. Potential impacts will be identified and assessed by developers and measures taken, including:
  - a) Reducing contributions to climate change in the first place;
  - b) Using sustainable design principles that achieve energy efficiency throughout the development's lifecycle;
  - c) Maximising energy efficiency of building fabric and systems;
  - d) Minimising the carbon emissions resulting from sourcing of construction materials and construction;
  - e) Locating development so access to services and facilities can be made using modes other than single occupancy car use;
  - f) Implementing green travel plans;
  - g) Implementation of green, open Sustainable Drainage Features (SuDS);
  - h) Incorporating small-scale renewable energy technologies into development; and
  - i) Considering the potential impacts as a result of climate change on development, the natural and historic environment and users of the development.

### **Reasoned Justification**

Climate change is the biggest challenge we face, and it is a strategic priority that all development proposals address it through careful design, mitigation and adaptation.

Mitigating climate change means reducing greenhouse gas emissions, to slow down the rate of global warming and achieve the national commitment to reaching net zero carbon emissions by 2050.

To achieve the vision of net zero emissions by 2050, everyone in the Broads will need to use less energy. The way we manage our land will need to change so it absorbs more greenhouse gas. In

the long-term, buildings will need to be more thermally efficient, avoid building in flood plains and design roads and transport infrastructure that is climate resilient. Not all decisions will be popular and there will be costs to achieving change. It is acknowledged that the extent to which climate change happens, and its impact on the Broads, will be affected by actions nationally and globally, and Local Plan policies cannot protect the Broads from this. They can, however, contribute to an approach that seeks to reduce climate change through positive action and to mitigate its effects.

Adapting to climate change means designing development so that it is adapted to the changing climate, in particular hotter summers, wetter winters, and increased risks of surface water and tidal flooding including prolonged periods of inundation. Climate adapted design must be achieved without resulting in increased emissions, for example from using air-conditioning to avoid overheating.

The story of the Broads is inherently linked to our changing climate. The easterly, low-lying and coastal nature of the Broads landscape makes it particularly vulnerable to the predicted impacts of climate change and sea level rise, including coastal and river flooding.

At the same time, our wetland landscape has been steadily sequestering carbon since the end of the last ice age, and now stores the equivalent of an estimated 50,000,000 tonnes of CO<sub>2</sub>. In context, that is around the same CO<sub>2</sub> as is emitted annually by around 31 million cars. ~~that is more CO<sub>2</sub> than was released by all coal-burning power plants in the UK in the last year.~~

We need to plan now for the changes ahead, such as wetter winters, drier and hotter summers, and more frequent extreme events like storms and heavy rainfall, to lessen negative impacts and make the best use of positive opportunities of the emerging green economy. Even if all emissions ceased today, our climate would continue to change as a result of historic emissions.

It will be vital to the long-term sustainability of the area and the health, safety and quality of life of the community, that adaptations are made, and new development is designed to deal with changes in the climate and reduce their greenhouse gas emissions.

Climate change and sea level rise are key challenges facing the Broads. The extent of these changes will depend on the level of society's response to the emission of greenhouse gases, particularly carbon dioxide from burning fossil fuels.

Key impacts of climate change in the Broads are likely to include:

- greater demand for water resources;
- increased risks from flooding;
- intrusion of saline water into the freshwater system;

- changes in the distribution of habitats and species, with some net loss of native biodiversity and increase in non-native and invasive species; and
- a more productive wetland system, requiring more management intervention.

### **Delivery and implementation of the policy**

Innovative solutions in development and design are needed to address the challenges and opportunities presented by climate change and sea level rise.

It is recognised that the specific response from individual development proposals will depend on their scale and that some issues will be less relevant, but all proposals will have a role in helping to deliver change.

Policies elsewhere in this Local Plan require that high standards of design are achieved, but it will also be necessary to incorporate high levels of resource efficiency and energy conservation in development. These will need to be compatible with design objectives and not have an adverse impact on the local landscape character or visual amenity of an area.

In principle, renewable energy will be supported, subject to there being no adverse impact on the landscape, wildlife, navigation, recreational interest or other factors considered important in the consideration of any proposals.

It is imperative that climate change contributions from transport use is adequately mitigated and managed. This will be achieved by promoting and encouraging the use of low emission and alternative fuel cars and boats, supporting the provision of electric recharging points, encouraging walking, wheeling, cycling, the use of public transport and sailing, promoting the port gateways at Great Yarmouth and Lowestoft for boats arriving and leaving the area, and raising awareness about the impacts of climate change on the Broads.

This Local Plan includes specific policy approaches that seek to address mitigation and adaptation needs, such as through the approach to [renewable energy, flood risk management, embodied carbon, design, energy demand and performance of new buildings, source of heating, heat resilient design, and transport](#).

### **Policy PUBDM4: Climate change adaption and resilience checklist**

Development proposals which would result in new build, replacement, change of use or an increase in floor space must demonstrate how climate change has been taken account of in the design of the scheme with the submission of a Climate Smart Checklist (see [Appendix 4: Climate change adaptation and resilience checklist](#)).

## Reasoned Justification

The current projections are that by the 2050s we will start to see significant climate change (UKCIP 2018), and early adaptation planning is likely to save money and better protect property and lives in the long run.

Cutting carbon emissions remains the most cost-effective step that everyone can take, but adaptation needs to be considered alongside, but not instead of, mitigation. There is a strong case for both accelerating emissions reductions but also preparing for the impacts of a changing climate. Although individual actions need careful evaluation, many studies show that adaptation action is generally cheaper, and more effective over time than the costs incurred responding to the impacts over time. Through careful planning, adaptation actions can deliver multiple wider benefits to projects or activities such as improving health and wellbeing, property values, skills, and employment, reducing emissions and supporting biodiversity.

Climate projections for the Broads will depend on how effectively we deal with global greenhouse gas emissions. There will be some inevitable change to the climate due to the gases already in the atmosphere, but the more extreme changes should be avoided if there is prompt action to reduce emissions in the short term. In simple terms, the best current opinion<sup>7</sup> about likely changes that will impact on the Broads include warmer, drier summers, slightly wetter, warmer winters, and more extreme events in terms of frequency and severity. The sea level is already rising, and this is being increased by the changing climate.

The Broads is vulnerable to greater flood risk, storms, droughts, and heatwaves, all of which could affect how we use land and buildings, how we get around, the wildlife around us, and how the environment we enjoy looks and functions.

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

## Delivery and implementation of the policy

The checklist is a self-assessment checklist. It is designed to prompt applicants to improve their schemes in relation to what could happen or is likely to happen (or indeed, is happening) as a result of a changing climate. The checklist at [Appendix 4](#) also includes instructions to help applicants fill it out.

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<sup>7</sup> UK CIP (Climate Impacts Programme) 2009 'medium emissions' scenario for the East of England

## 14 Water use and quality

### Policy PUBDM5: 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, marine and ground water, in terms of quality and quantity. This ~~should include~~ includes the requirements of the Water Environment (Water Framework Directive) (England and Wales) Regulations 2017 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. This also includes proposals for residential moorings and the provision of suitable, appropriate pump-out facilities.
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 method of foul drainage of the entire property ~~if feasible~~ in line with the hierarchy as set out in part 3 of this policy. A statement explaining and justifying the approach taken is required to be submitted as part of any relevant application.
5. The Authority encourages proposals to consider the use of constructed reed beds as a filtration system to remove nutrients before the wastewater from small sewage treatment plants and package treatment works enters waterbodies. Production of a management plan will be required to demonstrate the constructed reed beds will continue to function as intended in perpetuity.
6. To ensure the protection of habitats sites, no new development that increases foul water flows requiring connection to the public foul drainage system within the Horning Knackers Wood Water Recycling Centre Catchment will be permitted, until it is confirmed that capacity is available within the foul sewerage network and at the Water Recycling Centre to serve the proposed development.

### Reasoned Justification

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

Framework Directive) (England and Wales) Regulations 2017 and the Natural Environment and Rural Communities Act 2006.

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

### **Delivery and implementation of the policy**

The National Planning Practice Guidance<sup>8</sup> sets out a hierarchy of drainage options that must be considered (and discounted as appropriate) in the following order:

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

The first presumption should be to provide a system of foul drainage discharging into a public sewer to be treated at a public sewage treatment works. A private means of foul effluent disposal is only acceptable when foul mains drainage is unavailable. Anglian Water Services should be consulted regarding the available capacity in the foul water infrastructure - we encourage developers to undertake early engagement with Anglian Water Development Services pre-planning engagement team in terms of connections to their networks.

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

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

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<sup>8</sup> [NPPG Guidance: Water supply, wastewater and water quality - GOV.UK](#)



the responsibility for the provision and adoption of any new foul sewers provided as part of a new development.

Where development involves the disposal of trade waste or the disposal of foul sewage effluent other than to the public sewer, a foul drainage assessment will be required to demonstrate why the development cannot connect to the public mains sewer system and to provide details of the method of effluent storage, treatment, and disposal. The statement should include a thorough examination of the impact of disposal of the final effluent, whether it is discharged to a watercourse or disposed of by soakage into the ground. An Environmental Permit or exemption will be required from the Environment Agency if it is proposed to discharge treated sewage effluent to controlled waters or ground. Further guidance on the information that should be incorporated into this statement is available on the Agency's website<sup>9</sup>. Where development proposes non-mains drainage, early liaison with the Environment Agency is expected. The method of non-mains disposal should be the most appropriate to minimise the risk to the water environment. Septic tanks should only be considered if it can be clearly demonstrated by the applicant that discharging into a public sewer to be treated at a public sewage treatment works or a package sewage treatment plant are not feasible.

Reed bed filtration systems (reed beds constructed for the purpose of being a filtration system and not natural reed beds) are a way of treating sewerage that provide multiple habitat and landscape benefits, as well as being a low energy and low carbon option. While it may take more space than other treatment options, the end discharge from a reed bed system could be similar and, when combined with other methods, even better quality than other methods on their own. Constructed reed bed systems should only be formed where there is no negative impact on the wetland habitat of the Broads. We refer you to designing for Nutrient Neutrality in the [Constructed Wetland Hub](#) to offer advice on how to robustly evidence wetland creation to achieve nutrient neutrality

As set out in the next policy, 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.

Nutrient enrichment/nutrient neutrality is referred to throughout this Local Plan. At the time of writing, in some parts of Norfolk, planning applications for overnight accommodation and some other types of development are not able to be approved without mitigation due to the issue of nutrient enrichment. Mitigation schemes are being worked up both locally ([Norfolk Environmental Credits](#)) and nationally (led by Natural England). More information can be found here: [Nutrient Neutrality \(broads-authority.gov.uk\)](#). See the [policy on Mitigating Nutrient Enrichment Impacts \(PUBDM18\)](#) later in this Local Plan.

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<sup>9</sup> [Environmental Permits Guidance: Discharges to surface water and groundwater \(www.gov.uk\)](#)

### **Horning Knackers Wood Water Recycling Centre**

Horning Knackers Wood Water Recycling Centre (WRC) discharges to the River Bure and contributes nutrient loads to the downstream watercourses as well as the Bure Broad and Marshes Site of Special Scientific Interest (SSSI), a component of the Broadlands Special Area of Conservation (SAC)/ Broadland Special Protection Area (SPA). Concerns regarding development in the catchment of the WRC relates to the potential impact of rising nutrient loads on the river and sensitive downstream receptors and excess flows caused from water ingress into the system (from surface water, river over topping and the resultant groundwater infiltration which is compounded through defects in the public and private network). The environmental permit limits for Knackers Wood WRC are set to preserve the quality of water in the watercourse downstream of the discharge point both to ensure that there is no deterioration in Water Environment (Water Framework Directive) (England and Wales) Regulations 2017 status and that decisions support measures to help the waterbody to achieve good ecological potential, nor deterioration in Conservation Objectives. The permit limits are several, set against modelled conditions specific to that waterbody and interdependent with each other. Currently, one of the permit limits, Dry Weather Flow is in exceedance by a significant amount. At present, the section of the River Bure that receives the discharge from Knackers Wood WRC has an overall WFD status of 'moderate' and also 'moderate' for ecological potential. As a minimum, our objectives are to ensure that there is no deterioration in water quality in the river and that the water quality thresholds set out in the Conservation Objectives for habitats sites continue to be met or bettered. Both Anglian Water and the Environment Agency agree that the WRC does not currently have capacity to accommodate further foul flows. Anglian Water Services (AWS) have investigated why the WRC is receiving excessive flows, and there is a [Joint Position Statement](#) setting out more detail including actions undertaken and proposed to address the issue. The Authority will keep itself informed of progress on this issue.

### **Policy PUBDM6: Boat wash-down facilities**

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

## **Reasoned Justification**

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

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

Recreational boating club users (e.g., sailing, rowing, wind surfing, water-skiing) tend to remove boats/ vessels from the water when not in use or transport them to other water bodies. Users should be aware of the good practice of 'check, clean and dry' to help stop the spread of invasive aquatic species.

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

## **Delivery and implementation of the policy**

The policy seeks the designation of areas that are signed and equipped to help in the biosecurity process. The Authority considers that requiring boating clubs to provide such facilities is not onerous.

The policy requires commercial operations to have the facilities in place to prevent anti-fouling paint from entering the watercourse. The Green Blue Guide<sup>10</sup> provides more information and gives detailed advice and guidance on wash down systems. There are a range of ways to tackle the issue of anti-fouling paint entering the water at a range of costs and the Authority can provide advice. The best practice measures are expected to be taken in accordance with the

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<sup>10</sup> [Green Boating Guides | thegreenblue.org.uk](https://www.thegreenblue.org.uk)

scale of the wash down operation, the type of work to be undertaken and its impact on the water environment. Applicants are required, as part of their application, to address the issue of boat wash down and justify the chosen system.

#### **Policy PUBDM7: Water efficiency and re-use**

1. All new/replacement/converted dwellings (including holiday/visitor accommodation and residential ancillary accommodation) will be designed to have a water demand equivalent to 110 litres per head per day or any higher standard subsequently established nationally or locally. Measures to reduce water demand further will be encouraged and supported.
2. All new/replacement/converted or extended buildings are required to incorporate greywater recycling<sup>11</sup> and rainwater harvesting<sup>12</sup> unless it is not feasible **or not viable** to do so.
3. Washing up provision and toilets and showers associated with camping, caravanning and glamping sites are required to be designed to be water efficient.
4. All new/replacement/converted non-domestic buildings are required to be designed to be water efficient
5. **Planning applications need to include sufficient detail as to the intended standard and set out the measures to be incorporated to enable compliance.**

#### **Reasoned Justification**

All new homes must meet the mandatory national standard set out in the Building Regulations (125 litres/person/day). The NPPG says '*Where there is a clear local need, local planning authorities can set out Local Plan policies requiring new dwellings to meet the tighter Building Regulations optional requirement of 110 litres/person/day*'<sup>13</sup>. The policy seeks 110 l/h/d (litres per head per day) and the reasons for this are set out in the Local Infrastructure Study and summarised below<sup>14</sup>.

The Water Stressed Areas Classification (Environment Agency, 2021)<sup>15</sup> summary table shows that the areas of Essex & Suffolk Water and Anglian Water are water stressed.

There is clear support from Anglian Water and Essex and Suffolk Water in adopting this **water efficiency and re-use** approach. Demand management, such as reducing leakage, and encouraging customers to use less water is an important component of Water Resource

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<sup>11</sup> Greywater recycling is the appropriate collection, treatment and storage of wastewater discharged from kitchens (tap water or dishwasher water), baths or showers, to meet a non-potable water demand in the building, such as toilet flushing, washing machine cycles, outside tap or other non-potable water-compatible use.

<sup>12</sup> Rainwater harvesting systems are the appropriate collection and storage of rainwater run-off from hard outdoor surfaces (e.g. roofs) to meet a non-potable water demand in the building or garden, such as toilet flushing, washing machine cycles, outside tap/watering plants or other non-potable water-compatible use. Rainwater harvesting may also be possible to design into a site's sustainable drainage system (SuDS) ([see the policy on surface water run-off](#)).

<sup>13</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 [Sanitation, hot water safety and water efficiency: Approved Document G - GOV.UK \(www.gov.uk\)](#)

<sup>14</sup> [Broads Local Plan: Local Infrastructure Study \(pdf | broads-authority.gov.uk\)](#)

<sup>15</sup> [Water stressed areas – 2021 classification - GOV.UK \(www.gov.uk\)](#)

Management Plans and helps to ensure that there will be sufficient water resources for future population growth, coping with the impacts of climate change, and to ensure a healthy and flourishing environment.

Anglian Water have advised that they can no longer guarantee to supply non-domestic water requirements for intensive/high water consumptive uses such as manufacturing/ food processing and production, due to water supply being squeezed by abstraction reduction, climate change and a fast-growing population. Therefore, where new and unplanned non-domestic requests are received, which exceed 20,000 litres per day (0.020 Ml/d) (this may be less, dependent on the availability of water in that area) Anglian Water will need to decline the request for more water ~~there might be the need to decline~~ in order to protect existing supplies and the environment. Their regulatory position means they are unable to supply new non-domestic demands if this jeopardises domestic supplies for existing and new residential customers and businesses. ~~As a result of limited water availability, they are undertaking more modelling and decisions on non-household growth looking at available headroom in the water resource zones. They are looking to work together with new or expanding non-household users that are requesting significant non-domestic water supplies to find solutions such as opportunities for water recycling, reuse, and final effluent reuse.~~

Similarly, Essex & Suffolk Water also advise that businesses should not assume that Essex & Suffolk Water can meet all new non-domestic water demand in the Blyth or Northern Central Water Resource Zones.

### **Delivery and implementation of the policy**

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

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

Major non-household developments that require significant non-domestic water use need to liaise with the relevant water company about availability and produce a Water Resource Assessment which shall be shared with the relevant water company as any application is considered.

Also see [open space policy \(PUBDM10\)](#) – this states that artificial pitches that are designed to require water will not be permitted. Other new pitches that require watering will need to demonstrate how water will be supplied and used sustainably.

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

This guide may be of use to applicants: [Developing water efficient homes \(pdf | watersafe.org.uk\)](#). So too could the Norfolk and Suffolk 'Reclaim the Rain' project: [Reclaiming the Rain \(reclaimtherain.org\)](#). More details on implementing the policy are included in [Appendix 5](#).

## 15 Flooding

### **Policy PUBSP2: Strategic flood risk policy**

1. All new development:
  - a) Will be located to minimise flood risk from all sources, mitigating any residual risk and deliver safe development through design and management measures, and ensuring that flood risk to other areas is not materially increased, taking into account climate change allowances; and
  - b) Will incorporate appropriate surface water drainage mitigation measures and will implement sustainable drainage (SuDS) principles that control runoff (quantity), treat surface pollutants (quality), and enhance biodiversity and amenity value of the development. New development should not increase flood risk on site or to the surrounding areas.
2. Particular care will be required in relation to habitats designated as being of international, national, regional and local importance in the area and beyond which are water sensitive.
3. Development proposals which would have an adverse impact on current and future flood risk management (including flood management structures and Government Flood Risk Plans) will be refused.
4. The Authority will liaise with/consult the relevant risk management authorities such as the Lead Local Flood Authority, Internal Drainage Board and/or the Environment Agency as appropriate.

### **Reasoned Justification**

Flooding can cause damage to property and infrastructure. Tidal flooding can be particularly damaging. The threat of flooding can also cause fear and distress to people and in some cases, flooding can lead to injury<sup>16</sup> and even loss of life. Risks relate not just to property but also to essential infrastructure and utilities required to support development. Flooding can also precipitate pollution, which could have a significant and detrimental impact on the nature conservation interest of the Broads, and the duty of the Authority to protect this resource is an important consideration. Inappropriate flooding can also harm the important habitats and species who rely on/live in the Broads. This can have long term consequences for site maintenance and achieving conservation objectives. On the other hand, flooding is also a natural process within a floodplain and in some circumstances, it can be beneficial to wildlife.

Approximately 82.46% of the Broads Authority Executive Area is covered by flood zone 3 (3, 3a & 3b). This equates to 24,894.6 hectares. The Broads Authority boundary is tightly drawn around the edge of the floodplain. The extent and nature of flood risk, with significant areas of 'functional floodplain', mean that flood risk is a major constraint on development in the Broads.

The flood risk in the Broads is mainly from both fluvial and tidal sources, and the whole character and development in the Broads over many hundreds of years has been closely associated with

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<sup>16</sup> There is a residual risk from all water, especially if it is moving. A flood, at certain velocity and above 4-6cm in depth, could sweep people and things before it.

the water environment and flood risk. Much of the area is defended by flood defence embankments, maintained by the Environment Agency. The flood defences, where they exist, only reduce the risk of flooding and will never eliminate it, and the risk of overtopping or a breach of defences remains.

See [the policy on development and flood risk \(PUBDM8\)](#).

#### **Policy PUBDM8: Development and flood risk**

1. Development within areas of flood risk from any source, including the Environment Agency's flood risk zones<sup>17</sup>, will be acceptable only when:
  - a) It is compatible with national policy and when the sequential test and the exception test, where applicable, have been satisfied;
  - b) A site-specific Flood Risk Assessment, where required, demonstrates a minimal flood risk and/or suitable flood protection mitigation measures are incorporated into the proposals, where necessary, which can be satisfactorily implemented;
  - c) A flood response plan, where required, has been produced that is appropriate and deliverable;
  - d) It would not affect the ability for future flood alleviation projects to be undertaken;
  - e) It has been informed by an assessment of and responds to existing and proposed ground conditions and groundwater; and
  - f) They demonstrate how the design of buildings and the surrounding environment (including pavements, highways, parking areas, driveways, gardens, public green spaces, planting, and drainage) has been planned to be resilient to the ongoing and predicted impacts of climate change, including the design of road surfaces and drainage systems to cope with more frequent episodes of extreme heat and rain.

#### **Site-Specific Flood Risk Assessment**

2. The Site-Specific Flood Risk Assessment will need to meet the requirements of the NPPG and include, demonstrate, or assess:
  - a) That the development is safe for its lifetime, taking into account the vulnerability of its users and climate change;
  - b) Whether the proposed development will make a significant contribution to achieving the objectives of the Local Plan;
  - c) Whether the development involves the redevelopment of previously developed land or buildings and would result in environmental improvements over the current condition of the site;
  - d) Whether appropriate measures to ensure resilience to potential flooding have been incorporated into the development;

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<sup>17</sup> Proposals need to use the latest Flood Risk maps approved by the Environment Agency or LPA, including predictions for climate change and use the latest surface water flood risk map approved by the Environment Agency or LPA.



- e) Whether appropriate measures to reduce the risk of flooding (on and offsite), including sustainable drainage systems, have been incorporated;
  - f) Where the proposal involves the replacement of an existing building, whether the replacement building is located and/or designed without increasing flood risk and, where possible, to reduce the risks and effects of flooding;
  - g) Whether acceptable flood risk and/or suitable flood protection mitigation measures are incorporated into the proposals, where necessary, which can be satisfactorily implemented;
  - h) Whether the risk of flooding is not increased elsewhere and, wherever possible, is reduced;
  - i) That the integrity of existing coastal and river defences is not undermined;
  - j) That the development does not reduce the potential of land used for current or future flood management;
  - k) Compatibility with the appropriate Catchment Flood Management Plan or Shoreline Management Plan;
  - l) Use of development to reduce the risk of flooding through location, layout and design and incorporate sustainable drainage systems to minimise surface water run-off and avoid pollution (see [the policy on surface water \(PUBDM9\)](#));
  - m) That sites at little or no risk of flooding are developed in preference to areas at higher risk;
  - n) There is safe access and egress from the site;
  - o) There are management and maintenance plans for flood protection/mitigation measures, including arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime;
  - p) That the development would not negatively impact on water quality of surface water, [marine water](#) and ground water; and
  - q) There is an adequate, deliverable, and appropriate Flood Response Plan (FRP) – see template and guidance at [Appendix 6](#).
3. For minor development<sup>18</sup>, a Local Flood Risk Tick Sheet has been produced – see [Appendix 7](#) - to assist applicants in producing a flood risk assessment for minor developments.

### **Relocation to a lower probability of flooding**

4. The relocation of existing development to an undeveloped site with a lower probability of flooding will be permitted where:
- a) The vacated site would be reinstated as naturally functioning flood plain;
  - b) The benefits of flood risk reduction outweigh the benefits of leaving the proposed new site undeveloped; and
  - c) The development of the proposed new site is appropriate when considered against the other policies of the Local Plan.

### **Replacement of an existing residential property in flood zone 3a**

<sup>18</sup> Please note that this is minor development in relation to flood risk rather than other definitions of minor development: [Flood risk and coastal change - What is meant by "minor development" in relation to flood risk? \(www.gov.uk\)](#)

5. In the case of the replacement of an existing residential property in flood zone 3a, the replacement dwelling must be on a like-for-like basis, with no increase in the number of bedrooms, on the same sized footprint<sup>19</sup> and wherever possible being relocated in a less vulnerable part of the site.

### Sequential test requirements

6. A site is considered to be **reasonably available** if all of the following apply. It should be noted that there is some guidance in the NPPG<sup>20</sup> and the following criteria add to what the NPPG says.
  - a) The site is available to be developed (including considering site ownership or whether the owners of sites have any intention of them being developed); and
  - b) The site is within the agreed area of search; and
  - c) The site is of comparable size in that it can accommodate the requirements of the proposed development; and
  - d) The site is not safeguarded in the relevant Local Plan (including Minerals and Waste) or Neighbourhood Plan for another use; and
  - e) It does not conflict with any other policies in the Local Plan.
7. A site is not considered to be reasonably available if they fail to meet any of the above requirements or already have planning permission for a development that is likely to be implemented.
8. The **area of search** should be guided by the requirement for the proposed development in a particular area and should be discussed with the Broads Authority at the pre-application stage.
9. The Authority considers the following areas of search to be reasonable. It should be noted that there is some guidance in the NPPG<sup>21</sup> and the following criteria add to what the NPPG says.
  - a) Within the entire Parish (including the part that may be out of the Broads)
  - b) Other settlements/parishes that are nearby (that may be out of the district)
  - c) The rest of the particular district within the Broads Authority Executive Area
  - d) Or a wider/another area as appropriate and subject to agreement with the Broads Authority

### Exceptions test requirements

10. To prove that a development will provide wider sustainability benefits to the community that outweigh the flood risk, the Authority will use the most **up to date Local Plan Sustainability**

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<sup>19</sup> The "footprint" is the aggregate ground floor area of the existing on-site buildings, including outbuildings which affect the functionality of the floodplain but excluding temporary buildings, open spaces with direct external access between wings of a building, and areas of hard standing.

<sup>20</sup> [Flood risk and coastal change guidance: The sequential approach to the location of development \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/431212/flood_risk_and_coastal_change_guidance.pdf)

<sup>21</sup> [Flood risk and coastal change guidance: Application of the sequential approach to the location of development \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/431212/flood_risk_and_coastal_change_guidance.pdf)

**Appraisal Objectives** as well as guidance in the NPPG<sup>22</sup>. The current objectives are set out at [Appendix 8](#).

11. The following will also be applied as part of the Exception Test:
  - a) The development must not compromise future flood alleviation or flood defence schemes;
  - b) The site-specific Flood Risk Assessment must demonstrate how resilience to flooding has been incorporated through a design which does not detract from the character and appearance of the locality;
  - c) The site-specific Flood Risk Assessment must demonstrate how the development will be compatible with the nature of flooding in the Broads, considering climate change and sea level rise over the planned life of the development (see [the section on climate change](#)); and
  - d) In the case of the replacement of a residential property, a residential development must be designed without increasing flood risk. It must be on a like-for-like basis, with no increase in the number of bedrooms, on the same sized footprint<sup>23</sup>, potentially being relocated in a less vulnerable part of the site.
12. Although the Exception Test is not required for water-compatible uses, these should still be designed and constructed to meet the following requirements, as set out in paragraph 079 of the NPPG.
  - a) remain operational and safe for users in times of flood;
  - b) result in no net loss of floodplain storage;
  - c) remain operational and safe for users in times of flood;
  - d) result in no net loss of floodplain storage;

### **Flood Defences**

13. Any required additional or enhanced flood defences should not conflict with the purposes and [special qualities](#) of the Broads.

### **Reasoned Justification**

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

Flood alleviation and preparing for the impact of climate change are key issues in the Broads, and a number of approaches could address this. It will also be essential to ensure that measures to minimise the risk of flooding from all sources of flood risk to new development do not themselves lead to development which, by virtue of its scale, layout, or design, is visually damaging to its surroundings. Therefore, even though the principle of development may be

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<sup>22</sup> [Flood risk and coastal change - GOV.UK](#)

<sup>23</sup> The “footprint” is the aggregate ground floor area of the existing on-site buildings, including outbuildings which affect the functionality of the floodplain but excluding temporary buildings, open spaces with direct external access between wings of a building, and areas of hardstanding.

acceptable, acceptability in terms of design, landscape character, and impact on the environment must also be addressed.

All developments should be located in areas identified as being at the lowest risk of flooding.

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

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

### **Flood zones**

Flood Zones refer to the probability of river and sea flooding, ignoring the presence of defences. They are shown on the Environment Agency's Flood Map for Planning (Rivers and Sea)<sup>24</sup> and defined in the NPPG. They are also shown in a Strategic Flood Risk Assessment (this could be the 2017 SFRA or successor document) (see later text).

### **Flood Risk Advice**

The Authority takes advice from the Environment Agency (EA) and Norfolk and Suffolk Lead Local Flood Authorities (LLFA) on flood related issues concerning development. The EA is responsible for flood defence and has permissive powers to carry out work to construct and improve flood defences.

### **Causes of Flooding in the Broads**

The causes of flooding in the Broads are complex and flooding will continue to be a significant risk in much of the area into the foreseeable future. Developers should be aware of this situation. The risk of flooding must continue to be a material consideration in dealing with Broads' planning applications and may be a reason for refusal of planning permission in some cases. In the uncertainty about the nature and extent of flood risk in the Broads, it is open to developers to commission their own risk assessment of the potential for flooding at a particular site. Risks relate not just to property but also to essential infrastructure and utilities required to support development, and to the emergency services' ability to respond to an event. Inappropriate flooding can also harm the important habitats and species for which the Broads are important, which can have long term consequences for site maintenance and the achievement of conservation objectives.

### **Site-Specific Flood Risk Assessments**

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<sup>24</sup> [Get flood risk information for planning in England - Flood map for planning - GOV.UK](#)

NPPF and NPPG guidance states that ‘a Flood Risk Assessment (FRA) is required for all development:

- within flood zones 2, 3 or 3b
- within flood zone 1 with a site area of 1 hectare or more
- within areas with critical drainage problems
- within flood zone 1 where your LPA’s SFRA shows it will be at risk of flooding from rivers or the sea in future
- that increases the vulnerability classification and is in flood zone 1 where your LPA’s SFRA shows it is at risk from other sources of flooding’.

The FRA should demonstrate how flood risk from all sources of flooding to the development itself, and flood risk to others, would be managed. It will also be expected to take climate change into account, identify flood reduction measures that will be incorporated into the development, including the use of Sustainable Drainage Systems, and provide an assessment of any residual risk. The FRA should be proportionate to the level of risk and the scale, nature and location of the development. The checklist set out in the NPPG<sup>25</sup> should be used to produce an FRA, but the FRA should also address the additional considerations set out in the policy.

To help the preparation of FRAs for householder development and other minor extensions in Flood Zones 2 and 3, the Broads Authority and Environment Agency have produced a Ticksheet template - see [Appendix 7](#). This will assist applicants in producing a flood risk assessment for minor developments. It is in conformity with the NPPG FRA guidance and is designed to be user friendly for the applicant yet provide the information the BA needs to determine applications.

If you are carrying out an FRA for a development, you need to follow the Environment Agency’s standing advice<sup>26</sup> as follows:

Follow [standing advice for vulnerable developments](#) for developments (including change of use) in flood zone 2 and have a [vulnerability classification](#) of:

- ‘more vulnerable’ (except for landfills, waste facility sites, caravan or camping sites)
- ‘less vulnerable’ (except for waste treatment sites, mineral processing sites, water treatment plants and sewage treatment plants)
- ‘water compatible’

Use the [advice for minor extensions](#) to complete an assessment for a minor extension in flood zone 2 or 3. A minor extension is a household or non-domestic extension with a floor space of no more than 250 square metres.

If your development is not covered by the standing advice:

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<sup>25</sup>[Flood risk and coastal change - Site-specific flood risk assessment: Checklist \(www.gov.uk\)](#)

<sup>26</sup>[Preparing a flood risk assessment: standing advice - GOV.UK \(www.gov.uk\)](#)

- read [flood risk assessment for planning applications](#) and [the flood risk assessment check-list](#).
- consider asking the Environment Agency for pre-application advice on flood risk.

### **Safe access and egress**

Part 2 (n) of the policy requires the FRA to demonstrate safe access and egress from the site. Where it has been demonstrated that this would not be possible due to unsafe flood depths on or surrounding the site, the safety of occupants will need to be managed through a Flood Response Plan (FRP) (also see Dry Island section below). The FRP should demonstrate that occupants will be kept safe and not exposed to flood hazards. This may be through evacuation in advance of a flood and/or remaining in situ within an appropriate refuge. The Authority has produced a Flood Response Plan template<sup>27</sup> for applicants. The acceptability of the plan and its ability to keep occupants safe will be assessed as part of the planning application.

### **Replacement Dwellings**

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

### **Sequential and Exception Tests – general**

In accordance with national policy, development in Environment Agency Flood Zones 2 and 3 will only be permitted when the Sequential Test and the Exception Test, where applicable, have been satisfied. The Sequential Test will be carried out by the Authority, drawing upon information submitted by the applicant.

### **Sequential test**

Although the sequential test must be applied, due to the limited availability of sites in Flood Zone 1, the main objective, as applied to the Broads, is likely to be to reduce flood risk to new development through the application of the sequential approach and to maximise opportunities to build in resilience both at the site and buildings level through design. The improvement of safety and management of risk, including response to risk, must be addressed at the design stage.

The following sections elaborate on how various elements of the Sequential Test should be addressed. In applying the sequential test, the Authority will use the following:

A site is considered to be **reasonably available** if all of the following apply:

- a) The site is available to be developed (including considering site ownership or whether the owners of sites have any intention of them being developed); and

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<sup>27</sup> Flood Response Plan Template: [Appendix 6 - Flood Risk Response Plan Guidance and Structure \(MS Word | broads-authority.gov.uk\)](#)

- b) The site is within the agreed area of search; and
- c) The site is of comparable size in that it can accommodate the requirements of the proposed development; and
- d) The site is not safeguarded in the relevant Local Plan (including Minerals and Waste) or Neighbourhood Plan for another use; and
- e) It does not conflict with any other policies in the Local Plan.

A site is not considered to be reasonably available if they fail to meet any of the above requirements or already have planning permission for a development that is likely to be implemented.

The **area of search** should be guided by the requirement for the proposed development in a particular area and should be discussed with the Broads Authority at the pre-application stage.

The Authority considers the following areas of search to be reasonable:

- a) Within the entire Parish (including the part that may be out of the Broads)
- b) Other settlements/parishes that are nearby (that may be out of the district)
- c) The rest of the particular district within the Broads Authority Executive Area
- d) Or a wider/another area as appropriate and subject to agreement with the Broads Authority

It is acknowledged that the area of search could be outside of the Broads Authority Executive Area and would require discussions with other Local Planning Authorities (and proposals would therefore need to comply with relevant planning policies of the relevant Local Planning Authorities). However, sites that are at less risk of flooding could be in the part of the settlement that is not in the Broads.

The Authority acknowledges that some schemes are site specific, such as the regeneration of a particular brownfield site or extension of a building, so it is impractical to change the location.

In all cases the developer must justify with evidence to the Broads Authority what area of search has been used when making the application.

If there are found to be other reasonably available sites at a lower risk of flooding, then the development has **failed the Sequential Test**, and this could lead to refusal of planning permission. Failing to pass the Sequential Test is sufficient grounds for refusal, as it would make the proposal contrary to the NPPF and Local Plan policies.

If, however, there are no other reasonably available sites, then the development has **passed the Sequential Test**. The Exception Test may also need to be undertaken at this point (if required).

### **Exception Test**

Where an Exception Test is necessary, the applicant's FRA must include sufficient information to enable this assessment to be undertaken. For the purposes of this policy, 'footprint' will be defined as the aggregate ground floor area of the existing on-site buildings, including outbuildings that affect the functionality of the floodplain, but excluding temporary buildings, open spaces with direct external access between wings of a building, and areas of hard standing.

The NPPF<sup>2024</sup> at paragraph 178 says that for the Exception Test to be passed 'it should be demonstrated that: a) the development would provide wider sustainability benefits to the community that outweigh the flood risk'. To assess this, the Authority will use the most **up to date Local Plan Sustainability Appraisal Objectives**. The current objectives are set out at [Appendix 8](#).

The NPPF<sup>2024</sup> at paragraph 178 goes on to say that for the Exception Test to be passed 'b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall'. The NPPG says:

- Residential development can be assumed to have a lifetime of at least 100 years, unless there is specific justification for considering a different period.
- The lifetime of a non-residential development depends on the characteristics of that development but a period of at least 75 years is likely to form a starting point for assessment.

In addition to these conditions, the following will also be applied as part of the Exception Test:

- a) The development must not compromise future flood alleviation or flood defence schemes;
- b) The Flood Risk Assessment must demonstrate how resilience to flooding has been incorporated through a design which does not detract from the character of the locality;
- c) The site-specific Flood Risk Assessment must demonstrate how the development will be compatible with the nature of flooding in the Broads, considering climate change and sea level rise over the planned life of the development (see [the section on climate change](#)); and,
- d) in the case of the replacement of a residential property, a residential development must be on a like-for-like basis, with no increase in the number of bedrooms, on the same sized footprint<sup>28</sup>, potentially being relocated in a less vulnerable part of the site.

### Climate change allowances

Climate change allowances can be found here: [Flood risk assessments: climate change allowances - GOV.UK](#). These will result in increases in flood level of between 1.2m and 1.6m compared to present day flood levels (this is a cumulative rise from 2000 to 2125).

### Principles for development in flood zone 3

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<sup>28</sup> The "footprint" is the aggregate ground floor area of the existing on-site buildings, including outbuildings which affect the functionality of the floodplain but excluding temporary buildings, open spaces with direct external access between wings of a building, and areas of hardstanding.



The approach in any particular case will depend on the nature of the land and the specific functionality of the floodplain, considering the presence of built structures and site infrastructure. The following principles will apply to development in flood zone 3.

In the case of a **'greenfield' site** which has not been the subject of any previous development, the site could function as an unconstrained, open floodplain, subject to the presence of any 'defences'. It may provide areas for water storage in times of flood and may have other value associated with this, for example as wet woodland.

Sites categorised as **"brownfield sites which have been previously developed"** will often cover sites larger than a single plot and may have been in use for a variety of uses, often employment based. These will often be characterised by areas of built development, including buildings and hardstanding, with undeveloped areas which might include vegetated margins or open areas. Parts of the site may function as functional floodplain and parts will not. The functionality of any part will depend on the way in which the water would behave in times of flood. If flood waters which inundate the site in a 1:30 (3.3%) annual probability event can pass under or through a building or sit on land this will be defined as functional floodplain. Where an existing building or structure acts as a barrier to flood water then its functionality is compromised, and it will not be classified as Flood Zone 3b and can be described as Flood Zone 3a.

When considering development proposals for brownfield sites which have been previously developed, the objective is to locate development in a sequentially appropriate manner on the site and to reduce risk through design. An initial site appraisal should identify the different flood risk zones on the site (where applicable) and differentiate between areas of Flood Zone 3a and Flood Zone 3b, as described above.

The objective when looking at development proposals on previously developed brownfield sites is to seek opportunities to restore the functionality of the floodplain. This must, however, be balanced against the need to maintain the land uses and development which support the economic and social viability of the Broads communities. So, the over-riding principle in respect of development is that it should not increase risk above the existing level.

Development should be located in a sequentially appropriate manner (which considers areas of lower flood risk first as discussed in this policy and supporting text) across any flood risk zones, in accordance with the NPPG. Where there is existing development within Flood Zone 3a or 3b, opportunities to improve flood risk should follow the following hierarchy:

- i) relocate development to Flood Zone 1 (subject to other sources of flooding as discussed previously)
- ii) relocate development to a lower flood risk zone
- iii) ensure there is no net increase in the development area within Flood Zone 3a.

Land uses or development which is of a higher level of vulnerability, as defined in the NPPG, than existing or previous uses on the site will only be permitted if it complies with table 3<sup>29</sup> of the NPPG and all the other policy requirements (such as safety and not increasing flood risk elsewhere).

Sites categorised as “**brownfield sites which are currently developed**” will often cover individual sites where replacement development is proposed. These will often be smaller plots and are owner occupied with limited (if any) opportunity for relocating development to an area of lesser flood risk, either on-site or elsewhere.

When considering proposals for replacement development, an initial appraisal should identify whether the development is in Flood Zone 3a or Flood Zone 3b.

If the site is in Flood Zone 3b, new water compatible development and essential infrastructure that has been subject to the Exception Test (as defined in the NPPG) will be permitted or a like-for-like replacement of an existing use. As detailed above, existing built development on site may prevent parts of the site from functioning as Flood Zone 3b, meaning it will be considered as Flood Zone 3a. In those cases, it may be acceptable to locate development appropriate to Flood Zone 3a within the extent of the previously developed footprint. This will be subject to the usual considerations in terms of safety of the development.

If the site is in Flood Zone 3a, new development for water compatible uses, less vulnerable uses or more vulnerable subject to the Exception Test (as defined in the NPPG) will be permitted or a like-for-like replacement of an existing use. In all cases the safety of the proposed development would need to be considered.

The objective when looking at development proposals on brownfield sites which are currently developed is to ensure that development does not increase flood risk to the site or the building or elsewhere above the existing level. Opportunities to reduce flood risk should also be considered.

The Authority may permit the relocation of existing development out of Flood Zone 3b to an undeveloped site with a lower probability of flooding where the vacated site is reinstated as naturally functioning floodplain, and where the benefits to flood risk outweigh the benefits of leaving the new site undeveloped. Such proposals will be considered against adopted planning policies.

### **Existing footprint of development in Flood Zone 3b and Permitted Development (PD)**

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<sup>29</sup> Table 3 is copied previously in this SPD or can be found here: [Table 3 - Flood risk vulnerability and flood zone compatibility \(pdf | publishing.service.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/364812/20190723_Flood_Risk_Vulnerability_and_Flood_Zone_Compatibility.pdf)

Firstly, the following only applies to development within Flood Risk Zone 3b where ‘more vulnerable’ development is not considered appropriate, according to the NPPG.

For a replacement dwelling in Flood Zone 3b, the existing footprint is currently defined in the footnote to [the policy on development and flood risk \(PUBDM8\)](#)<sup>30</sup>. This does not make any reference to permitted development rights, only to existing buildings. The ‘like for like’ requirement of the policy is still valid as that is the starting point for the application – that the base position for any replacement dwelling in flood zone 3b is like for like. The Authority and Environment Agency consider that a scheme for a replacement dwelling may only include what is permitted through PD rights Class A enlargement, improvement, or other alteration of a dwelling house<sup>31</sup> as a pragmatic approach. The inclusion of these PD rights in the calculation of footprint is considered a reasonable approach to take, as it would avoid the need for applicants to first construct a rear extension only to include it in the calculations for a replacement dwelling. It is important to note however that there may be other considerations that might be relevant to decision making other than flood risk; for example, landscape character impacts.

If an application for a replacement dwelling is approved, the PD rights for extensions/outbuildings will be removed by the Authority to restrict further development within the functional floodplain. Householder PD rights would also be removed when permitting householder extensions within Flood Zone 3B, for the same reason; to restrict the further development within the functional floodplain.

### **Flood response plan template.**

A site-specific Flood Response Plan will always be required for development in flood zone 3. The client/developer responsibilities for health and safety and facilities management may also require a site-specific flood response plan. These are important considerations on commercial sites and are potential requirements for compliance with the Construction (Design and Management) Regulations 2015<sup>32</sup>.

They can form one means of managing residual risk where a development is found to be acceptable in flood risk terms and is a valuable document for owners and occupiers of all property at risk of flooding to have in place. The Authority has produced guidance and a suggested structure for these plans. The guidance and structure can be found at [Appendix 6](#).

### **SuDS**

Sustainable Drainage Systems (SuDS) are an alternative to traditional drainage systems that aim to reduce runoff by controlling rainfall at source (quantity), increase quality of water leaving the

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<sup>30</sup> Which says the “footprint” is the aggregate ground floor area of the existing on-site buildings, including outbuildings which affect the functionality of the floodplain but excluding temporary buildings, open spaces with direct external access between wings of a building, and areas of hard standing.

<sup>31</sup> SCHEDULE 2 Permitted development rights, PART 1 Development within the curtilage of a dwellinghouse, Class A – enlargement, improvement or other alteration of a dwellinghouse <http://www.legislation.gov.uk/ukxi/2015/596/made>

<sup>32</sup> Construction (Design and Management) Regulations 2015 <http://www.hse.gov.uk/pUbns/priced/l153.pdf>

site (quality) and provide net benefits to biodiversity and amenity value of the site. There is a range of possible SuDS techniques that can be used, although not all techniques will be appropriate for individual development sites. Development sites should aim to provide a diverse mix of SuDS features. Surface water run-off proposals should address the requirements of the Flood and Water Management Act 2010. See [the policy on surface water run-off \(PUBDM9\)](#). Furthermore, there is scope for incorporating integrated water management measures such as reuse in association with [the policies in the water section](#). SuDS systems should be designed to the latest LLFA guidance and specifications.

### **Dry Islands**

Dry Islands are areas of a lower flood risk surrounded by areas of higher flood risk, such as flood zone 1 surrounded by flood zone 3. While development may be suitable in flood risk terms in the lower flood risk zone, in times of flood the area could effectively become an island. The issue here is about safe access and egress at times of flood. In the Broads, dry islands tend to occur in more isolated areas that may not experience development. However, there may be requirements for a Flood Response Plan to be produced for development in dry islands. When looking at the flood risk of a proposal, it will be important to assess the wider area as well as on the site.

### **Other consents that may also be required**

Applicants should be aware that in accordance with the Environmental Permitting Regulations 2010,<sup>a</sup> there is a need to obtain an Environmental Permit<sup>33</sup> from the Environment Agency for flood risk activities for work or structures in, under, over or within 16m from a main river and from any flood defence structure or culvert. The works may fall under one or more of the following categories: Exemption, Exclusion, Standard Rules Permit, Bespoke permit. Anyone carrying out these activities without a permit where one is required is breaking the law.

Section 23 of The Land Drainage Act 1991 requires applicants who wish to affect the flow of an ordinary watercourse, for instance to culvert, dam, weir or install a headwall into a watercourse, to obtain consent from the drainage board (Water Management Alliance) concerned.

### **Reservoir Flooding**

The Authority will also consider issues relating to reservoir flooding, as per Government guidance: [Reservoir flood maps: when and how to use them - GOV.UK \(www.gov.uk\)](#)

### **Status of the 2020 Flood Risk Supplementary Planning Document on adoption of the Local Plan**

The Broads Authority has a Flood Risk Supplementary Planning Document (SPD)<sup>34</sup>. The Government have indicated that they plan to stop SPDs being produced. They intend for Supplementary Plans to take their place. At the time of writing, this change had not been

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<sup>33</sup> New forms and further information can be found at: [Flood risk activities: environmental permits - GOV.UK](#)

<sup>34</sup> [Broads Flood Risk SPD \(pdf | broads-authority.gov.uk\)](#)

formally put in place. As such, the 2020 SPD remains in place. The review of the Local Plan as well as the potential for SPDs to not be relevant or not be produced any more, offer the opportunity to bring into the Local Plan relevant sections of the SPD. It is proposed that aspects of the SPD deemed not appropriate for this Local Plan become part of a new Flood Risk Guidance document that will be completed after the Local Plan is produced.

### **Strategic Flood Risk Assessment (SFRA)**

SFRAs are important for the production of Local Plans. The Broads is covered by four separate SFRAs completed in 2017/2018<sup>35</sup>. However, a large area of the Broads Authority Executive Area has not been assessed as part of this work as the model needs to be purchased, updated, and run by the Environment Agency to produce SFRA equivalent information. It is intended that this will be completed as part of the [Broadland Futures Initiative](#) and there could therefore be adjustments to flood zone 3 as a result - see the Position Statement between the Broads Authority and Environment Agency<sup>36</sup> produced in July 2018 for more information. It is accepted that there is uncertainty about the precise boundaries of the functional flood plain (flood zone 3b) and the Environment Agency work should contribute to the understanding of this area. It is also accepted that due to natural processes and other activities, the functional flood plain can change over time. Where detailed modelling is not available, Indicative Flood Zone 3b has been used in the Norfolk part of the Broads. A similar approach has been used in the Waveney SFRA but on those maps, flood zones are 3b where modelled and 3 elsewhere. Due to the nature of flooding in the Broads, it is expected that Flood Zone 3a and Flood Zone 3b have similar extents so Indicative Flood Zone 3b/flood zone 3 is precautionary but reasonable. As set out in national policy, planning applications for schemes in flood zones 2 and 3 require site-specific flood risk assessments and these will determine the precise detail of flood risk on site.

### **Policy PUBDM9: Surface water run-off**

1. All development proposals will need to incorporate measures to attenuate surface water run-off in a manner appropriate to the Broads. This will need to reflect the characteristics of the site in accordance with a surface water drainage hierarchy so that, in order of priority, they:
  - a) Continue natural discharge processes;
  - b) Store water for later use;
  - c) Adopt shallow infiltration techniques in areas of suitable porosity;
  - d) Store water in open water features for gradual release to a watercourse;
  - e) Store water in sealed water features for gradual release to a watercourse;
  - f) Discharge direct to a watercourse;
  - g) Discharge direct to a surface water drain (highways, Anglian Water or other body or within private ownership);
  - h) Discharge direct to deep infiltration or borehole soakaways; or

<sup>35</sup> [Strategic Flood Risk Assessment \(broads-authority.gov.uk\)](#)

<sup>36</sup> [SFRA Joint Position Statement \(pdf | broads-authority.gov.uk\)](#)

- i) Discharge direct to a combined sewer
- 2. The surface water runoff rate that will occur as a consequence of the development is required to be no more than the existing pre-development greenfield runoff rate. Brownfield sites should aim to reduce runoff as close to greenfield rates as possible. The discharge rate for brownfield sites should be no more than the rate prior to any new development. Applicants are encouraged to seek betterment in surface water runoff as part of their proposals for brownfield sites. The runoff rate should be agreed with the Local Planning Authority, in conjunction with the Lead Local Flood Authority and where relevant, sewerage undertaker.
- 3. Sustainable Drainage Systems (SuDS) shall be used unless, following adequate assessment, soil conditions and/or engineering feasibility dictate otherwise. These should be designed and implemented **to be multifunction and follow** the general principles set out at [Appendix 9](#) as well as any relevant guidance or standards that are in place such as Lead Local Flood Authority guidance on drainage design.
- 4. Proposals to address surface water must be considered at an early stage of the scheme design process. The following criteria need to be addressed when designing measures to address surface water:
  - a) Use a risk assessment on treatment stages to reflect the type of proposed development and how surface water run-off and drainage will affect the receptor. A 1.2m clearance between the base of infiltration SuDS and the peak seasonal groundwater levels is required;
  - b) Take the current drainage arrangements of the area into account (including groundwater levels);
  - c) Take natural site drainage and topography into account;
  - d) Any captured water should be filtered from pollutants to help avoid contamination;**
  - e) Effectively manage water including maintenance of and, where possible, improvement to water quality; and
  - f) Provide amenity for local residents whilst ensuring a safe environment.
- 5. Where SuDS via ground infiltration is feasible, to ensure that SuDS discharge water from the development at the same or lesser rate as prior to construction, developers must undertake groundwater monitoring within the winter period and winter percolation testing in accordance with the current procedure<sup>37</sup>. Groundwater monitoring should identify a clear peak in levels which subsequently falls away; single tests will not be appropriate to demonstrate this.

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<sup>37</sup> [Soakaway design \(DG 365 - 2016\) : BREbookshop.com](#)

6. Minor developments that increase the footprint of an impermeable surface are required, where appropriate, to incorporate mitigation measures to reduce surface water runoff, manage surface water flood risk to the development itself and to others, maximise the use of permeable materials to increase infiltration capacity, incorporate on-site water storage, and make use of green roofs<sup>38</sup> and green walls wherever reasonably practicable and appropriate, in accordance with design policies.
7. Within the critical drainage catchments as identified by the Lead Local Flood Authority, and in other areas where the best available evidence indicates that a serious and exceptional risk of surface water flooding exists, all development proposals involving new buildings, extensions and additional areas of hard surfacing shall ensure that adequate and appropriate consideration has been given to mitigating surface water flood risk.
8. Schemes that involve SuDS will be required to provide details of the management regime to ensure effective operation of the type of SuDS delivered in perpetuity.

### Reasoned Justification

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

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

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

The Government has issued a written statement in relation to SuDS<sup>39</sup> saying that *‘we expect local planning policies and decisions on planning applications relating to major development (developments of 10 dwellings or more; or equivalent non-residential or mixed development) to ensure that sustainable drainage systems for the management of run-off are put in place, unless demonstrated to be inappropriate.’* The policy seeks to address this direction.

Watercourses in the Broads are regulated and maintained by the Internal Drainage Board or by private landowners. The IDB have their own local surface water policy which takes precedence over national best practice ([Development - Water Management Alliance \(wlma.org.uk\)](https://www.wlma.org.uk)).

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<sup>38</sup> [GRO-Code-2021-Anniversary-Edition.pdf \(greenrooforganisation.org\)](https://www.greenrooforganisation.org) or successor document may be of relevance.

<sup>39</sup> Written Ministerial Statement [DCLG sustainable drainage systems \(pdf | parliament.uk\)](https://www.parliament.uk)

## **Potential to reduce phosphorous in surface water runoff**

The Authority encourages using SuDS to reduce phosphorus in surface water runoff. Please see [this guide](#).

## **Types of SuDS**

The Broads is ideally suited for this sort of approach, as dykes and other forms of holding basins are characteristic of the landscape. The most effective form of water management is a naturally functioning floodplain and development proposals should aim to maximise opportunities to restore a naturally functioning floodplain where possible. A range of possible SuDS techniques can be used, although not all techniques will be appropriate for individual development sites. Examples of SuDS include retention ponds (a depression that holds water even during dry weather conditions), water butts, and swales (long vegetative depressions that are normally dry except during and after heavy rainfall).

## **Designing SuDS**

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

Special consideration will need to be given to the design of the drainage system when there are known flooding issues within the immediate catchment of the development. Generally, known flooding issues correlate with areas shown as high-risk flooding on the Government Risk of Surface Water Flooding (RoSWF) maps, but the Lead Local Flood Authority (LLFA) will highlight any relevant information if consulted on a scheme. The Interactive PDFs produced as part of the SFRA work<sup>40</sup> (referred to previously) show areas that are subject to surface water flooding.

The scope of any drainage strategy should be proportionate to the scale of the development and the amount and type of flood risk the development site is subject to. As part of the strategy, it will be important to identify existing drainage arrangements to determine options for draining the site and the impact of the proposal post-development.

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

Normal infiltration SuDS should be no deeper than 2m below ground level, with a minimum of 1.2m clearance between the base of infiltration SuDS and the peak seasonal groundwater levels.

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<sup>40</sup> [Strategic Flood Risk Assessment \(broads-authority.gov.uk\)](#)



Monitoring/testing of groundwater must be undertaken in winter, as this tends to be the time of year that sees most precipitation and higher groundwater levels.

Advice from Norfolk County Council (one of the two LLFAs covering the Broads) is that deep infiltration or borehole soakaways should be one of the final options for consideration. While these methods can provide groundwater recharge via infiltration at depth, they do not mimic the natural drainage system as shallow infiltration does. The Environment Agency would not normally support the use of deep bore soakaway systems, as these can present an unacceptable risk to the groundwater environment. Where applications are proposing their use, they should provide supporting documentation that clearly demonstrates why other SuDS discharge options are not appropriate. Each application for deep bore soakaways should also be supported by a detailed risk assessment demonstrating that their use will not impact on groundwater quality. If deep bore soakaways are proposed, the developer may require an environmental permit from the Agency for a direct discharge to groundwater<sup>41</sup>. Granting of planning permission does not automatically mean a developer will be awarded an environmental permit, and early engagement with the Agency is recommended where deep bore soakaways are proposed.

Areas with concentrated surface water risk will be identified by the Lead Local Flood Authorities as Critical Drainage Catchments<sup>42</sup> (CDCs). The CDCs are the focus for partner engagement, detailed analysis and the potential implementation of flood protection schemes, as well as the production of Surface Water Management Plans<sup>43</sup> that look in detail at places that have suffered surface water flooding or have a high surface water flood risk. Currently, there are no CDCs in the Broads Authority area.

The following guidance will be useful when designing SuDS schemes:

- General principles set out in [Appendix 9](#).
- Non-statutory technical standards for the design, maintenance and operation of sustainable drainage systems: [National standards for sustainable drainage systems - GOV.UK](#)
- SuDS manual produced by CIRIA: In delivering SuDS there is a requirement to meet the framework set out by the Government's 'non statutory technical standards'. The revised SuDS manual complements these but goes further to support the cost-effective delivery of multiple benefits. [The SuDS Manual \(C753F\) | ciria.org](#)
- Good examples of how development can be planned to manage water and deliver multiple benefits are outlined in the RSPB/WWT report '[Sustainable drainage systems: maximising the potential for people and wildlife – A guide for local authorities and developers](#)' (pdf | [wwt.org.uk](#)).

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<sup>41</sup> [Discharges to surface water and groundwater: environmental permits - GOV.UK](#)

<sup>42</sup> A Critical Drainage Area is a discrete geographic area (usually a hydrological catchment) where multiple or interlinked sources of flood risk cause flooding during a severe rainfall event thereby affecting people, property or local infrastructure

<sup>43</sup> Surface Water Management Plans: [Surface Water Management Plans - Norfolk County Council](#) and [Flood management in Suffolk - Suffolk County Council](#)

- Suffolk County Council's Guidance sets out Suffolk County Council's approach as Lead Local Flood Authority: [Guidance on development and flood risk - Suffolk County Council \(suffolk.gov.uk\)](https://www.suffolk.gov.uk/guidance-on-development-and-flood-risk)
- Norfolk County Council's guidance: [Information for developers - Norfolk County Council \(norfolk.gov.uk\)](https://www.norfolk.gov.uk/information-for-developers)
- Anglian Water's Surface Water Drainage Policy: [Surface water policy \(anglianwater.co.uk\)](https://www.anglianwater.co.uk/surface-water-policy).

### **Management, maintenance, and adoption of SuDS**

Managing SuDS during the construction phase is important to make sure they are effective. Once constructed, a management plan needs to be in place, along with appropriate resources, to ensure they continue to operate in perpetuity. Anglian Water's standards for adopting SuDS may be viewed here: [Sustainable surface water drainage \(anglianwater.co.uk\)](https://www.anglianwater.co.uk/sustainable-surface-water-drainage). SuDS can also be adopted by other bodies such as Management Companies and the Highway Authority (if draining only an adopted road).

It should be noted that a surface water connection to the combined sewer can only be permitted under exceptional circumstances and if it is proved that the previous site was connected to the same sewer. The combined sewer will be checked to ensure it has enough capacity to take the added flow. Anglian Water will seek to separate any surface water from any new developments to relieve the existing pressures and treatment requirements. If the combined sewer does not have enough capacity, the surface water should be run in a separate new surface water only sewer with its own outfall, and the total cost of the new infrastructure is paid for by the Applicant/Developer.

### **Additional information**

Various sources of technical information can be used when addressing surface water and designing SuDS:

- NPPG: [Flood risk and coastal change: Sustainable drainage systems - GOV.UK](https://www.gov.uk/guidance/flood-risk-and-coastal-change-sustainable-drainage-systems)
- [Check Clean Dry - Help stop the spread of invasive plants and animals in our waters \(nonnativespecies.org\)](https://nonnativespecies.org/check-clean-dry)
- Suffolk County Council Guidance: [Suffolk Flood Risk Appendix A - Sustainable Drainage Systems](https://www.suffolk.gov.uk/suffolk-flood-risk-appendix-a-sustainable-drainage-systems) and [Guidance on development and flood risk - Suffolk County Council](https://www.suffolk.gov.uk/guidance-on-development-and-flood-risk)

## 16 Open space, play and allotments.

### Policy PUBDM10 Open space on land, play space, sports fields and allotments.

<https://www.broads-authority.gov.uk/open-space.pdf>

#### 1. Existing open space provision

- a) Development that would result in the loss of existing sport, recreational (including play space), allotment or amenity open space as identified on the policies maps and identified by the Authority's constituent district councils in their evidence base will only be permitted if it can be demonstrated (through a local assessment) that:
  - i) There is an excess of the type of open space to be affected by the development/proposal in the catchment area (in and out of the Broads) and the proposed loss will not result in a current or likely shortfall during the plan period; or
  - ii) The proposal is for ancillary development on an appropriate portion of the open space which enhances the recreational facilities and their setting; or
  - iii) The open space which would be lost because of the proposed development would be replaced prior to the commencement of the development by an open space of equivalent or better quality and equivalent or greater quantity, in an equally accessible and convenient location subject to equivalent or better management arrangements which continue to meet the needs of the existing community; and
  - iv) The proposal would not cause significant harm to the amenity or biodiversity value of the open space.
- b) Proposals that meet the requirements of 1a above and improve the amenity or biodiversity value of the open space in an appropriate way will be supported.

#### 2. New open space provision

- a) The Broads Authority will have regard to the approach and/or standards set by the relevant constituent district council<sup>44</sup>.
- b) Any contribution will have regard to the developer contributions policy in this document.
- c) Open space provision may also be required to reduce recreation pressure on sensitive designated wildlife sites (see [the policy on mitigating recreation impacts \(PUBDM17\)](#)).
- d) New open space provision will need to provide biodiversity enhancements in an appropriate way in line with the [policy on the Natural Environment \(PUBDM15\)](#).
- e) Any lighting associated with open space will need to be designed in line with [the policy on dark skies \(PUBDM28\)](#).
- f) Proposals are expected to engage with young people on design for green spaces/play areas<sup>45</sup>;

<sup>44</sup> These standards may be in Local Plans and SPDs such as the East Suffolk Healthy Environment SPD.

<sup>45</sup> See [Homes England Guide: Inclusive spaces and places for girls and young people](#)

- g) Artificial pitches that are designed to require water will not be permitted. Other new pitches that require watering will need to demonstrate how water will be supplied and used sustainably.
- h) Layouts should site functional public open space – including play and recreational facilities - in locations where it can be easily accessed by existing and new residents. Accessible natural greenspace should also be located where it can be used by the wider community. Tenure blind design principles will be required which ensure facilities are equally accessible regardless of tenure.
- i) Proposals for new open space will need to consider parking for scooters, bicycles and cars. The relevant Local Authority or County Council may have standards.

### **3. Cemeteries and burial grounds**

- a) Development proposals for new cemeteries and burial grounds that comply with other relevant policies will be permitted where they:
  - i) Are subject to a prior groundwater protection risk assessment in accordance with Environment Agency Guidance: Cemeteries and burials: groundwater risk assessments<sup>46</sup> (or successor document or advice);
  - ii) Are appropriately sited in a sustainable location;
  - iii) Are designed to make the most of opportunities to improve and/or create new biodiversity, habitats, and green infrastructure; and
  - iv) Will have no adverse impact on controlled waters including groundwater and surface water.

### **Reasoned Justification**

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

Because each of the Authority's constituent councils assesses its entire area - including that part which is the Broads - in relation to the need for these uses, it is appropriate and reasonable to have regard to their approach, which may reflect standards in their Local Plans and other documents. Please contact the Broads Authority for advice regarding where to find the Local Plan policies of our districts.

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<sup>46</sup> [Cemeteries and burials: groundwater risk assessments - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/614442/Environment_Agency_Guidance_-_Cemeteries_and_burials_-_groundwater_risk_assessments.pdf)

Some of the Authority's constituent councils have adopted the Community Infrastructure Levy (CIL) and play, allotments, and open space are part of the charging schedule. There is no CIL charged by the Broads Authority and it therefore relies on S106 agreements to provide these.

Where any loss of open space, play, and allotments is relocated, it is important that it still meets the needs of the existing community and the new development, unless it is clearly demonstrated that the existing open space in question is surplus to requirements.

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

The maps in the Open Space Map Bundle show areas of open space assessed by our constituent district councils. While they assessed their entire district, including that part which is the Broads, they only allocated open space in their Local Planning Authority area. Working with its districts, the Authority has, at the time of writing this Plan, allocated the open space within these assessments that falls within its Executive Area. Many of our districts intend to update their assessments as part of their Local Plan production, and we will defer to the most up-to-date open space assessment.

The following policy relates to Green Infrastructure and may be of relevance to proposals. So too will the [policy on the Natural Environment \(PUBDM15\)](#) and [the policy on dark skies \(PUBDM28\)](#).

### **Delivery and implementation of the policy**

1. The Authority will liaise with the relevant constituent council regarding ongoing management of the space. Some Districts may not adopt and maintain open space and the developer may need to address the maintenance responsibility.
2. Depending on location, some may be affected by surface water flooding, groundwater flooding, reservoir flooding.
3. Any assessments required in relation to open space provision must look at the entire catchment of a facility (as facilities such as playing fields often serve users beyond the immediate settlement they are located in), including that part of the settlement outside of the Broads.
4. The design of any open space and its integration into a proposed scheme, streetscape and landscape is an important consideration. Larger facilities have the potential to adversely affect the local landscape character through a change in land use and landscape patterns,

through the introduction of more urban features and additional clutter. Design standards and experience of the relevant council will be applied.

5. In terms of designing or improving open space, the following criteria are important and so too may this guide [Making the Most of Green Space for People's Health | Beyond Greenspace](#):

- a) Integrate an appropriate range of public spaces, including green spaces, into development proposals.
- b) Design public spaces to be well overlooked, have a clear purpose and be in an accessible location within the development.
- c) Ensure public spaces include natural features, contribute to on-site biodiversity and minimise surface water run-off through use of SuDS.
- d) Consider the needs of all users, including physically disabled people, people with visual impairments, and neurodiverse people, in the design of public spaces.
- e) Cater for a wide range of activities in public spaces, including meeting, resting, playing, holding events, sport and recreation, and be multifunctional where possible.

Please note that Bure Park and the marshes adjacent to Broadland Rugby Club are both underlain by a historic landfill. These sites may require consideration with respect to land contamination.

**During the Preferred Options consultation, we proposed additional areas of open space. We have assessed the comments received and consider that these open spaces should be allocated as part of this policy. This is reflected in the Publication policies maps.**

## 17 Green and blue infrastructure and Public Rights of Way

### **Policy PUBDM11: Green and blue infrastructure and Public Rights of Way**

1. Green and blue infrastructure should be central to the design of schemes, with scheme proposals designed around the green and blue infrastructure on site or to be delivered, ensuring the site for wildlife and people and creating a multi-functional network of spaces and uses.

### **Existing green and blue infrastructure**

2. There is an expectation that new development proposals will enhance, and integrate with, the local green and blue infrastructure network.
3. Through its layout and design, new development shall respond to the existing local green and blue infrastructure network and help connect areas of green and blue infrastructure.

### **Development proposals and green and blue infrastructure**

4. Development shall contribute to the delivery and management of green and blue infrastructure including establishment of new and enhancement of existing green and blue infrastructure.
5. Where it is considered that the development will have a detrimental effect on, or cause loss or harm to the quantity, quality, or function of existing green and blue infrastructure, then the development will not be permitted unless it can be demonstrated that an assessment has been made and that the need for and benefits of the proposed development demonstrably outweigh any adverse impacts and suitable mitigation measures are proposed. Any mitigation measures should be of equal or greater value than that which is to be compromised or lost through development.
6. Development that compromises the delivery of green infrastructure strategies, and/or that conflicts with the findings of relevant studies of the Authority or its constituent districts and county councils without suitable justification and mitigation, will not be permitted.

### **New green and blue infrastructure provided as part of wider development proposals**

7. Green and blue infrastructure proposals shall:
  - a) Be multifunctional;
  - b) Protect and enhance existing natural and historic environments;
  - c) Enable nature recovery and help implement the Local Nature Recovery Strategies for Norfolk and Suffolk (LNRS);

- d) Where appropriate, incorporate a positive play environment<sup>47</sup>;
  - e) Strengthen connectivity and resilience of ecological networks;
  - f) Be locally distinctive through reflecting and enhancing landscape character;
  - g) Maximise opportunities to mitigate and adapt to climate change and be resilient to climate change;
  - h) Improve quality of life through provision of benefits for health and wellbeing, including softening and naturalising the appearance of built environments, opportunities to access open space and enjoyment of the Broads and its [special qualities](#);
  - i) Incorporate a range of types and sizes of green or blue spaces and routes and environmental features that are appropriate to the development and the wider green infrastructure network to maximise the delivery of multi-functionality (the [Natural Environment Section](#) might be of relevance);
  - j) Deliver biodiversity net gain;
  - k) Incorporate SuDS features where possible (see the policy on [surface water run-off \(PUBDM9\)](#));
  - l) Support ecosystem services<sup>48</sup>; and
  - m) Ensure long-term beneficial maintenance and management of green and blue infrastructure.
8. Further to m) above, the development shall make provision for long-term post development management and maintenance for all green and blue infrastructure, including provision for community representation and management.
9. New green infrastructure that requires watering will need to demonstrate how water will be supplied and used sustainably.

### **Stream/pond/wetland restoration, creation and enhancement**

10. Development proposals should take opportunities to, as appropriate, reconnect wetlands and enhance or create streams, ponds or off channel refuges.

### **Public Rights of Way and Access**

11. Public Rights of Way and access will be protected, enhanced, and promoted. New development should create convenient and attractive links within development and to the surrounding area, assist with creation of a network of accessible greenspace and provide links to public transport and walking and cycling networks.

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<sup>47</sup> A positive play environment would include ample opportunities for formal and informal unstructured play for different ages and abilities through different types of open space, sport, recreational and other social/community facilities.

<sup>48</sup> Ecosystem Services are the direct and indirect contributions ecosystems (known as natural capital) provide for human wellbeing and quality of life. This can be in a practical sense, providing food and water and regulating the climate, as well as cultural aspects such as reducing stress and anxiety.



## Reasoned Justification

The purpose of this policy is to conserve and enhance existing green and blue infrastructure and ensure the provision of new green and blue infrastructure to improve connectivity and access. Green infrastructure is a strategic network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities and it offers important opportunities for sport and recreation as well as providing visual amenity. Blue infrastructure (BI) refers to water features, including ponds, lakes, streams, rivers and storm water provision swales, raingardens, wetlands and canals and their banks.

The NPPF defines green infrastructure (GI) as: *‘A network of multi-functional green and blue spaces and other natural features, urban and rural, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity’*. Green infrastructure includes:

- **Parks and Gardens** – urban parks, Country and Regional Parks, formal gardens
- **Amenity Greenspace** – informal recreation spaces, housing green spaces, domestic gardens, village greens, urban commons, other incidental space, green roofs<sup>49</sup>
- **Natural and semi-natural urban and rural greenspaces** - woodland and scrub, grassland (e.g., meadow), heath, wetlands, open and running water, brownfield land and disturbed ground, bare rock habitats (e.g. cliffs and quarries)
- **Green corridors** – rivers and canals including their banks, hedgerows and other natural features, road and rail corridors, cycling routes, pedestrian paths, commons and public rights of way
- **Sustainable Drainage Systems (SuDS)** - see [policy on surface water run-off \(PUBDM9\)](#).
- **Other** - allotments, community gardens, city farms, cemeteries, and churchyards

GI also has an important role in enhancing and conserving the historic environment. It can be used to improve the setting of heritage assets and to improve access to it, likewise heritage assets can help contribute to the quality of green spaces by helping to create a sense of place and a tangible link with local history.

The water open space of the Broads is enjoyed in many ways such as boating, sailing, canoeing, and water-skiing (where permitted), and by being by the water and in the water (where open water swimming events are permitted and organised). ‘Blue’ infrastructure is also important in the Broads. Many policies in this Local Plan relate to water open space and blue infrastructure, such as water quality, moorings and navigation elements of policies, and the policy on staithe ([PUBSSSTAITHE](#)).

There are four elements to the policy:

### Existing green and blue infrastructure

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<sup>49</sup> [GRO-Code-2021-Anniversary-Edition.pdf \(greenrooforganisation.org\)](#) or successor document may be of relevance.

The first relates to the importance of incorporating existing green and blue infrastructure assets within development proposals and enabling connectivity to other assets nearby (local green and blue infrastructure). This could include reflecting the green and blue infrastructure features on site or nearby – see the Authority’s Biodiversity Enhancements Guide<sup>50</sup>. Ecological network mapping, including the Local Nature Recovery Strategies<sup>51</sup>, may identify important areas of green infrastructure, which need to be considered if any proposals are close to or include these areas.

### **Development proposals and green and blue infrastructure**

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

As stated in the policy, proposals that negatively affect existing GI and BI will not be supported. If proposals are found to negatively affect existing GI and BI then an assessment, proportionate to the proposal and also the asset being affected, will need to be undertaken to thoroughly justify any such impact as well as demonstrate the mitigation or compensation.

### **New green and blue infrastructure**

The third element sets out the criteria that any proposals for green and blue infrastructure need to address and the potential benefits, namely that it:

- is ‘multi-functional’ providing multiple benefits simultaneously;
- contributes to high quality and accessible landscapes for people and wildlife;
- plays an essential role in delivering, maintaining and enhancing the health of the natural environment and its ability to provide a wealth of ‘ecosystem services’;
- increases ecological connectivity to overcome habitat fragmentation and to increase the ability of the natural environment to adapt to climate change;
- in coastal locations, helps to provide recreational space and to enhance and protect our marine environment;
- creates attractive and accessible places for people to socialise, enjoy direct and regular contact with and learn about the natural environment;
- strengthens links between urban areas and their surrounding countryside, and brings the natural world into every neighbourhood, with benefits for individual and community health and wellbeing;

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<sup>50</sup> Biodiversity Enhancements Design Guide: [Broads planning guides \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/broads-planning-guides)

<sup>51</sup> Local Nature Recovery Strategies (LNRS) for Norfolk and Suffolk will help to identify suitable locations for nature recovery activities and build support for these from landowners and local people. A LNRS is being produced for Norfolk and Suffolk at the time of writing.

- supports the efficient management of water resources. A network of green spaces reduces the likelihood of flooding by allowing water to permeate through the ground;
- can also contribute to delivery of sustainable land management;
- can also create a range of social and economic benefits, both directly (through employment in capital projects and future management) and indirectly (increased visitors and visitor spend);
- supports functioning ecosystems and robust natural systems for the management of basic resources such as water, clean air, soil, and the maintenance of biodiversity;
- makes a direct contribution to reducing the effects of climate change; and
- enhances the self-sufficiency of communities through providing local food production and recreational areas.

Proposals need to look beyond their immediate boundary to ascertain how any new BI or GI can be part of a network.

The Environment Agency emphasised that the reconnection of wetlands and the creation of off-channel refuges would be of great benefit for juvenile fish/fry during times of extreme flooding, which is becoming more common every year. If implemented, this could actively assist in improving fish stocks in the Broads with greater survival rates of fry being expected.

### **Public Rights of Way and Access**

The fourth element highlights the importance of the Public Right of Way Network and Access. The Broads Authority has an Integrated Access Strategy and this may be of relevance to schemes. Also of relevance could be the safeguarded former trackways as set out in policy [PUBSSTRACKS](#).

### **Maintenance**

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

### **Other policies of relevance**

The previous policy relates to open space and play and may be of relevance to proposals. So too will the [Biodiversity Net Gain policy \(PUBDM16\)](#) and the [Mitigating Recreational Impacts policy \(PUBDM17\)](#). The [surface water run-off \(PUBDM9\)](#) and SuDS may be of relevance. So too may other documents of our Districts, such as the East Suffolk Healthy Environment SPD.

### **Resources**

The [Broads Integrated Access Strategy](#) and [Norfolk Strategic Planning Framework](#) Ecological Networks Study will be used to assist in the implementation of this policy.

It is recommended that, where appropriate and relevant, the [Building with Nature Standards Framework](#) be used. The document highlights the qualities that define good green infrastructure. The Core Standards being:

- Standard 1 Optimises Multifunctionality and Connectivity
- Standard 2 Positively Responds to the Climate Emergency
- Standard 3 Maximises Environmental Net Gains
- Standard 4 Champions a Context Driven Approach
- Standard 5 Creates Distinctive Places Standard 6 Secures Effective Place-keeping.

There is also the [Natural England Green Infrastructure Framework](#) which comprises:

- [Green Infrastructure Principles](#): the why, what and how of good green infrastructure.
- [Green Infrastructure Standards](#): guidance on national standards for green infrastructure quantity and quality.
- [Green Infrastructure Maps](#): mapped environmental, socio-economic datasets to support the standards.
- [Green Infrastructure Planning and Design Guide](#): practical, evidence-based advice on how to design good quality green infrastructure.
- [Green Infrastructure Framework Process Guide](#) on how to apply all the products in the Green Infrastructure Framework.

## 18 Soils

### Policy PUBSP3: Soils

1. Proposals shall:
  - a) Protect the best and most versatile agricultural land, defined as Grades 1, 2 and 3a of the Agricultural Land Classification (see map in supporting text);
  - b) Address decontamination where needed in order to improve quality;
  - c) Re-use topsoil locally;
  - d) Principally, leave soils that are carbon sinks in situ;
  - e) Manage soils in a sustainable way during construction;
  - f) Take particular care in the transportation and disposal of soil during development to prevent possible movement of invasive species; and
  - g) Address soil erosion and possible contamination of the water environment.
2. Where significant development of any grade of agricultural land is demonstrated to be necessary, detailed field surveys should be undertaken and proposals should seek to use areas of poorer quality land in preference to that of higher quality.
3. The Authority will require all applications for development to include realistic proposals to demonstrate that soil resources were protected and used sustainably in line with accepted best practice, including the [DEFRA safeguarding soils strategy](#).

### Reasoned Justification

The NPPF seeks the protection and enhancement of soils. The NPPF 2024 also says at footnote 65, 'Where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be preferred to those of a higher quality'.

The NPPG identifies soils as: an essential natural capital asset that provides important ecosystem services – for instance, as a growing medium for food, timber and other crops, as a store for carbon and water, as a reservoir of biodiversity and as a buffer against pollution.

The peat and alluvial gley soils on the grass marshes are rich in carbon (see next policy relating to peat specifically).

### Best and most versatile agricultural land

The following map shows the best and most versatile agricultural land in the Broads, defined as Grades 1, 2 and 3a of the Agricultural Land Classification<sup>52</sup>. Development of the best and most versatile agricultural land will not normally be permitted unless it can be demonstrated that the need for the development clearly outweighs the need to protect such land in the long term, or in

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<sup>52</sup> Natural England has an advice note about ALC for more information: [Agricultural Land Classification: protecting the best and most versatile agricultural land - TIN049](#).

### Map 2: Agricultural Land Grades in the Broads





The [Guide to assessing development proposals on agricultural land](#) says to use the post 1988 ALC [Magic map](#) and detailed [site survey reports](#) to help you assess whether a development proposal is likely to affect **best and most versatile (BMV)** agricultural land. If no suitable data exists, you may need to carry out a [detailed survey](#) to support your planning application.

### **Contaminated land**

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

### **Non-native invasive species**

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

- 'Clean, Check, Dry' machinery, equipment and clothing before moving between sites – for more information see [www.nonnativespecies.org/checkcleandry](http://www.nonnativespecies.org/checkcleandry)
- Avoid transfer of vegetation or viable seeds or propagules in topsoil or other material. If possible, reuse soil on the same site.
- Avoid importing topsoil which is unscreened.

### **Soil erosion**

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

Mitigation strategies should include:

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

Soil runoff can carry sediment and nutrients into the local watercourses where they can reduce water quality, smother fish spawning grounds, and increase the risk of local flooding. Soil runoff can come from many sectors including construction sites, eroded rural roads and agriculture through heavy rainfall on compacted soils or cropped fields which are not properly managed.

Advice is available for the agricultural sector on minimising runoff and managing soils. Construction sites shall be required through the planning process to take adequate steps to minimise soil runoff.

## Resources

As part of the Government's 'Safeguarding our Soils' strategy<sup>53</sup>, Defra has published a code of practice on the sustainable use of soils on construction sites<sup>54</sup>, which may be helpful in development design and setting planning conditions.

These guides may be of relevance to schemes:

- The Definition of Waste: Development Industry Code of Practice
- The Waste Management page: [Waste management - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/topics/waste-management)

## Policy PUBDM12: Peat soils

See map: [Appendix 10: Location of peat soils](#)

1. Sites of peat soils<sup>55</sup> will be protected, enhanced, and preserved.
2. There will be a presumption in favour of preservation in-situ for peat soils.
3. Development resulting in the loss or deterioration of peat will be refused, unless there are wholly exceptional reasons (see supporting text), and a suitable compensation strategy is put in place by the applicant/developer, and it is demonstrated that:
  - i) There is not a less harmful viable option; and
  - ii) The amount of harm has been reduced to the minimum possible; and
  - iii) An evaluation is submitted to assess the impact of the proposal in relation to palaeoenvironments, archaeology, biodiversity provision and carbon content; and
  - iv) Satisfactory provision is made for the evaluation, recording and interpretation of the peat before commencement of development; and
  - v) The peat is disposed of in a way that will limit carbon loss to the atmosphere.
4. Development that seeks to enhance biodiversity but may result in some peat removal will still need to demonstrate the criteria i) to v) and that the biodiversity benefit will outweigh carbon loss.
5. Proposals to enhance peat and protect its qualities will be supported **subject to other relevant policies in the Local Plan.**

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<sup>53</sup> [Safeguarding our Soils - A Strategy for England \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/publications/safeguarding-our-soils-a-strategy-for-england)

<sup>54</sup> [Construction Code of Practice for the Sustainable Use of Soils on Construction Sites \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/publications/construction-code-of-practice-for-the-sustainable-use-of-soils-on-construction-sites)

<sup>55</sup> Peat is a partially decomposed mass of semi-carbonised vegetation which has grown under waterlogged, anaerobic conditions, usually in bogs or swamps



## Reasoned Justification

Peat is an abundant soil typology in the Broads and an important asset. While there is a certain irony in protecting the peat soils in an area where the lakes originated from peat extraction, peat is a finite resource. This policy seeks to address schemes that result in the excavation of peat as a result of development. The Authority has other projects that relate to the restoration of peat such as [The Peat Discovery Project](#) and [Creating a New Approach to Peatland Ecosystems](#).

## Ecosystem services

Peat has many qualities and provides many ecosystem services:

- **Climate change:** The total amount of carbon stored in peat in the Broads National Park is estimated at 12 to 14 teragrams or 12 to 14 million metric tonnes of carbon<sup>56</sup>. Peat soils release previously stored carbon when they are dry. UK peats therefore represent both a threat and an opportunity with respect to greenhouse gas emissions. Correct management and restoration could lead to enhanced storage of carbon and other greenhouse gases in these soils, while mismanagement or neglect could lead to these carbon sinks becoming net sources of greenhouse gases.
- **Biodiversity:** Peat soils support internationally important fen, fen meadow, wet woodland, and lake habitats. 75% of the remaining species-rich peat fen in lowland Britain is found in the Broads. Milk Parsley, the food plant of the Swallowtail caterpillar, grows only on peat soils. Fen Orchids have their UK stronghold in the Broads, so the peat soils are critical for the survival of this species. Other rare and important plant and invertebrate communities (collection of species) are supported by the peaty soils.
- **Archaeology:** Historic England has identified the Broads as an area of *exceptional waterlogged heritage*. Because of the soil conditions in the Broads, there is great potential for archaeology to be well preserved, giving an insight into the past. Archaeology is discussed in more detail in the [Heritage section](#) of this Plan.
- **Palaeoenvironments:** The peat has accumulated over time and thus incorporates a record of past climatic and environmental changes that can be reconstructed through, for example, the study of its stratigraphy and pollen content, leading to increased knowledge of the evolution of the landscape.
- **Water:** Peaty soils help prevent flooding by absorbing and holding water like a sponge as well as filtering and purifying water. Peat can absorb large quantities of nutrient and other pollutants, although peat soils can under certain conditions release these chemicals back into the surrounding water.

## How peat quality can be impacted

Land management that could impact on the quality of the peat soil includes land drainage, introduction of polluted water, burying the peat under hard surfaces or gardens, compacting peat and peat removal to change the land use.

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<sup>56</sup> [Assessing carbon stocks within the peat of the Broads National Park](#)

**Peat. Priority habitat. Irreplaceable habitat.**

NPPF (2024) para 193c) says 'development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons<sup>70</sup> and a suitable compensation strategy exists'.

Footnote 70 says 'For example, infrastructure projects (including nationally significant infrastructure projects, orders under the Transport and Works Act and hybrid bills), where the public benefit would clearly outweigh the loss or deterioration of habitat'.

The NPPF glossary defines 'irreplaceable habitats' as 'habitats which would be technically very difficult (or take a very significant time) to restore, recreate or replace once destroyed, considering their age, uniqueness, species diversity or rarity. They include ancient woodland, ancient and veteran trees, blanket bog, limestone pavement, sand dunes, salt marsh and lowland fen'.

Priority habitats and species are defined by the NPPF as 'Species and Habitats of Principal Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006'.

Lowland fen is a priority habitat under the UK Biodiversity Action Plan and the EU Habitats Directive because of the quality and diversity of species it supports. Lowland Fen is also classed as an 'irreplaceable habitat' in the NPPF. The JNCC says 'fens are peatlands which receive water and nutrients from the soil, rock and ground water as well as from rainfall: they are minerotrophic'.

Peat is not a habitat, but it is a key component to some habitats and the Authority considers it irreplaceable in that it is very technically difficult and takes a very long time (perhaps thousands of years) to recreate once destroyed. Furthermore, peat can support lowland fen which is an irreplaceable habitat as defined by the NPPF. And in terms of priority habitats, it can also support wet woodland, purple moor grass and rush pasture, coastal floodplain grazing marsh and reedbed.

The tests set out in the NPPF will need to be passed for development that negatively impacts peat to go ahead.

Indeed, a site in Salford that formed part of Greater Manchester's local spatial framework Places for Everyone was removed by Inspectors due to the development proposal's public benefits not outweighing the loss or deterioration of peat<sup>57</sup>.

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<sup>57</sup> [IN37-Further-Action-Points-July-2023-Final-Publication.pdf \(hwa.uk.com\)](#) and the [final Inspector's Report](#)

### **Biodiversity enhancements schemes**

On occasion, for nature conservation benefits, peat can be removed to create shallow turf ponds or scrapes (areas of temporary open water) on areas of fen or scrub habitat to maximise the biodiversity value and hold back succession to woodland habitat. The removal of peat can also be necessary for conservation management – for example, the most biodiverse areas of UK fen occur in areas where the turf has been stripped and vegetation subsequently grown back. This policy allows for such operations, provided they can justify the proposal against the criteria set out in the policy.

### **Excavation of peat as a mineral resource**

The NPPF and NPPG mentions peat soils specifically in relation to its excavation as a mineral resource, rather than the issue in the Broads relating to impact due to groundworks from development and inappropriate land management.

### **If the public benefit of a scheme is proved to clearly outweigh the loss or deterioration of peat**

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

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

The Broads Authority have produced a guide to understanding and addressing the impact of new developments on peat soil. This [Peat Guide](#) (or successor document) provides additional information to help applicants meet the requirements of the related peat policy. It seeks to reduce the amount of peat excavated, ensure the [special qualities](#) are addressed and ensure that any peat excavated it disposed of in a way to ensure stored carbon is not emitted into the atmosphere.

## 19 Heritage and historic assets

### Policy PUBSP4: Historic Environment

1. The historic environment of the Broads will be protected and enhanced.
2. Key buildings, structures and features which contribute to the Broads' character and distinctiveness will be protected from inappropriate development or change.
3. Proposals which maintain, enhance, and provide better understanding of the significance of the overall cultural heritage value of the Broads will be sought through:
  - a) Supporting the repair and appropriate re-use of buildings and structures of historic, architectural, cultural or landscape value where the repair and/or use would not be detrimental to the character, appearance or integrity of the building or structure, its context or setting; and
  - b) Requiring the highest standard of design and highest quality of appropriate materials which will protect the historic environment and add to the future cultural heritage value of the locality.
4. The archaeology of the Broads will be better understood, protected, and enhanced by:
  - a) Protecting archaeology from inappropriate development or change; and
  - b) Ensuring proposals take account of the area's status as having 'exceptional waterlogged heritage'.
5. Appropriate development proposals that bring into use or improve an asset so it is no longer deemed at risk on the heritage at risk register will be supported where appropriate to their significance, **subject to other relevant policies in the Local Plan.**

### Reasoned Justification

The NPPF defines Historic Environment as '*all aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora*'.

The Broads has a rich and varied cultural heritage. The historic environment makes a significant contribution to sustainable communities through supporting economic vitality, social and cultural links to the past and a dynamic and varied built environment. Much of the landscape of the Broads is a product of historic and cultural practices and is of itself an historic landscape. There are many designated and non-designated heritage assets (discussed later in this section).

Our policies aim to set new standards to complement the current character and to create development that will be valued in future. The design quality of new structures in the Broads

may impact on identified features, and by requiring a high quality of design, it is hoped the cultural heritage value of the area will be enhanced.

The quality and type of materials used is important in historic contexts and sensitive landscapes. Modern materials such as uPVC or composite boarding or cladding, bargeboards, soffits and rainwater goods, or composite tiles and other roof coverings often visually compete with softer and traditional materials typically used on historic properties. Hard cement renders, as an example, can also restrict moisture movement and create damp within historic properties. It is often honest, simple, breathable and traditional materials that will be the most appropriate in historic contexts. Modern materials will need to be considered carefully and given full justification for their use when used on or attached to historic properties or within their wider setting.

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

- Designated heritage asset. The NPPF defines these as World Heritage Sites, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
- Non-Designated Heritage Assets. The NPPG says these are locally designated *'buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions, but which are not formally designated heritage assets'*.

Some non-designated heritage assets can be found on the Authority's [Local List](#), which identifies buildings and structures that significantly contribute to the local character but may not meet the strict criteria for nationally listed assets. It should be noted that not all non-designated heritage assets are on the local list. Some non-designated heritage assets have not been formally identified and may be discovered through the planning process.

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

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

The only Conservation Area at risk in the Broads is the Halvergate Marshes Conservation Area. One of the reasons for this is the poor condition of many of the numerous mill structures within it. There has been a slight improvement in condition recently with some structures being repaired as part of the Water Mills and Marshes project and the separate repair of the Stracey Arms Mill.

### Relevant sources of information

- The Norfolk and Suffolk Historic Environment Records: [Norfolk Heritage Explorer | heritage.norfolk.gov.uk](https://heritage.norfolk.gov.uk) and [Suffolk Heritage Explorer | heritage.suffolk.gov.uk](https://heritage.suffolk.gov.uk)
- Historic Environment Good Practice Advice in Planning 1, Historic England: [The Historic Environment in Local Plans | HistoricEngland.org.uk](https://historicengland.org.uk)
- Historic Environment Good Practice Advice in Planning 2, Historic England: [Managing Significance in Decision-Taking in the Historic Environment | HistoricEngland.org.uk](https://historicengland.org.uk)
- Historic Environment Good Practice Advice in Planning 3, Historic England: [The Setting of Heritage Assets | HistoricEngland.org.uk](https://historicengland.org.uk)

### Policy PUBDM13: Heritage Assets

1. All development will be expected to protect, preserve, or enhance the significance and setting of historic, cultural, and architectural heritage assets and elements of the wider historic environment that give the Broads its distinctive character.
2. **Designated Heritage Assets**
  - a) Development that would affect a Designated Heritage Asset or its setting will be considered in the context of national policy, having regard to the significance of the asset.
  - b) Development proposals affecting conservation areas should seek to improve the conservation area. Proposals should ensure that the historic character and/or appearance of the area is preserved, enhanced, or seek betterment where there is currently a negative impact. In conservation areas, all development is expected to be of a particularly high standard of design and materials.
3. **Identified and unidentified non-designated heritage assets<sup>58</sup>**
  - a) Where local heritage assets (identified or unidentified) are affected by development proposals, their significance should be retained within development. Development resulting in harm to or loss of significance of a locally identified asset will only be acceptable where:
    - i. there are demonstrable and overriding public benefits associated with the development; and

<sup>58</sup> Non-designated heritage assets are Locally identified heritage assets. They are buildings on the Local List as well as those identified as having positive contributors within Conservation Area Appraisals. [Also assets that are unknown – see the unknowns section of the policy.](#)

ii. it can be demonstrated that there would be no reasonably practicable or viable means of retaining the asset within a development.

#### **4. Archaeology**

- a) Sites of archaeological interest and their settings will be protected, enhanced, and preserved; development which has an unacceptable impact on a site of archaeological interest will not be permitted.
- b) Where it is considered appropriate in cases where development coincides with the location of a known or suspected archaeological interest, an archaeological field evaluation will be required.
- c) There will be a presumption in favour of preservation in-situ for Scheduled Monuments and other archaeological heritage assets of significance.
- d) Development proposals that will result in unavoidable harm to, or loss of, an archaeological heritage asset's significance, will only be permitted where there is a clear justification in terms of public benefits arising from the development which outweigh that harm and, in the case of substantial harm/loss, also meet the following requirements:
  - i. There is no less harmful viable option;
  - ii. The amount of harm has been reduced to the minimum possible; and
  - iii. Satisfactory provision is made for the evaluation, excavation, recording interpretation, dissemination and archiving of the remains and then interpretation, dissemination and archiving before the commencement of development.
- e) The Authority would also welcome public engagement as part of a development project to improve public understanding of the area's archaeology.

#### **5. The unknowns**

- a) Consideration will be given to the protection of heritage assets which have not been previously identified or designated but which are subsequently identified through the process of decision making, or during development. Any such heritage assets, including artefacts, building elements or historical associations which would increase the significance of sites and/or buildings, will be assessed for their potential local heritage significance before development proceeds.
- b) Where heritage assets newly identified through this process are demonstrated by evidence and independent assessment to have more than local (i.e., national, or international) significance, there will be a presumption in favour of their retention, protection, and enhancement.
- c) Where an asset has potential to be locally significant, it will be assessed against the criteria set out in the reasoned justification to this policy. Where this process demonstrates there is local significance, development proposals affecting these assets will be determined in accordance with criteria listed in section 3 of this policy.

#### **6. Linking to the past**

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

## 7. Loss of heritage assets and demolition

- a) Where proposals which involve the unavoidable loss of any **designated or local** heritage asset are accepted exceptionally under this policy, a legally binding commitment from the developer must be made to implement a viable scheme before any works affecting the asset are carried out.
- b) **Demolition of unlisted buildings in a conservation area will require justification in a heritage statement.** The demolition of structurally sound buildings which make a positive contribution to the significance of a conservation area will be resisted unless there are exceptional circumstances, including when the demolition is proposed as part of a scheme for redevelopment which would make a **an equal or** greater positive contribution to the Conservation Area.
- c) Where demolition is justified under the criteria above, external materials should be reused where possible and a condition should be applied to record and document **key elements of** the building **to prevent the loss of its existence being known.**

### Reasoned Justification

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

### Setting and heritage statements

Development that would affect the significance or setting of a Heritage Asset (designated or non-designated), including a Listed Building, a locally listed building, Conservation Area, Registered Park and Garden or Scheduled Monument or its setting, must be accompanied by a Heritage Statement. This statement should provide a schedule of works and analyse the impact of the proposal on the form, fabric, and setting of the asset and any features of historic or architectural interest, together with an assessment of the significance of the heritage asset to be affected. The statement should provide justification for the proposed works and their impact on the special character of the asset **as well as any mitigation measures proposed to reduce the level of harm**. When a Design and Access Statement is required, the Heritage Statement can form part of this.

### Harm

In assessing the effect of development proposals on a Heritage Asset, consideration will be given to the significance of the asset and its setting, its intrinsic historic interest and rarity, and the contribution it makes to the character of the area. This will be weighed against the social and



economic benefits of the proposal. Development that would cause less than substantial harm to the significance of a Listed Building, Conservation Area, or Scheduled Monument will only be permitted where the harm is outweighed by substantial public benefits of the proposal. ('Significance' can be defined as the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic, or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting<sup>59</sup>).

### **Non-designated heritage assets**

Non-designated heritage assets make an important contribution to the character and appearance of the Broads and have wider value to landscape and cultural heritage. Non-designated heritage assets include those on the Historic Environment Record of Norfolk and Suffolk County Councils as well as the [Broads Local List](#). There are also assets on neither of these lists that we know about and that have potential historic importance including landscape features. ~~We assess one topic area at a time to understand the potential for other features or buildings to form part of the Local List. At the time of writing, the list includes mills and waterside chalets.~~

### **Archaeology**

The Broads is a low-lying wetland area where the landscape has been shaped over centuries by a combination of physical, ecological, cultural, and historic factors. Archaeological remains are a finite resource, often highly fragile and vulnerable to damage and destruction. Compared to other wetland/former wetland and areas of the East of England, the archaeology of the Broads is comparatively under-investigated. The lakes, dykes and in some cases the rivers are themselves archaeological features, and it is likely that undiscovered archaeology exists owing to the largely undeveloped nature of the area.

The Broads contains important archaeological sites, many of which owe their preservation to waterlogged conditions that promote conservation of organic material. Large areas of the grazing marshes have not been investigated or developed, and they are likely to represent a reserve of significant archaeological artefacts and interest, given the rich archaeology in the immediate vicinity. The importance of the palaeo-environmental remains likely to be preserved in the wetland environment is recognised. Historic England has identified the Broads as an area of *exceptional waterlogged heritage*. Because of the soil conditions in the Broads, there is great potential for archaeology to be well preserved.

Where possible, development proposals should be located and designed to avoid damage to archaeological remains and should enable these remains to be preserved in situ. Norfolk County Council Environment Service Historic Environment Strategy and Advice Team and Suffolk County

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<sup>59</sup> Further guidance can be found in the NPPG: [Decision-making: historic environment - GOV.UK](#)

Council Archaeological Service (SCCAS) will be consulted on development proposals with the potential to have an adverse impact on a site of known or suspected archaeological interest. When a proposal has a potential adverse effect on a site of known or suspected archaeological interest, the development must be accompanied by archaeological field evaluations that detail the impact the proposal would have on these remains. In these cases, preservation by record secured through an agreed Written Scheme of Archaeological Investigation will be required, secured through appropriately worded planning conditions. All archaeological works will be required to be undertaken to proper professional standards, as defined by the Chartered Institute for Archaeologists (CIfA). Applicants can contact Norfolk County Council Environment Service Historic Environment Strategy and Advice Team (NCCES) directly at [hep@norfolk.gov.uk](mailto:hep@norfolk.gov.uk) for pre-application advice. Charges apply for elements of NCCES involvement in planning cases not covered by the service level agreements with the Broads Authority. Suffolk County Council advises early consultation of the Historic Environment Record and assessment of the archaeological potential of the area at an appropriate stage in the design of new developments, so that the requirements of the NPPF and the Local Plan for the Broads are met. SCCAS is happy to advise on the level of assessment and appropriate stages to be undertaken. They should be consulted for advice as early as possible in the planning application process.

Suffolk and Norfolk County Councils would also welcome the encouragement of public engagement as part of a development project to improve public understanding of the area's archaeology.

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

### **Newly identified assets**

Heritage assets also include undesignated and unidentified assets that may be identified as being of significance during pre-application discussions or decision making, or that may be revealed during development. These may include assets of established community value and assets that contribute to an area's sense of place and neighbourhood feel.

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

An independent assessment of heritage significance would normally be undertaken by Historic England (or any equivalent successor body that becomes responsible for heritage asset protection during the currency of this plan). Where the significance of newly discovered assets is judged not to be so great as to merit national protection, there may be a case for some form of local recognition, typically by including the asset, or the building or structure in which it has been discovered or of which it forms part, on the Authority's Local List (see criteria in non-designated heritage assets section below).

### **Non-designated heritage assets**

Inclusion on a [local list](#) is:

- To raise awareness of the area's special heritage and its importance to local distinctiveness of the Broads.
- To inform owners, the local community, developers, and others about buildings which make a special contribution to the landscape of the Broads.
- To help us when making decisions about development proposals and their effect on the character of the area.
- To ensure the provision of specialist advice to owners to help protect the character and setting of buildings.

Local List Selection: The kind of structures that can be included on the Broads Local List is wide and varied including built parks and gardens, agricultural buildings, boatyards, drainage pumps, houses, bridges, locks, community buildings and monuments.

~~Inclusion depends on satisfying our assessment process, which can be found here: [Protected buildings \(broads-authority.gov.uk\)](#) at least two criteria based on:~~

- ~~• Age and integrity~~
- ~~• Historic interest — historic association to people or events, social importance, or links to a lost lifestyle~~
- ~~• Architectural interest or merit~~
- ~~• Technological innovation or excellence~~
- ~~• Visual, scenic, artistic or group value~~

Waterside Chalets are a group of buildings that have been assessed and formally added to the local list. They are particularly distinct to the Broads and contribute significantly to the wider character of the area. They tell us a lot about the evolving history of the Broads and changing social fashions. As land prices rise, and the area becomes more desirable, there is an increasing pressure to significantly alter or replace these structures with something larger and/or more permanent in construction and this policy seeks to help protect the best examples. More guidance can be found [here](#).

### **Interpretation**

The Authority considers that appropriate interpretation of the historic and cultural environment is an important aspect to development or change in the area. Such interpretation could range from street names that reflect the heritage of the site and retention of a particular feature to art or interpretation boards. The aim is to provide the link to the past and ensure that visitors and the community are aware of what the site was previously used for, or what happened on the site.

## **Demolition**

The Authority considers that where the loss of a heritage asset has been exceptionally allowed, it is important to ensure that before any works or demolition take place and the heritage asset is permanently lost, a legally binding agreement should be in place that will ensure the redevelopment of the site as agreed within a specified timeframe.

### **Policy PUBDM14: Re-use, Conversion or Change of Use of Historic Buildings**

1. Wherever possible, the building or structure should remain in the use for which it was originally designed.
2. The re-use, conversion or change of use of a building or structure which is a heritage asset (designated or non-designated) will only be permitted where:
  - a) Development proposals appropriately re-use redundant or under-used heritage assets with the optimal viable use<sup>60</sup>, securing their long-term conservation and enhancement, including of their setting;
  - b) A structural survey demonstrates that the building is capable of conversion where applicable and conversion, re-use or change of use can be undertaken without extensive building works, alterations or extensions that would lead to substantial harm to or loss of the asset's significance. The public benefits of the proposal will be weighed against the harm or loss in accordance with national policy and [policy on heritage assets \(PUBDM13\)](#);
  - c) The proposal is of a high-quality design, retaining the external and/or internal features that contribute positively to the character of the building, including original openings and materials, and with minimal intervention to the original form and fabric of the building (e.g., new openings);
  - d) The proposal can be achieved in a way that preserves the structure's historic, cultural and architectural features and its character;
  - e) The nature, scale and intensity of the proposed use are compatible with, and would not prejudice, surrounding uses, or the character of the locality; and
  - f) It would not adversely affect protected species or habitats.

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<sup>60</sup> Sustaining heritage assets in the long term often requires investment and putting heritage assets to a viable use is likely to enable the maintenance necessary for their long-term conservation. Certain heritage assets may have limited or no scope for new uses and indeed may be so sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance. It is important that any use is viable, not just for the owner, but also the future conservation of the asset. The optimum viable use may not necessarily be the most profitable one. If there is only one viable use, that use is the optimum viable use. If there is a range of alternative viable uses, the optimum use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes.

3. For non-designated heritage assets, where it is not possible for the structure to remain in the use for which it was originally designed, employment, recreation or tourism uses (excluding holiday accommodation) will be the next preference. Conversion to residential uses, which includes holiday accommodation, will only be permitted where employment, recreation or other tourism uses of the building are proven to be unviable.

### **Reasoned Justification**

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

### **Delivery and implementation of the policy**

When considering proposals for the re-use of historic buildings, close attention must be paid to the design of any such conversion to make sure it is appropriate for the character and appearance of the building and would not adversely affect its context or setting. In particular, the loss of the primary fabric of the building and internal or external features that contribute to its character can devalue its significance. Some buildings will not be suitable for re-use, and development proposals should be accompanied by a structural survey undertaken by a suitably qualified independent Structural Engineer to help determine whether the building is capable of conversion without works that would have a significant detrimental effect on its character. In accordance with [the policy on heritage assets \(PUBDM13\)](#), a Heritage Statement (included within the Design and Access Statement where required) should also be submitted to provide a schedule of the proposed works, analyse the impact of the proposal on any important features of historic interest, and provide justification for the proposal. [Policies in the Historic Environment section](#), including information requirements for and the determination of such applications, should be read in conjunction with the NPPG. Applicants are encouraged to discuss their proposals at an early stage with the Authority and, as appropriate, with Historic England.

Where a building is listed, its optimum viable use may be proven to be residential and subject to all the criteria 2a-f being met this may be considered acceptable to ensure that the building is retained or brought back into a viable use rather than deteriorating in condition and potentially becoming 'at risk'.

Where it is not possible for a non-designated building or structure to remain in the use for which it was originally designed, preference will be given to re-using the building for alternative employment, leisure, or tourism uses that will have social and economic benefits for the Broads.

Conversion of an historic building to a residential use can often have an adverse impact on its character, given the scale and nature of work required to meet the expectations for a permanent residence. For this reason, such residential conversions tend to be considered as a last resort. Applications to convert a non-designated heritage asset to residential use will be expected to be accompanied by a report, undertaken by an independent Chartered Surveyor, which demonstrates why economic, leisure and tourism uses would not be suitable or viable because of inherent issues with the building. Issues relating to the personal circumstances of the applicant or because of a price paid for the building will not be taken into consideration. Details<sup>61</sup> should be provided of conversion costs and the estimated yield of the commercial uses, and evidence provided on the efforts that have been made to secure economic, leisure and tourism re-use for a continuous 12-month period. This will then be reviewed, which shall be carried out entirely at the applicant's expense.

'Significance' is discussed in the reasoned justification to [the policy on heritage assets \(PUBDM13\)](#).

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

For conversions or re-use of buildings that are not historic buildings (designated or non-designated), please refer to [the policy on re-use, conversion or change of use of buildings \(PUBDM62\)](#).

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<sup>61</sup> Please see our adopted guide on marketing and viability assessment requirements: [Broads planning guides \(broads-authority.gov.uk\)](#)

## 20 Natural Environment

### Policy PUBSP5: Biodiversity

1. All developments will be planned around the protection and enhancement of nature.
2. Development will:
  - a) protect the value and integrity of nature conservation interest and objectives of international, national and local (such as County Wildlife Sites and Local Nature Reserves) nature conservation designations. **Biodiversity Net Gain (BNG) sites shall also be protected;**
  - b) protect against the loss of Section 41 habitats and species;
  - c) provide biodiversity net gains in line with local and/or national policy and/or through providing biodiversity enhancements (particularly where net gain is not required), paying attention to habitats and species including the Broads core habitat within wider ecological networks and habitat corridors, especially linking fragmented habitats;
  - d) contribute to the delivery of the Local Nature Recovery Strategies (Norfolk and Suffolk) and the **Broads Nature Recovery Strategy 2024-29 Broads Biodiversity and Water Strategy** (or successor documents);
  - e) avoid likely significant effects on the natural environment wherever possible and then after following the relevant tests set out in National Policy, mitigate any likely significant effects;
  - f) contribute towards creating and managing habitat for wildlife to enhance the urban and rural environment;
  - g) incorporate biodiversity features within/as part of buildings/development proposals. This should be thought about at an early stage and suitably designed with sympathetic/high quality materials that will last; and
  - h) address biosecurity and non-native species as appropriate.

### Reasoned Justification

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

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

Additional protection is given to features accorded statutory designation under European legislation, transposed into UK law following the UK leaving the EU – referred to in this Plan as habitats sites. **In relation to** such sites, no development that would harm those features for which the site is designated will be permitted, other than in the most exceptional circumstances where there is no alternative solution, where there are imperative reasons of over-riding public

interest, and where appropriate compensatory measures are provided. Indeed, there are particular issues identified in parts of Norfolk and Suffolk that require mitigation of nutrient enrichment and recreational impact arising from development. This is discussed in more detail later in this section. Potentially damaging development might be better located outside the Broads Authority Executive Area.

The identification, promotion and creation of ecological networks will help to re-establish vulnerable species and habitats to more viable population levels and enable them to adapt better to change in the medium and longer-term. Habitat corridors and the management that goes on within them are vital for the migration and dispersal of species and help to maintain and enhance biodiversity. In the light of current and future climate change, the role of habitat corridors is likely to become more valuable as species adjust their ranges to accommodate for changing climatic conditions. The Norfolk County-wide ecological network work<sup>62</sup> will be used to inform the design of proposals where relevant.

While it is essential that development does not adversely affect the wildlife value, it also provides opportunities for enhancement, and it is important these are embraced to increase the value of the resource over time. Even improvements through small-scale developments in the Broads can support biodiversity targets. Relevant schemes will need to provide Biodiversity Net Gain **of 10%**; this is discussed in more detail later in this section. It is noted that whilst BNG does not apply to all development types, there will nonetheless be the opportunities for most types of development to provide biodiversity enhancements. Therefore, in all relevant development proposals, not only will assessments of ecological impacts will be sought, but so too will opportunities for enhancement, with particular attention paid to Section 41 priority habitats and species. The Authority has adopted a [Biodiversity Enhancements Guide](#) (or successor document).

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

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

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<sup>62</sup> [Green Infrastructure \(norfolkbiodiversity.org\)](https://www.norfolkbiodiversity.org/green-infrastructure)



The NPPG says ‘*when planning for biodiversity, local planning authorities must have regard to Local Nature Recovery Strategies, as these are prepared, because they will establish local priorities for biodiversity and other environmental benefits and identify locations where biodiversity enhancement would be particularly beneficial*’. The Norfolk and Suffolk LNRS were being produced at the time of writing but shall be an important resource when determining applications.

[Policy PUBDM11 on Green and blue Infrastructure and Public Rights of Way](#) is also of relevance and so too are the Waveney Green Infrastructure Study, the [Broads Integrated Access Strategy](#) and Norfolk Strategic Planning Framework Ecological Networks Study as well as future guidance on ecological networks.

The term ‘BNG sites’ refers to sites which have been identified through planning applications and/or legal agreements as being areas for BNG as well as sites where BNG has been delivered. The aim of the policy is to protect these BNG sites for the length of time the legal agreement applies to them.

#### **Policy PUBDM15: Natural Environment**

1. All development shall:
  - a) Protect biodiversity value and minimise the fragmentation of habitats;
  - b) Maximise opportunities for restoration and enhancement of natural habitats;
  - c) Adhere to the mitigation hierarchy through the use of all practicable avoidance, prevention, mitigation and compensation measures;
  - d) Incorporate beneficial biodiversity and geological conservation features where appropriate which are positively managed;
  - e) Assist in the delivery of Local Nature Recovery Strategies (Norfolk and Suffolk) and
  - f) Include green and blue infrastructure where appropriate (see [policy green and blue infrastructure \(PUBDM11\)](#)).
2. Depending on the nature and location of the scheme, the applicant may be required to assess the impact of proposals on the natural environment.

#### **Habitats Sites<sup>63</sup>**

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

<sup>63</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 194 of the 2024 NPPF goes on to say: 194. 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; 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.

4. Where development proposals are likely to lead to a significant effect upon a habitats site, either alone or in-combination with other plans or projects, an appropriate assessment in compliance with the Conservation of Habitats and Species Regulations (Habitats Regulations) 2017 (as amended) will be required in order to understand the nature of effects and if mitigation is required. To provide sufficient information for the Authority to make a determination as the competent authority, applicants will be required to submit further information, if and as needed, to enable the various stages of a HRA to be produced. ~~a shadow draft HRA setting out where there may be likely significant effects, and where necessary undertaking a shadow draft 'Appropriate Assessment' providing details of avoidance and/or mitigation measures to protect the integrity of the relevant habitats site or sites.~~
5. If it is not possible to mitigate satisfactorily for adverse impacts, the development will not be permitted. In exceptional circumstances, where there remains an adverse impact on site integrity and there are no alternative solutions, a plan or project may meet the test of Imperative Reasons of Overriding Public Interest (IROPI) under the Habitats Regulations which would then require demonstration that appropriate compensation is feasible.
6. [The policy on mitigating recreation impacts \(PUBDM17\)](#) and [the policy on mitigating nutrient enrichment impacts \(PUBDM18\)](#) will be of relevance.

#### **SSSI and National Nature Reserves**

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

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

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

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

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

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

- 10. Proposals on previously developed/brownfield land may require surveys to determine if the site has open mosaic habitat of intrinsic biodiversity value<sup>64</sup>.
- 11. If this habitat is found on the site, the design of the scheme is required to protect and enhance these areas and/or to design appropriate compensation and off-site mitigation measures in order to secure a net gain for biodiversity<sup>65</sup>.

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

- 12. All schemes are required to provide biodiversity enhancements and incorporate wildlife friendly features.
- 13. ~~Those schemes that are not required to provide BNG will be required to provide biodiversity enhancements~~ in line with the Authority's [Biodiversity Enhancements Guide](#) (or successor document). These enhancements will be agreed with the Authority and will reflect the specifics of the site in question. They will be secured through condition on the planning permission.

### **Local Nature Recovery Strategies**

- 14. Where development is sited within or adjacent to the identified Local Nature Recovery Network it will demonstrate how the proposal will maintain and enhance the ability of the network to 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**

- 15. Development proposals where the principal objective is to conserve or enhance biodiversity and geodiversity interests will be supported in principle.
- 16. Schemes that seek to take innovative approaches to land management will be supported in principle.

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<sup>64</sup> For more information go here [Identifying open mosaic habitat \(buglife.org.uk\)](#) and here [Open mosaic habitats on previously developed land \(UK BAP Priority Habitat description\) \(jncc.gov.uk\)](#) and from the Wildlife and Countryside Link [Brownfield high environmental value FINAL June 15.pdf \(wcl.org.uk\)](#)

<sup>65</sup> [Biodiversity Net Gain: Good Practice Principles for Development. | CIEEM](#)

## Biosecurity and non-native species

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

## Reasoned Justification

The Natural Environment encompasses the air, land, freshwater and seas. Protecting and enhancing the natural environment is a statutory purpose of the Broads Authority.

## Protected sites and species

Protecting and enhancing the natural environment is a statutory purpose of the Broads Authority. The Authority also has a legal duty under the Natural Environment and Rural Communities Act 2006<sup>66</sup> and the Wildlife and Countryside Act 1981<sup>67</sup> to protect and enhance biodiversity. Development proposals will therefore be expected to consider the protection and enhancement of biodiversity from the outset. In particular, proposals should take opportunities for the restoration and enhancement of the core opportunity areas for nature areas and priority habitats and species identified in the Local Nature Recovery Strategy and incorporate appropriate beneficial biodiversity conservation features. Broads Biodiversity Action Plan (BAP), Buglife's Important Invertebrate Areas (buglife.org.uk) Buglife- B-lines, Important Invertebrate areas<sup>68</sup>, The Broads Nature Recovery Prospectus, and the Broads Biodiversity and Water Strategy Broads Nature Recovery Strategy 2024-29 and the Norfolk Ecological Network Mapping Report<sup>69</sup> will also be relevant to schemes.

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

## Habitats sites

All plans and projects (including planning applications) which are not directly connected with, or necessary for, the conservation management of a habitats site, require consideration of whether the plan or project is likely to have significant effects on that site. Where a significant effect alone or in-combination with other plans and projects is likely, an appropriate assessment of the

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<sup>66</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>67</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>68</sup> Important Invertebrate Areas – Buglife

<sup>69</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

implications for the site, in view of the site's conservation objectives, will be required in compliance with the Habitats Regulations.

Habitats sites and European Offshore Marine Sites are protected under the Conservation of Habitats and Species Regulations 2017 (as amended), known as the Habitats Regulations. In addition, sites listed under Paragraph 194 of the National Planning Policy Framework (NPPF), which include wetlands of international importance (Ramsar sites), are protected by Government policy and subject to the same level of protection as sites of European importance. Together these sites are referred to as habitats sites (as defined NPPF Glossary).

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

### Impact Risk Zones

The Sites of Special Scientific Interest (SSSI) Impact Risk Zones (IRZs) are a GIS tool developed by Natural England to make rapid initial assessment of the potential risks posed by development proposals to: ~~Sites of Special Scientific Interest~~ SSSIs and those Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Ramsar sites that they underpin. They define zones around each SSSI which reflect the particular sensitivities of the features for which the SSSI is notified and indicate the types of development proposal which could potentially have adverse impacts and need further consideration. In certain locations they also include Natural England's statutory advice for certain development types. The IRZs can be used by local planning authorities (LPAs) to consider whether a proposed development is likely to affect a SSSI and those SAC, SPA or Ramsar sites that they underpin and determine whether they will need to consult Natural England to seek advice. In certain locations they also include Natural England's statutory advice for certain development types. ~~on the nature of any potential impacts and how they might be avoided or mitigated.~~ Consideration of the extent of other potential likely significant effects upon habitats sites, not included in the SSSI IRZ data, must be done in a bespoke manner when applying the Habitats Regulations.

### Shadow HRA

~~The Authority as the competent authority reserves the right to request further information (such as a shadow HRA) at any development scale or location should it consider it necessary. Under circumstances where a bespoke shadow HRA is required, an assessment will need to be undertaken by a qualified person (e.g., an ecologist). The assessment should demonstrate to the satisfaction of the Authority that the development project can proceed without having any adverse effects on habitat sites: having assessed likely significant effects both alone and in combination (with other planned development), where required carrying out 'Appropriate~~

~~Assessment' and incorporating any necessary mitigation measures. Where the Authority is satisfied that the shadow HRA provides all the information required, the Authority will use this as the HRA record for the determination of the planning application.~~

### **Further information to inform the habitats regulation assessment**

The Authority, as the competent authority, has the right to request further information from the applicant to enable an assessment of the risks to Special Areas of Conservation, Special Protection Areas and Ramsar sites (habitats sites). We may request a report to be produced by the applicant, which will need to be undertaken by a qualified person (e.g. An ecologist). The report should provide the authority with the evidence requested and should enable the Authority to assess whether the development project, alone and in-combination with other pressures, would have any adverse effects on habitats sites. The report should identify and assess the effects of any proposed mitigation actions, and the certainty of their success. The Authority will assess the report and will use it, to the extent that we accept the evidence and findings it presents, as a basis for producing the final HRA.

### **Protected species and surveys**

~~Where protected species are likely to occur, development proposals should be accompanied by a protected species survey undertaken by a competent, independent and suitably qualified ecologist and submitted with an application. The survey should include an appraisal and appropriate survey evidence of the likelihood and level of presence of the protected species and provide sufficient information to assess the effects of the development on the species, together with any proposed prevention, mitigation or compensation measures. A key test will be whether the viability of the species or habitat would be maintained at this site for the foreseeable future.~~

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

~~Regarding protected species surveys; once completed, the results of these surveys should be sent to the relevant biological records centre (Suffolk Biological Information Service and Norfolk Biological Information Service).~~

~~Where a population of a species protected by the Wildlife and Countryside Act 1981, the Conservation of Habitats and Species Regulations 2017 (as amended) or the Natural Environment and Rural Communities Act 2006 (a section 41 species), is likely to be affected, development proposals should be accompanied by a protected species survey undertaken by a~~

competent, independent and suitably qualified ecologist and submitted with the application. The survey should include an appraisal and appropriate survey evidence of the likelihood and/or level of presence of the protected species, and should provide sufficient information to assess the effects of the development on the national, regional and local conservation status of the species. Where a potential negative impact is identified, the mitigation hierarchy - avoidance, mitigation, then compensation – must be considered, and the report should set out any proposed prevention, mitigation or compensation measures.

A key test for a protected species that is also Rare or Nationally Scarce will be whether the viability of the species would be maintained at the location for the foreseeable future.

Species prioritised in the Norfolk Biodiversity Action Plan or in the Norfolk or Suffolk Local Nature Recovery Strategies, should be included in the surveys where relevant, even if not legally protected, and will be given particular regard in the context of their conservation objectives.

Natural England issued licences may be required to survey species protected by the Wildlife and Countryside Act 1981 or the Conservation of Habitats and Species Regulations 2017.

Once completed, the results of all surveys should be sent to the relevant biological records centre (Suffolk Biological Information Service and Norfolk Biological Information Service).

Where relevant developers must consult Natural England to ensure that any necessary wildlife licences are in place prior to initiating development work.

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

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

#### **Wildlife Sites and Habitats, other than 'Habitats Sites'**

Development that may have a damaging or negative impact upon a...

- Site of Special Scientific Interest (SSSI),
- Local Nature Reserve,
- County Wildlife Site,
- habitat protected by the NERC Act 2006 (section 41 Habitat),
- habitat prioritised by the Norfolk or Suffolk Nature Local Nature Recovery Strategies, or

- local site of geodiversity,

...must be accompanied by a suitable environmental assessment that identifies the impact of the development on the site/habitat and that sets out the steps to be taken to avoid, mitigate or compensate for any negative impacts, so as to maintain the quality and quantity of that habitat present in the vicinity.

Natural England consent is usually required for operations within an SSSI.

### **Local Nature Recovery Strategy**

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

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

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

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

The Authority has produced a Biodiversity Enhancements guide<sup>70</sup> to help applicants provide beneficial biodiversity features. [Biodiversity in new housing developments | NHBC](#) might also be of relevance.

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

Non-native species that are invasive can pose a serious threat to biodiversity. They can compete with native species for limited resources, alter habitats and cause extinctions, reducing

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<sup>70</sup> Found here: [Broads planning guides \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/broads-planning-guides)



biodiversity and causing environmental and/or economic harm. Invasive species can be spread by numerous pathways and are often introduced by human activities. To limit the potential introduction and spread of invasive non-native species, all developments are expected to follow stringent biosecurity guidance. There is [guidance](#) on our website that will be of relevance.

## Geodiversity

Geodiversity is the variety of rocks, fossils, minerals, landforms and soils, along with the natural processes that shape the landscape that forms the earth heritage resource. There are no designated Local Sites of geodiversity interest (RIGS, County Geodiversity Sites, County Geosites) in the Broads area. There are however, two SSSIs designated for their geodiversity features: Bramerton Pits for their Norwich Crag exposures and Winterton-Horsey Dunes for their coastal dunes. The geodiversity of the Broads area may be summarised as '*Holocene peatland and marine alluvium giving rise to open water, fen and carr habitats; broads developed in former early Mediaeval peat diggings; rivers including lower reaches of Bure, Waveney and Yare and their tributaries including Ant, Chet and Thurne*'. There are also significant exposures of early and middle Pleistocene marine and glacial sediments<sup>71</sup>.' New development has the potential to result in the loss of geodiversity, including the valuable biodiversity and carbon stores supported by peat soils (see [the policy on peat soils \(PUBDM12\)](#)), through operations such as landfill, destruction of geomorphology (landform) and mineral extraction. However, there is also potential to enhance geodiversity by recording sediments exposed during development and by the retention of geological sections. The Authority will make sure development is managed to protect this important asset. Please see the [policies on soils and peat \(PUBDM12\)](#).

## Brownfield Sites

Brownfield Sites (Previously Developed Land<sup>72</sup>) can be havens for wildlife, supporting some of the UK's most threatened species. Brownfield sites are listed as a Priority Habitat in Section 41 of the Natural Environment and Rural Communities Act 2006 (NERC Act), as 'open mosaic habitat on previously developed land'. These habitats can be extremely diverse, supporting a wide range of terrestrial and aquatic habitats.

The policy's requirement for a survey in relation to brownfield/previously developed land must be undertaken by a competent ecologist and submitted with an application. This is not about preventing development on brownfield land, but to make sure development considers the

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<sup>71</sup> [Norfolk Geodiversity Partnership - National Parks and NNRs \(google.com\)](#)

<sup>72</sup> The NPPF defines previously developed land as 'Land which has been lawfully developed and is or was occupied by a permanent structure and any fixed surface infrastructure associated with it, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed). It also includes land comprising large areas of fixed surface infrastructure such as large areas of hardstanding which have been lawfully developed. Previously developed land 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'.

potential habitat and takes it into consideration in its design and delivery. It is not at the expense of other habitats and recognises that most development in the Broads is on brownfield land.

### **Planning conditions**

Wherever a proposed development may have an adverse impact on biodiversity or geodiversity, conditions and/or planning obligations will be used to ensure that appropriate mitigation and enhancement measures are implemented. Planning conditions or legal agreements may be used in relation to BNG and Nutrient Neutrality. See [the policy on planning obligations \(PUBDM60\)](#).

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

[The policy on green and blue infrastructure \(PUBDM11\)](#) is of relevance and so too are the various Green Infrastructure studies of our Districts, the [Broads Integrated Access Strategy](#) and Norfolk Strategic Planning Framework Ecological Networks Study as well as future guidance on ecological networks (as well as the Local Nature Recovery Strategy – see previous).

#### **Policy PUBDM16: Biodiversity Net Gain**

1. All development types (unless meeting the criteria for an exemption) must achieve a minimum of 20% 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 Small Sites Metric if appropriate) or any subsequent Biodiversity Metric on the application site, secured and monitored for 30 years after the completion of the habitat creation.
2. In addition to the statutory minimum requirements, it will be expected that an application will be accompanied with the additional information included on the local validation list to ensure confidence that the BNG requirement of a development can be fulfilled.
3. Opportunities to secure Biodiversity Net Gain on householder developments and exempted brownfield sites will be supported.
4. Exempted developments must achieve no net loss of biodiversity. They will be required to provide biodiversity enhancements (see the [Natural Environment](#) policy (PUBDM15)).
5. The Biodiversity Net Gain will be provided on site with habitats 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 metric 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 Strategies (Norfolk and Suffolk) and, where relevant throughout the Broads which is a core area for nature and its recovery as guided by the [Broads Nature Recovery Strategy 2024-29](#) ~~Broads Biodiversity and Water Strategy~~ and the relevant District Council's Green and Blue Infrastructure Strategy.
  - b) Statutory 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.
7. The receptor site for any biodiversity offsetting must be in a suitable location where local climactic conditions and existing habitats suit the type of offset habitat.
  8. Biodiversity gain sites need to avoid the best and most versatile agricultural land.
  9. BNG proposals will be secured by condition and/or legal agreement with the Authority or a conservation covenant with a responsible body. Where legal agreements are with the Authority, this will include a requirement to cover the Authority's costs associated with the long-term monitoring of the BNG delivery.

### **Reasoned Justification**

The approach to Biodiversity Net Gain (BNG) is set out in the Environment Act 2021. It has an aim to reverse the historic decline in biodiversity and leave the natural environment in a better state by making sure that any development subject to planning permission has a measurably positive impact on biodiversity.

In England, BNG is required under a statutory framework introduced by Schedule 7A of the Town and Country Planning Act 2021. This will require all planning permissions to be subject to a general biodiversity gain condition, unless exempt. Developers will need to demonstrate how they will bring about a minimum 20% increase in biodiversity to obtain planning permission for their projects. The necessary habitat enhancements or creation will be paid for by the developer and must be secured for 30 years via conditions, planning obligations or conservation covenants.

### **Justification for 20% BNG**

The Authority has produced a [Topic Paper](#) that justifies requiring more than 10% BNG. Further to this, the viability study that assessed the policies in the Local Plan concluded that 20% BNG was viable.

### **Consultation on changes to the approach to BNG**

At the time of writing, the Government were consulting on proposed changes to BNG. It is not envisaged that the proposed changes necessarily affect the policy and supporting text as written, but the Authority will liaise with the Planning Inspector through the Examination of the Local Plan to amend the Local Plan as required.

### **Delivery and implementation of the policy**

The Authority will follow the current statutory framework and guidance with policy being consistent with these minimum requirements. The latest version of the Natural England BNG Metric (or small sites metric where appropriate) will be required for relevant planning applications.

The following are intended to support and supplement mandatory requirements and guidance.

Planning applications subject to mandatory biodiversity net gain must submit a Biodiversity Gain Plan at the pre-commencement stage (although it would be encouraged to submit a draft version at application stage) as required by, and meeting the requirements of, the statutory general biodiversity gain condition. This should set out how the development will deliver BNG including: how impacts of the development on the on-site habitat have been minimised, the effects on any irreplaceable habitats, a valid fully completed statutory biodiversity metric with the post development biodiversity value on-site and off-site if relevant, how the mitigation hierarchy has been adhered to, proof of registration of off-site gains allocated to the development (and/or proof of purchase of statutory credits). Additionally, a habitat management and monitoring plan should be provided detailing how the significant post development biodiversity values of the site and any supporting off-site provision will be secured, managed, and monitored in perpetuity.

A positive proportionate contribution should be made to the ecological networks and priorities as outlined within the Local Nature Recovery Strategy and regional Nature Recovery Network<sup>73</sup> and for maintaining or creating local ecological networks through habitat creation, protection, enhancement, restoration and management.

The ecological assessments, together with the baseline metric must be undertaken by a suitably qualified and/or experienced ecologist and be submitted together with suitable supporting information including baseline and proposed habitat mapping in a digital format with the application. The local validation checklist will outline information that the local planning authority will require at application stage to make decisions relating to BNG.

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<sup>73</sup> [Nature Recovery Network - GOV.UK \(www.gov.uk\)](https://www.gov.uk/nature-recovery-network)

Sites where net gain is provided (on or off site) must be managed and monitored by the applicant or an appropriate body funded by the applicant for a minimum period of 30 years. Regular monitoring reports detailing the site's condition must be submitted to the Authority at agreed intervals over this period. The starting point for monitoring will be the following years: 1, 3, 5, 10, 15, 20, 25, 30. The Authority will also charge applicants/landowners for officer time relating to monitoring BNG.

Significance is broadly explained/defined in national guidance: The Authority will also consider the following:

BNG will be considered significant for the following distinctiveness and thresholds:

- High distinctiveness / Any size
- Medium distinctiveness / 0.15ha or greater in size (of the habitat)
- Low distinctiveness / Where the combined units delivered is  $\geq 0.5$  units

A planning condition will typically be used to secure medium and low distinctiveness habitats that are below those thresholds. However this is heavily caveated by the local ecological context, and we reserve the option to use a S106 agreement to secure onsite habitat that is deemed to make an important contribution to biodiversity within the local context. The following non-exhaustive list contains examples of where this may be relevant:

- Any habitat adjacent to ecologically important habitat or site (e.g. habitat listed on the priority habitat inventory, designated statutory / non-statutory sites).
- Any grassland habitat which sits adjacent to, or is in close proximity to, public open space used for recreation (e.g. playgrounds, sports pitches, picnic areas, amenity grass).
- Any habitat which could be considered locally rare (i.e. within 500m of the development site).
- Any habitat which could be considered a potential ecological stepping stone due to its proximity to existing local habitats.

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

Also of relevance is that at the time of writing, self/custom build on small sites is exempted from Biodiversity Net Gain. The Authority will require some additional information relating to proposals seeking exemption.

#### **Policy PUBDM17: 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 habitats 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 habitats sites in the Suffolk Coast area.
2. Planning permission will be granted subject to demonstrating no adverse effect on the integrity of habitats 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 habitats 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 habitats sites which are accessible to the public.

### **Delivery and implementation of the policy**

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 habitats 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 mitigation for their developments. The RAMS project allows for a strategic approach to mitigating the in-combination effects of development on these designated areas and allows mitigation to be delivered across the project area. The tariffs increase each year with inflation; go [here](#) for the most up to date information.

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

- New homes
- Student accommodation
- Care homes

- Tourism attractions
- Tourist accommodation
- permitted development (which gives rise to new overnight accommodation) under the Town and Country Planning (General Permitted Development) (England) Order 2015

A bespoke approach may be required for development comprising more than 50 dwellings and in more sensitive locations. This may include the requirement to provide Green Infrastructure in addition to financial contributions to RAMS. Bespoke mitigation would be subject to agreement with the Authority and Natural England. All mitigation must be in place prior to the occupation of development and delivered in perpetuity. More information can be found here: [Habitat mitigation](#). For guidance Natural England suggest referring to [Natural England's Suitable Accessible Natural Green Space](#) (SANGS) guidance. Whilst this was produced for the Thames Basin Heaths Special Protection Area (SPA) it offers guidance that can be adapted to the requirements of the Broads Authority Local Plan area. Natural England advise that such provisions should include:

- High-quality, informal, semi-natural areas
- Circular dog walking routes of 2.7 km within the site and/or with links to surrounding public rights of way (PROW)
- Dedicated 'dogs-off-lead' areas
- Signage/information leaflets to householders to promote these areas for recreation
- Dog waste bins
- A commitment to the long-term maintenance and management of these provisions

#### **Policy PUBDM18: Mitigating Nutrient Enrichment 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<sup>74</sup>, must provide evidence ~~within a shadow draft HRA~~ 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. This can be demonstrated through nutrient neutrality.
2. Planning permission will be granted subject to demonstrating no adverse effect on the integrity of habitats sites from nutrient enrichment when considered alone or in-combination.
3. The Norfolk Nutrient Calculator<sup>75</sup>/Natural England Nutrient Calculator will need to be completed. If the calculator concludes an impact from nutrients, these impacts will need to

<sup>74</sup> Specifically the Bure Broads and Marshes SSSI, Trinity Broads SSSI, Yare Broads and Marshes SSSI, Ant Broads and Marshes SSSI, Upper Thurne Broads and Marshes SSSI.

<sup>75</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:



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 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.

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

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

### **Delivery and implementation of the policy**

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

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

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



England does not object to the use of the Norfolk Nutrient Budget Calculator, but it should be noted that this calculator is less precautionary than Natural England's own Nutrient Budget Calculator.

Potential mitigation measures are detailed in this [report](#). At the time of writing, [Norfolk Environmental Credits](#) has been set up to invest in local environmental schemes which will provide nutrient neutrality mitigation and generate credits for development to demonstrate that nutrients can be offset. Part 7 of the Levelling Up and Regeneration Act (2023) places a duty on water companies discharging to affected catchment areas to upgrade those WwTW defined by the LURA amendments to the Water Industry Act, that are identified as nutrient significant plants within the designated sensitive catchments, serving a population equivalent of 2,000 to achieve the highest technological levels for nutrient removal by 1 April 2030. In addition, the Natural England-led Nutrient Mitigation Scheme is progressing and will allow developers to purchase nutrient credits to demonstrate nutrient neutrality.

More information can be found here: [Nutrient Neutrality \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/nutrient-neutrality)

#### **Policy PUBDM19: Trees, woodlands, hedges, scrub and shrubs and development**

1. Trees, woodlands and significant hedge and shrub masses and areas of scrub that make a positive landscape contribution and/or are of biodiversity/ecological importance will be retained as an integral part of the design of development except where their long-term survival would be compromised by their age or physical condition or where there are exceptional and overriding benefits in accepting their loss, such as restoration of appropriate areas of fen.

#### **Protecting trees, woodlands and hedgerows, shrub masses and areas of scrub**

2. Development requiring the loss of trees, woodlands or hedgerows or shrub masses and areas of scrub will only be permitted where:
  - a) the removal ~~of a tree, woodland or hedgerow~~ will enhance the survival or growth of other trees, woodlands, or hedgerows or shrub masses and areas of scrub. OR
  - b) it would allow for a substantially improved overall approach to the design and landscaping and landscape/habitat enhancement of the site and surrounding area that would outweigh the loss of any tree, woodland, or hedgerow or shrub masses and areas of scrub.

#### **Replacement trees**

3. Where the loss of trees is accepted as set out in this policy, applicants will be required to provide the specific quantity of compensatory trees set out in the following table unless demonstrably impractical or inappropriate. This will be provided on-site unless the applicant can show exceptional circumstances which would justify replacement provision elsewhere.

| Trunk diameter (mm) at 1.5m above ground of tree to be lost to development | Number of replacement trees required, per tree lost* |
|----------------------------------------------------------------------------|------------------------------------------------------|
|----------------------------------------------------------------------------|------------------------------------------------------|

|          |    |
|----------|----|
| 75<200   | 1  |
| 200<400  | 4  |
| 400<600  | 6  |
| 600<800  | 9  |
| 800<1000 | 10 |
| 1000+    | 11 |

\*replacement based on selected standards 10/12cm girth at 1m or 8-10cm girth for container grown specimens.

#### **Incorporating new trees in schemes**

4. Where appropriate, opportunities should be taken to incorporate trees in new developments using the principle of the right tree in the right place following the principles set out in the supporting text.
5. Details of appropriate measures for the establishment and long-term maintenance of new tree planting will need to be provided.

#### **Development affecting trees, woodlands, and hedgerows.**

6. Where proposed development affects existing trees, woodlands or hedgerows, an Arboricultural Impact Assessment and Arboricultural Method Statement, in line with BS5837 – *Trees in relation to design, demolition and construction – Recommendations*, will need to be submitted. This will detail all existing trees, woodlands and hedgerows, the associated tree constraints, implications of the proposed development and associated mitigation throughout the duration of the development to ensure that development works do not have a harmful impact.

#### **Irreplaceable Habitats**

7. Development resulting in the loss or deterioration of irreplaceable habitats (such as mature wet woodland, ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons, and a suitable compensation strategy is provided.

#### **Roadside trees**

8. Development proposals that have a frontage onto a new or existing highway of more than ten metres in length will only be permitted where they provide for the planting and maintenance of roadside trees of appropriate species at intervals appropriate to the site. Clear, justifiable, and compelling reasons would need to be provided if this requirement is not to be met.

#### **Wet Woodland/Carr**

9. Proposals that have an adverse impact on areas of wet woodland/carr will be resisted.

## Reasoned justification

Trees, woodlands, hedges, and shrubs are an integral part of the Broads landscape and add great beauty, a sense of place and character to, and are a defining feature of the Broads Authority Executive Area. Trees and woodlands enhance the landscape and provide important landmarks, complementing the natural and built environment by providing screening, perspective, focal points, privacy and seclusion and they define and separate public open spaces. They provide shade for people and riverside trees play an important role in keeping rivers cool. Riverside trees also provide woody debris for flow dynamics and roots for fish spawning. They also provide habitats (and connectivity), with mature wet woodland being one of the rarest types of woodland habitat in the UK and continental Europe for an exceptional range of wildlife and form a “carbon sink” helping to absorb and store and counteract the harmful effects of climate change. This policy, relating to trees, scrub, woodlands including riparian, wet and dry woodland, hedges, and shrubs affected by development, will further the Authority’s aim to preserve the variety, number and quality of trees woodlands, hedges, and shrubs within the Broads Authority Executive Area and to ensure that development contributes to the maintenance or enhancement of the tree and woodland cover of the Broads. Due to the impacts on navigation and the open character of some parts of the Broads landscape, and the priority habitats of grazing marsh and fen and the unique peatland-based ecosystem of fen and the requirements of breeding and wintering birds of the marshes, tree planting will not always be appropriate.

For the purposes of this policy, ‘protected trees’ include those protected by a tree preservation order, tree(s) within a conservation area, an ancient, aged, or veteran tree or any other tree of category B or A as per BS 5837:2012, Table 1. Whilst there is no precise definition of an ‘ancient tree’ there are three guiding principles: 1) trees which are of interest biologically, aesthetically, or culturally because of their age; 2) trees that are in the ancient stage of their life; 3) trees that are old relative to others of the same species. A commonly accepted technical definition of an ancient tree is “a tree that shows characteristics of having passed beyond its mature phase.” Such characteristics might typically include a large girth, signs of crown retrenchment and hollowing of the stem.

The NPPF, similarly, defines an ‘ancient’ or ‘veteran tree’ as ‘a tree which, because of its age, size and condition, is of exceptional biodiversity, cultural or heritage value. All ancient trees are veteran trees. Not all veteran trees are old enough to be ancient but are old relative to other trees of the same species. Very few trees of any species reach the ancient life-stage.

Wet woodland/carr is characteristic of the Broads. It is a European priority feature under the ~~conservation (natural habitat) regulations 1994~~ Conservation of Habitats and Species Regulations (Habitats Regulations) 2017 (as amended) and is listed as a feature in the Broads SAC.

## Delivery and implementation of the policy

1. Consistent with the NPPF's advice on protecting valued landscapes, the presumption of this policy is that existing viable trees, woodlands, and hedgerows of value should be protected unless their loss is unavoidable. Where new development is proposed, the preference will always be to incorporate trees, woodland, and significant hedges into the development. Where the loss of any tree is unavoidable as part of a development and meets the tests as set out above, replacement provision will be required and conditioned as part of any development that is permitted. Where specific on or off-site planting proposals are negotiated as part of the overall enhancement of a particular development site, the replacement, protection and maintenance of trees, woodland, and hedges would normally be specified by condition or secured by a planning obligation, either a section 106 agreement or unilateral undertaking.
2. Where a proposed development retains existing trees on-site, a satisfactory arboricultural impact assessment and preliminary arboricultural method statement, undertaken by a suitably experienced arboriculturalist, should be submitted in accordance with BS5837 and the Broads Authority validation checklist.
3. This statement should analyse the potential impact on the retained trees.
4. Where proposed development would have an impact on trees, particularly where it would impinge on root protection areas of trees both within and outside the development site, a site-specific arboricultural method statement should be submitted.
5. The statement should demonstrate mitigation measures are in place to ensure that development works do not harm the existing tree.
6. In terms of advice on choosing and designing trees:
  - a) Choose species that are climate adapted and mature to a scale that provides substantial canopy cover.
  - b) Include new street trees on existing streets where possible as part of regeneration and redevelopment in existing neighbourhoods.
  - c) Position street trees on median strips, in verges, between parking bays, and/or on pavements of sufficient width.
  - d) On sites close to the sea, plant salt tolerant species such as Whitebeam or Holm Oak. Hawthorn and Pedunculate Oak are also tolerant of cold exposed sites.
  - e) Plant tree species which are resilient to hotter summers and wetter winters resulting from climate change.
  - f) Avoid planting non-native ornamental species within rural settings.
  - g) Plant trees which have a mature height, spread and canopy height that works with its functional setting, for example avoiding species with low level branches next to footways and carriageways.
  - h) Native species, ideally of local provenance, is preferred due to the benefits to the wildlife which have adapted to them.
  - i) To increase resilience a diverse range of species and genetic diversity should be chosen.
  - j) Diversity in a landscape will increase potential resilience to pests, diseases and climate change.

7. In terms of suitable compensation for irreplaceable habitats, this would be on a case-by-case basis and could include biodiversity and habitat enhancements and replacement planting.

## 21 Renewable energy

### **Policy PUBDM20: Energy demand and performance of new buildings (including extensions)**

1. The expected energy use of buildings must be as low as possible.
2. Energy efficiency will be embedded in design both to minimise costs to users and to reduce their environmental impact.
3. All developments will follow the energy hierarchy (see point 5) and design in energy efficiency features from the onset.
4. Applicants will be required to demonstrate what measures they have taken to achieve energy efficiency beyond the building regulation standards (see part 10 of this policy).

### **Reducing energy requirements of new build**

5. **Developments** **Buildings** are required to meet or reduce at least 10% of their predicted energy requirements using the following hierarchy:
  - a) Reduce the overall energy demand in the first place. Development is required to take a 'fabric first' approach and reduce overall energy demand through its design, materials, layout and orientation.
  - b) Energy efficient and conservation measures. Proposals are then also required to maximise the use of energy efficiency and energy conservation measures; and
  - c) Decentralised and renewable or low-carbon sources for any residual amount.
6. Buildings designed to Passivhaus standard (or equivalent) would generally be encouraged, subject to other relevant policies of the Plan.

### **Reducing Energy Consumption in Existing Buildings**

- ~~7. For all development proposals which involve the change of use or redevelopment of a building, or an extension to an existing building, the applicant is encouraged to consider and put in place all opportunities to improve the energy efficiency of that building, including the original building if it is being extended.~~
- ~~8. Where the building pre-dates 1919<sup>76</sup>, methods of improving energy efficiency should be carefully considered so that they are not detrimental to the fabric of the building.~~

### **Heritage Assets**

9. Planning permission and, where relevant, listed building consent, will be granted for works required to improve the energy performance of designated and non-designated heritage assets where it complies with other relevant policies and can be clearly demonstrated that this is compatible with all of the following:
  - a) The heritage asset's character and appearance;
  - b) The heritage asset's special architectural or historic interest;
  - c) The long-term conservation of the built fabric; and

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<sup>76</sup> [Retrofit and Energy Efficiency in Historic Buildings | Historic England](#)

d) The wider setting of the heritage asset.

### **Energy Statement**

10. An energy statement which demonstrates the approach is required to accompany planning applications (and this can be done through the design and access statement or planning statement).

### **Reasoned Justification**

The Climate Change Act 2008 legislates for a 34% reduction in greenhouse gas emissions against 1990 levels by 2020, and a 100% reduction by 2050. The UK government has set the climate change target to reduce emissions by 78% by 2035 compared to 1990 levels. The incorporation of renewable energy generation technologies and energy efficiency measures into the design of new development can make a significant contribution to achieving these targets.

The policy approach seeks development that is designed to reduce energy demand in the first place, then to use energy efficiency improvements, and finally to use renewable energy technologies where appropriate. A [topic paper](#) has been produced to discuss the various considerations when producing this policy.

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

Addressing climate change is also about making improvements to resource and energy efficiency.

### **Future Homes Standard**

The Conservative Government was committed to improving the energy efficiency of new homes through the Building Regulations system through the Future Homes Standard (FHS). The introduction of the FHS will ensure that an average home will produce at least 75% lower CO<sub>2</sub> emissions than one built to recent/current energy efficiency requirements. Homes built under the FHS will be 'zero carbon ready', which means that in the longer term, no further retrofit work for energy efficiency will be necessary to enable them to become zero-carbon homes once the electricity grid is decarbonised. However, the FHS is only proposed to take effect from 2025 and there is no legal guarantee of even that date being met, especially given that there is now a new Government in place. There has been an uplift in Building Regulations as a step towards FHS having taken place in 2022 which changes Part L of the Building Regulations to reduce carbon emissions by 31% for new homes through a set of reformed insulation and air tightness requirements.

## Design principles

In general, the design of new developments should maximise the use of energy efficiency and energy conservation fixtures, fittings and technology. Any eco design features should be incorporated without visually damaging the environment. The aim of these interventions is to reduce overall home energy use as cost effectively as the circumstances permit.

The following design expectations should be considered and in the following order:

1. Orientation of buildings – such as positioning buildings to maximise opportunities for solar gain, and minimise winter cold wind heat loss whilst also addressing the risk of overheating;
2. Form of buildings – creating buildings that are more efficient to heat and stay warm in colder conditions and stay cool in warmer conditions because of their shape and design;
3. Fabric of buildings – using materials and building techniques that reduce heat and energy needs. Ideally, this could also consider using materials with a lower embodied carbon content and/or high practical recyclable content;
4. Heat supply – net zero carbon content of heat supply (for example, this means no connection to the gas network or use of oil or bottled gas);
5. Renewable energy generated – generating enough energy from renewable sources onsite (and preferably on plot).

## Passivhaus

Where Passivhaus certification is being sought, a ‘pre-construction compliance check’ completed by a Passivhaus certifier will be required, secured by condition and upon completion, a Quality Approved Passivhaus certification for each dwelling/ building will be required.

## Retrofit

~~The UK's Committee on Climate Change has identified retrofitting existing homes as one of five priorities for government action (CCC, 2019). The policy encourages applicants to improve the energy efficiency of the existing building if appropriate to do so. It is important to note that some of the CO2 emissions in the UK are from water supply and sewerage. Improved water efficiency measures (fixtures and fittings such as water efficient showers and taps and white goods appliances) are therefore important in helping to reduce overall operational carbon in new homes.~~

## Heritage assets

Historic England (Heritage Counts) research shows that sympathetic refurbishment and retrofit can reduce the carbon emissions of historic buildings by over 60% by 2050. The Heritage Counts research also demonstrates that the speed at which carbon is reduced in buildings has a greater impact than the scale of retrofit showing that the sooner actions are taken, the more effectively we can address carbon in buildings. The retrofit of historic buildings to enhance their energy efficiency would be welcomed subject to it meeting the tests as set out in [Policy PUBDM20](#) part 9. The Authority will assess the impact of the adaptations, taking regard of the significance of



the historic asset and the character, historic interest, setting and integrity of the elements of the asset likely to be affected<sup>77</sup>. The ‘whole-house approach’<sup>78</sup> is encouraged for use in historic buildings and it is likely that the measures taken in a listed building will need to be bespoke, taking into account the construction and special characteristics of the building.

## Guidance

Further guidance on designing new development to minimise energy consumption is provided in the Broads Authority’s Sustainability Guide (or successor document)<sup>79</sup>. The Broads Authority may want to consider the Net Zero Carbon Toolkit when looking at the design of new homes and the retrofitting of existing homes: [www.greensuffolk.org/net-zero-carbon-toolkit-housing/](http://www.greensuffolk.org/net-zero-carbon-toolkit-housing/).

## Policy PUBDM21: Renewable and low carbon energy

### General principles

1. Renewable/low carbon energy proposals shall be of a scale and design appropriate to the locality and shall not, either individually or cumulatively, have an adverse impact on the distinctive landscape, cultural heritage, biodiversity, recreational experience or [special qualities](#) of the Broads or the local amenity<sup>80</sup>. The Broads Landscape Sensitivity Study<sup>81</sup> (or successor document) will provide guidance on this. The impact of ancillary infrastructure, including power lines, onshore infrastructure for onshore and offshore wind turbines/farms, sub-stations, storage buildings, wharves and access roads, will form part of the evaluation.
2. Wherever possible, renewable energy proposals should utilise previously developed sites and result in environmental improvements over the current condition of the site.
3. Provision shall be made for the satisfactory decommissioning of the renewable energy infrastructure once the operations have ceased. The developer will also be required to restore the land to its original use and remove any renewable energy equipment when it is redundant. **This will be secured by condition.**
4. Battery storage proposals will need to address relevant policy considerations, such as landscape impact and impact on the [special qualities](#) of the Broads.
5. Any mitigation proposals for landscape impact shall be appropriate to the context and character of the area.
6. Proposals shall not compromise, restrict or otherwise degrade the operational capability of safeguarded MOD sites and assets.
7. **The authority shall also consider the impact of proposals on air traffic safety, radar, reflected light and telecommunication, water quality and water resources. Traffic arising from the**

<sup>77</sup> Historic England guidance Energy Efficiency and Historic Buildings – Application of Part L of the Building Regulations to historically and traditionally constructed buildings <https://historicengland.org.uk/images-books/publications/energy-efficiency-historic-buildings-ptl/> may be helpful in understanding these special considerations. And [Energy Efficiency and Retrofit in Historic Buildings | Historic England](#) may be of relevance.

<sup>78</sup> Guidance can be found here: [STBA Whole House Approach – STBA \(stbauk.org\)](http://STBA Whole House Approach – STBA (stbauk.org))

<sup>79</sup> Found here: [Broads planning guides \(broads-authority.gov.uk\)](http://Broads planning guides (broads-authority.gov.uk))

<sup>80</sup> For example, through visual dominance, noise, fumes, odour, vibration, glint and glare, shadow flicker traffic generation, broadcast interference

<sup>81</sup> [Landscape Sensitivity Study \(broads-authority.gov.uk\)](http://Landscape Sensitivity Study (broads-authority.gov.uk))

construction, decommissioning and maintenance of infrastructure and, where relevant, the transportation of fuel will also be considered.

#### **Additional criteria for solar**

8. Proposals for solar farms on agricultural land are required to justify that the use of agricultural land is necessary, and no alternative previously developed land (including building roofs) is available and suitable to accommodate such use.
9. If this test (part 8) is passed, proposals need to avoid best and most versatile land.
10. If part 8 is passed, proposal needs to allow for continued agricultural use and/or biodiversity improvements around solar arrays which are supported by a biodiversity management plan.
11. Proposals within 300 m of a water body must demonstrate that they will not reflect polarised light that may attract aquatic insects or deceive them into laying eggs on the solar panels.

#### **Additional criteria for onshore wind proposals**

12. Proposals for onshore wind energy development are required to address each of the following criteria:
  - a) Justification for the turbine(s) being within the Broads;
  - b) Information will be required that sets out alternative locations considered and why these were not pursued;
  - c) The potential for impacts on birds and bats must be fully assessed and avoided and mitigated. This assessment needs to address the potential effect the colour of turbines can have on biodiversity;
  - d) Information relating to the vehicle routing associated with construction activities for wind farms must be provided. The proposed site access arrangements and access routes will be suitable for the construction phase, including the delivery of turbine components and construction materials, the operational phase, and the decommissioning of the proposed wind farm;
  - e) Landscape impact will be assessed using the Landscape Sensitivity Study (or successor document). The landscape must have capacity to accommodate the proposed development without unacceptable negative effects on its character and qualities likely to be affected;
  - f) The scale of the turbine must be justified;
  - g) There must be no unacceptable adverse impact on local amenity as a result of noise, shadow flicker and visual intrusion or conflict with public safety. To protect visual amenity, there will be a presumption against development within a distance of six times the turbine blade tip height of residential properties unless it can be demonstrated that the presence of turbines would not have an unacceptable impact on living conditions;
  - h) Potential interference to television and/or radio reception and information and telecommunications systems will be avoided and/or mitigated;
  - i) The proposed wind turbines shall be located appropriate distances from highways, and railway lines to provide a safe topple distance. A minimum topple distance of the turbine height plus 10% is recommended;

- j) There must be no unacceptable adverse effects on sensitive or well used viewpoints;
- ~~k) There must be no unacceptable adverse impacts on important recognised outlooks and views from or to heritage assets where these are predominantly unaffected by harmful visual intrusion, taking into account the significance of the heritage asset and its setting. There must be no unacceptable adverse impacts on the setting of heritage assets as well as views to and from the asset.~~

10. Proposals for turbines or access routes located on peat soils are likely to not be supported.

### Reasoned Justification

It is widely acknowledged that tackling the challenges posed by climate change will necessitate a radical increase in the proportion of energy generated from renewable sources. In July 2024, the government announced an ambition for the UK to have a Net-Zero electricity grid by 2030. This is part of a wider suite of strategies within the UK Low Carbon Transition Plan. The Authority must ensure that the causes of climate change are addressed at the local level. This will, however, need to be undertaken within the context of the protected status of the Broads.

### Landscape impact of proposals

A range of renewable energy technologies may be suitable for the Broads, including solar photovoltaic cells, ground and water and air source heat pumps and wind turbines<sup>82</sup>. However, the sensitivity of the Broads landscape means that large-scale renewable energy developments are generally inappropriate. Where wind turbines, solar photovoltaics cells or other large-scale renewable energy developments are proposed, applications should be accompanied by a landscape and visual impact assessment of the impact of the development from a full range of viewpoints, including from the waterways, and be completed in accordance with the Guidelines for Landscape and Visual Impact Assessment published by the Landscape Institute and Institute of Environmental Management and Assessments<sup>83</sup>. Informal Landscape and Visual Appraisals may be required for any scale of renewable energy development proposals, in particular where this format of assessment would help demonstrate compliance with the policy.

### Ministry of Defence assets

MOD technical assets that facilitate air traffic management, primarily radar, navigation, and communications systems are safeguarded to limit the impact of development on their capability and operation. The height, massing, and materials used to finish a development may all be factors in assessing the impact of a given scheme. Developments that incorporate renewable energy systems may be of particular concern given their potential to provide large expanses of metal at height, for example where proposals include a wind turbine or roof mounted solar PV system. Where development falls outside designated safeguarding zones, the MOD may have an

<sup>82</sup> See [Renewable Energy Topic Paper](#) under evidence at [Local Plan for the Broads \(broads-authority.gov.uk\)](#)

<sup>83</sup> [Guidelines for Landscape and Visual Impact Assessment - Landscape Institute](#)

interest where development is of a type likely to have any impact on operational capability. Usually this will be by virtue of the scale, height, or other physical property of a development. Examples of these types of development include, but are not limited to

- Solar PV development which can impact on the operation and capability of communications and other technical assets by introducing substantial areas of metal or sources of electromagnetic interference. Depending on the location of development, solar panels may also produce glint and glare which can affect aircrew or air traffic controllers.
- Wind turbines may impact on the operation of surveillance systems such as radar where the rotating motion of their blades can degrade and cause interference to the effective operation of these types of installations, potentially resulting in detriment to aviation safety and operational capability. This potential is recognised in the Government's online Planning Practice Guidance which contains, within the Renewable and Low Carbon Energy section, specific guidance that both developers and Local Planning Authorities should consult the MOD where a proposed turbine has a tip height of, or exceeding 11m, and/or has a rotor diameter of, or exceeding 2m;
- Any development that would exceed a height of 50m above ground level. Both tall (of or exceeding a height of 50m above ground level) structures and wind turbine development introduce physical obstacles to low flying aircraft.

### **Wind turbines**

The Government brought in a new national policy approach to onshore wind turbines in early July 2024, removing the strict requirements relating to wind turbines that had been in place for a number of years. The need to identify areas suitable for wind turbines has been removed and instead a criteria-based policy has been introduced.

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

Turbines shall be judged on a case-by-case basis.

The Authority's Landscape Character Assessment and Landscape Sensitivity Study will still be used when considering proposals for micro wind turbines (0-15m), alongside a site-specific Landscape and Visual Appraisal or equivalent agreed format of document to assist in judging proposals on a case-by-case basis.

In terms of impact on birds, the RSPB emphasises the following:

- Especially in winter, the Broads receives significant numbers of wetland birds from continental Europe. Numbers in the 10s of 1,000s are recorded, and they utilise locations within most of the Broads' landscape and surrounding farmland. These birds arrive in October and leave by April.
- Because of the large numbers and large flocks there is a high potential for strikes with wind turbines.
- Breeding species such as European Crane and Bittern, both of which are large and relatively slow flying, combined with Marsh Harrier might also be considered vulnerable to collision with wind turbines.
- The coast is also a key area for migrating species (generally Mar-May and July-October) for a range of bird species both large and small.
- Little Tern breed on the coast and are vulnerable to disturbance. Common Tern and Cormorant commute between inland breeding sites and the North Sea to fish and, in the case of Cormorant, roost.

The Broads and surrounding areas are also important for populations of rare and protected bats which are vulnerable to collision with wind turbines. In terms of impacts on bats, the Bat Conservation trust has information and guidance that may be of relevance: [Wind farms and wind turbines - Threats to bats - Bat Conservation Trust](#).

There is potential for the colour that a turbine is painted to affect biodiversity; some colours could attract insects and therefore draw in bats for example. Scheme proposals will need to assess and address any issues that the colour of turbines can cause.

In terms of construction and decommissioning, large vehicles will likely be required to move components and therefore routing is an important consideration, including the direct impact of constructing access routes.

In terms of peat soils, whilst the excavation of peat as a by-product of development is addressed through policy PUBDM 12, there appears to be growing concern relating to locating turbines on peat soils. The concern being, generally, that constructing turbines on peatlands damages the peat and leads to increased drainage, both of which result in decomposition and carbon emissions. As such, the Authority is unlikely to support turbines and access routes located on peat.

### **Battery storage**

Any deployment of large-scale battery storage ~~is highly likely to~~ may be closely associated with either solar energy systems or wind energy, and therefore the suitability of a site ~~would~~ could be restricted to where these elements of the technologies would be considered appropriate.

### **Renewable/low carbon proposals outside of the Broads**

The Authority will not support proposals for renewable energy development that are sited outside but close to the Broads executive area boundary that would have an adverse impact on the Broads environment, the [special qualities](#) of the Broads and the special landscape setting and character.

**During the Preferred Options consultation, we asked a question about wind turbines. We have assessed the comments received as well as checked the new Government's approach and the policy now includes some criteria relating to wind power.**

## 22 Landscape character

### General information relating to assessing impact of schemes on landscape...

It is important to note that just because you can't see a proposal, it doesn't mean there isn't a landscape impact.

In simple terms Landscape and Visual Impact Assessment is a tool to identify the effects of change resulting from a specific development, and in the case of full LVIA's (EIA development) to assess the significance of the effects. The [Guidelines for Landscape and Visual Impact Assessment](#) (GLVIA3), clearly distinguishes between effects on landscape as a resource in its own right, and effects on specific views and general visual amenity experienced by people. There are some common principles set out within chapter 3 of the guidelines that relates to both landscape and visual considerations. However, the guidelines have separate chapters (chapter 5 for Landscape effects, and chapter 6 for visual effects) to deal with the explanation of how these should be dealt with within the assessment. Furthermore, it is common and good practice for an assessment to provide the landscape baseline and visual baseline separately.

Landscape effects concern changes to landscape as a resource, the landscape fabric itself, landscape character, individual components of the landscape and the aesthetic and perceptual qualities.

Visual effects concern how people will be affected by changes in views and or visual amenity.

The Landscape Institute have recently published [Technical Guidance Note \(LITGN-2024-01\)](#) in relation to GLVIA3. One of the issues raised within the TGN provides a good reference point as an example of distinguishing between landscape and visual matters. In this instance in relation to mitigation, the statement item 4(3) of the document reads "Care should be taken to ensure landscape and visual mitigation is not confused. For example, it does not necessarily follow that screening a development from view would reduce its landscape effects, such as those on landscape character."

#### **Policy PUBSP6: Landscape character**

1. The high quality, diverse and distinct landscapes and seascapes of the Broads will be conserved and enhanced.
2. Development proposals will ensure that the location or intensity of the use or activity is appropriate to the character and appearance of the Broads and pay particular attention to the defining and distinctive qualities of the varied positive landscape character areas and the character, appearance, and integrity of the historic and cultural environment. Development and its impacts could have cross-boundary impacts and so neighbouring Districts' Landscape Character Assessments will be relevant.

3. It is expected that opportunities are taken as part of development proposals to improve the landscape, as appropriate.

### **Reasoned Justification**

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

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

While the Broads landscape as a whole (including the land and waterways) is protected for its natural beauty and national significance, there are areas that have suffered from inappropriate development or neglect and where landscape changes would be beneficial. The aim is to work with landowners and infrastructure providers to mitigate adverse impacts.

The term 'seascape' refers to the entire coastal landscape, as well as adjacent open water areas, including views from land to sea, from sea to land and along the coast part of the Broads.

### **Policy PUBDM22: Development and landscape**

1. Development proposals which conserve and enhance the key positive landscape characteristics of the Broads and comply with other relevant policies, in particular [the policy on design \(PUBDM52\)](#), will be permitted.
2. Development will not be permitted where it would have a significant adverse impact on the natural beauty and [special qualities](#) of the Broads, or adjacent sensitive landscapes, that cannot be adequately mitigated. Development and its impacts could have cross-boundary impacts and so neighbouring Districts' Landscape Character Assessments will be relevant.
3. Planning applications shall clearly demonstrate that development proposals are informed by:
  - a) The Broads Landscape Character Assessment<sup>84</sup> and/or Landscape Sensitivity Study<sup>85</sup> (or successor documents) or where appropriate adjacent district Landscape Character Assessments;
  - b) Appropriate site-based investigations;

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<sup>84</sup> [Landscape Character Assessment \(broads-authority.gov.uk\)](https://broads-authority.gov.uk)

<sup>85</sup> [Landscape Sensitivity Study \(broads-authority.gov.uk\)](https://broads-authority.gov.uk)



- c) Relevant Planning Guides<sup>86</sup>;
  - d) The National Character Area Profiles;
  - e) Regional Landscape Typology;
  - f) The Broads Authority Design Guide/code SPD (or successor document)<sup>87</sup>; and
  - g) A Landscape and Visual Impact Assessment or Landscape and Visual Appraisal, proportionate to the type and scale of the development, where the authority determines this necessary (to demonstrate points a-f).
4. The design, layout and scale of proposals shall conserve and enhance landscape features that are worthy of retention and that contribute positively to landscape features which typify the traditional characteristics of the area and safeguard the positive experiential and visual amenity qualities and perceptual qualities of the landscape.
  5. Development proposals shall incorporate landscape enhancement appropriate<sup>88</sup> to the landscape character context to minimise the impact of development.
  6. To reflect that the East of England is an area of water stress, new landscaping/planting is expected to follow sustainable planting principles and be adaptive to climate change and be water-smart: using plants that are not dependent on additional watering/do not require a large amount of water<sup>89</sup>. Furthermore, new landscaping/planting may need to be able to withstand inundation of flood water or saline incursion as well as drought conditions.
  7. The restoration of landscapes will be sought where either natural or cultural heritage features of importance have been lost or degraded.
  8. Developers will be encouraged to realise opportunities to conserve, enhance and restore important landscapes, seascapes and their characteristics, including minimising existing visual detractions.
  9. Development proposals that would have an adverse impact on either the character of the immediate or the wider landscape/seascape or the [special qualities](#) of the Broads will not be permitted. Any development that could have adverse impact on landscape/seascape and or character should be accompanied by an LVIA or a Landscape Appraisal, and the scope of that will be determined by the Authority through consultation.

<sup>86</sup> [Broads planning guides \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/broads-planning-guides)

<sup>87</sup> [Design Guide and Code for the Broads Supplementary Planning Document](#) found under [Supporting documents and evidence](#)

<sup>88</sup> 'Appropriate' means it will be informed by an appraisal of the landscape and visual baseline and consideration of potential effects or informed by landscape officer.

<sup>89</sup> Water-smart landscaping: using plants that are not dependent on additional watering/do not require a large amount of water. The Royal Horticultural Society have a webpage on trees for climate change, which includes trees that are resistant to drought and therefore are water efficient. [Trees for climate change / RHS Gardening](#).

10. In exceptional circumstances (as determined by the Broads Authority), where the landscape, biodiversity, navigation, public interest, social or economic benefits of a proposal are demonstrated to outweigh the loss of a feature or the impact on landscape character, the development may be permitted subject to suitable mitigation measures being implemented and monitored. However, wherever possible the design and layout of the development should be configured to make provision for the retention, enhancement, or restoration of these features.
11. The Authority expects developers to restore damaged landscapes as part of development proposals.

### **Reasoned Justification**

Despite its distinctiveness, the landscape of the Broads is not homogeneous and there are some areas more able to accommodate change than others.

The Authority has undertaken a Landscape Character Assessment (LCA), which identifies distinctive local character areas. The LCA provides information on the key characteristics that combine to give a particular area its unique sense of place, incorporating information on topography, land cover and important landscape features.

### **Delivery and implementation of the policy**

Where appropriate, development proposals will be expected to be accompanied by a landscaping strategy that assesses the impact of the proposal on the landscape and details the measures that will be implemented to mitigate any adverse impact.

Applications considered to have potentially significant adverse impacts on landscape and visual amenity should be informed by a Landscape and Visual Impact Assessment (LVIA) and appropriate landscape mitigation. Applications with potential to impact upon sensitive landscape areas may require a Landscape Appraisal, even if they do not meet the criteria for a full LVIA. Landscape Appraisals and LVIAs should be completed in accordance with the [Guidelines for Landscape and Visual Impact Assessment 3rd Edition](#) published by the Landscape Institute and Institute of Environmental Management and Assessments. Applicants will be advised at a pre-application stage whether a Landscape Appraisal or LVIA is likely to be required, and the scope of assessment including viewpoints will be agreed.

To make sure development proposals do not have a detrimental effect on the distinctive landscape character, condition, features, and sensitivities, including amenity and experiential qualities, the Landscape Character Assessment should be considered by applicants and will be used by the Authority to assess the impact of development proposals and the suitability of any proposed mitigation measures. There may also be occasions when the Landscape Character Assessments of our constituent districts are of importance to a particular scheme or proposal.

The Broads Biodiversity Action Plan and county species and habitat action plans will be used when assessing the appropriateness of landscaping schemes and the potential for enhancements to Broads' BAP habitats<sup>90</sup>.

The Broads is a mainly open and low-lying environment. However, there are areas where trees and other natural features form essential features of the landscape, providing vital habitats for a range of species and having potential historic/cultural significance in demonstrating traditional land management. See [the policy on trees, woodlands, hedges, scrub and shrubs and development \(PUBDM19\)](#).

In terms of water-smart landscaping, The Royal Horticultural Society have a webpage on Trees for Climate Change<sup>91</sup>, which includes trees that are resistant to drought and therefore are water efficient.

The Authority has produced guides<sup>92</sup> to help applicants assess and respond to landscape when preparing schemes, as well as setting out approaches to submitting relevant information.

There may be a requirement for landscape enhancements to be supported by a management plan. This would ensure appropriate maintenance to ensure establishment of any planting, and to maintain views where appropriate, and to avoid for example habitat loss through the eventual drying out of land.

Some schemes may offer the opportunity to improve the landscape. There may be some areas noted in the LCA or as Landscape Types that are not as high quality or in some way damaged or are noted as being negative due to the type of development associated with them. This could be, for example, landscape clutter (poor boundary treatments, domestic paraphernalia, infrastructure), or areas of landscape that need better management to encourage the right plant species. The Authority will work with applicants on a case-by-case basis.

#### **Policy PUBDM23: Land raising**

1. Schemes that propose to raise land are required to justify this approach and explain what other options to address the issue that land raising seeks to resolve have been discounted, and why.
2. Proposals that involve land raising will not be permitted if they have adverse effects which cannot be satisfactorily mitigated on:
  - a) Flood risk on site and elsewhere;

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<sup>90</sup> Broads BAP at [Biodiversity \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/biodiversity)

<sup>91</sup> [Trees for climate change / RHS Gardening](#)

<sup>92</sup> Landscape and Landscaping Guide and Biodiversity Enhancements Guide (or successor documents) at [Broads planning guides \(broads-authority.gov.uk\)](#)

- b) Visual appearance and landscape character;
  - c) Existing properties on site or nearby;
  - d) Existing habitats and trees; or
  - e) Archaeology and heritage assets. This includes adverse effects on setting and significance and the condition of the asset as a result of land raising.
3. The application needs to demonstrate how the difference in height between adjacent plots/land holdings will be satisfactorily designed and this may require a topographical survey produced by a suitably qualified person.

### **Reasoned Justification**

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

- i) It can serve to divert flood water onto neighbouring land, particularly in areas primarily affected by fluvial flooding, so the flood risk policy must also be adhered to. Land raising is not permitted within Flood Zone 3b Functional Floodplain unless it is to reinstate previously sunken land, as this would prevent the floodplain from functioning.
- ii) Land in the Broads is often wet and of poor load bearing capacity. Surcharging of land with soil or other material may lead to the site sinking over a period of time.
- iii) On sites near each other, it affects the relationship of the site to surrounding plots and to access roads. On waterside sites, the relationship to the river or broad is changed, often leading to the need for higher piling and quay heading, potentially affecting the visual amenity of views from the water.
- iv) It can be damaging to ecology, geomorphology, trees, and other vegetation on the site.
- v) It can change the character of the landscape – land-raising can increase the height and prominence of new buildings.
- vi) It can affect the ability to provide alternative flood storage capacity in the drainage compartment.
- vii) Material placed on top of other material can create problems for archaeology and heritage assets and the understanding of past human interaction with the environment.

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

### **Delivery and implementation of the policy**

Where land-raising could be part of a scheme, applicants are required to explain what issues it seeks to resolve, and which other options have been considered and why they have been discounted, as well as justifying the raising of land. A topographical survey may be required.

The disposal of excavated material policy is also of relevance and so too is the policy on [peat](#).

Compensatory floodplain storage may be required as a mitigation measure, but this can be difficult to achieve on small plots and the impact off-site would always need to be assessed.

Applicants should be aware that in accordance with the Environmental Permitting Regulations 2010 there is a need to obtain an Environmental Permit from the Environment Agency for flood risk activities for work or structures in, under, over or within 16m from a main river and from any flood defence structure or culvert. The works may fall under one or more of the following categories: Exemption, Exclusion, Standard Rules Permit, Bespoke permit. Anyone carrying out these activities without a permit where one is required is breaking the law.

#### **Policy PUBDM24: Excavated material**

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

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

#### **Reasoned Justification**

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

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

#### **Delivery and implementation of the policy**

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

This policy will make sure that disposal is considered early in the scheme design process and could be incorporated positively (beneficial re-use). It could result in improved disposal of material with landscape character and habitat benefits. Of importance to disposal of material is the section on peat, the section on archaeology, and the guides referred to earlier in this section. The land-raising policy in this Local Plan is also of relevance. When disposing of material, the Environment Agency<sup>93</sup> needs to be contacted as a licence may be required.

The [soils section](#) will be of relevance and so too will [the policy on development and landscape \(PUBDM22\)](#).

#### **Policy PUBDM25: Utilities infrastructure development**

1. Proposals for utilities infrastructure and associated development will only be permitted where:
  - a) The proposal has an essential role in the provision of a regional and national network;
  - b) There is no opportunity for undergrounding or no suitable alternative locations outside the Broads protected landscape;
  - c) There is no adverse impact on the character of the locality, the wider landscape<sup>94</sup>, character and significance of the historic environment and the amenity of neighbours;
  - d) Full consideration has been given to the opportunities for sharing a site, mast, pole or facility with existing utilities infrastructure already in the area and the least environmentally intrusive option has been selected;
  - e) It is of a scale and design appropriate to the Broads;
  - f) The proposal does not affect dark skies (see [the policy on dark skies \(PUBDM28\)](#));
  - g) The proposal is in conformity with the latest national guidelines on radiation protection, where applicable; and
  - h) It would not adversely affect protected species or habitats or designated wildlife sites.
2. The operator will also be required to remove any utilities equipment when it is redundant.
3. For telecommunication masts/systems/infrastructure, as well as criteria 1 and 2 of this policy and in accordance with Chapter 10 of the NPPF:
  - a) The Authority requires a statement to accompany applications that sets out why the mast needs to go where it is proposed, what other locations have been considered and why they have been discounted, and how the proposed location meets any industry/nationally prescribed location criteria for siting of masts/systems/infrastructure.

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<sup>93</sup> More information at [Waste and recycling - GOV.UK](#)

<sup>94</sup> The wider landscape would include adjacent Landscape Character Areas (LCAs) which could be within the Broads Authority area or adjacent LCAs of neighbouring authority. Within an LVIA, which might be required for some utilities infrastructure development, the potential effects of the development would be considered across scales; for example, some effects could be very localised and contained, whereas something such as a major infrastructure project might impact a number of LCAs or be of regional scale.

- b) The Authority requires pre-application engagement with the local community<sup>95</sup> to enable them to fully understand and input into proposals. A statement setting out the community engagement undertaken is required to accompany planning applications.
- c) When providing the statement of self-certification that shows that, when operational, International Commission guidelines will be met, the Authority requires thorough and suitable evidence that is specific to the mast or other structure in question to enable verification that the scheme will comply with ICNIRP guidelines.

### **Reasoned Justification**

For the purposes of this policy, 'utilities infrastructure' includes telecommunications, electricity, gas and water and associated paraphernalia.

The Authority understands the importance of utilities infrastructure for local communities and the economy, including rural broadband coverage and extending 4G coverage and the rollout of 5G infrastructure. However, by its nature, utilities infrastructure and its associated equipment has the potential to have a significant impact on the landscape, built environment and wildlife of the Broads. In particular, the open and low-lying character of the area increases the likelihood of installations forming visually prominent features that detract from the special character of the Broads.

### **Delivery and implementation of the policy**

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

The Authority will require all telecommunications operators to demonstrate that their proposed installation would be in conformity with the latest national guidelines on radiation protection. To this end, the submission of information to certify compliance with the International Commission of Non-Ionizing Radiation Protection (ICNIRP<sup>96</sup>) standards will be sufficient to demonstrate that a proposed development would not have an unacceptable impact on people's health.

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<sup>95</sup> This is likely to be the neighbourhood in which the mast/system/infrastructure will be located, but the precise details will be agreed with the Broads Authority.

<sup>96</sup> [International Commission of Non-Ionizing Radiation Protection \(ICNIRP.org\)](https://www.icnirp.org/)

Because of the rapid pace of change in technology, permissions could be temporary so that utilities infrastructure is required to be removed when no longer necessary to meet the requirements of the operator.

The Authority, working with utility providers, has had some success in getting some cables that were visible in the landscape, underground. For example, at Buckenham Marshes and Barsham Marshes. We continue to work with utility providers to investigate ways of undergrounding other cables that are prominent in the landscape.

The setting of the Broads will be an important consideration for our constituent districts when they determine planning applications for utilities infrastructure. The Authority will refer to the Landscape Sensitivity Study<sup>97</sup> (or successor document) in the first instance. While this study considered solar farms and wind turbines, some utilities structures are similar in scale and bulk. Additionally, the landscape studies produced by our constituent councils may well be of relevance to applications and will be referred to as required.

The Cabinet Siting and Pole Siting Code of Practice (or successor document) may be of relevance: <https://www.gov.uk/government/publications/cabinet-siting-and-pole-siting-code-of-practice-issue-2-2016>. Please note that this may be updated from time to time.

As set out in the policy, applications for telecommunications masts are required to work with the community the mast is going to be placed. The applicant will need to agree with the Broads Authority the area over which they will work with/engage with the community. Statements will be required setting out how the community has been engaged as proposals were worked up.

The NPPF at paragraph 123 says that LPAs should not question the need for electronic communications system. This policy does not do that; the policy requires justification for why the infrastructure needs to be located where proposed. This needs to be done through a statement that accompanies the application, setting out what other locations have been considered and why they have been discounted as well as how the final location chosen meets any locations criteria set by the industry and/or nationally.

The NPPF at para 122c says *'for a new mast or base station, evidence that the applicant has explored the possibility of erecting antennas on an existing building, mast or other structure and a statement that self-certifies that, when operational, International Commission guidelines will be met'*. This particular clause was the subject of an appeal, namely [Appeal Ref: APP/Y9507/W/23/3331919](#). This appeal found that information provided was not adequate. Whilst no specific requirements are identified in the appeal, the Authority will ensure that any information provided to meet this requirement in the NPPF is thorough, suitable and specific.

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<sup>97</sup> [Landscape Sensitivity Study \(broads-authority.gov.uk\)](#)



## **Policy PUBDM26: Protection and enhancement of settlement fringe landscape character**

### **Appendix 17: Settlement Fringe Landscape Character**

1. Proposals for development lying within settlement fringe areas shall be informed by and be sensitive to the distinctive characteristics and [special qualities](#) of the Broads landscape, and should contribute to the active conservation, enhancement, and restoration of these areas.
2. Development in settlement fringe areas shall be permitted where it can be demonstrated that its location, scale and design (with particular regard to materials and colour) will protect, conserve and where possible enhance:
  - a) The [special qualities](#), local distinctiveness and the natural beauty of the Broads (including its historical, biodiversity and cultural character);
  - b) The visual and historical relationship between settlements and their landscape settings;
  - c) The pattern of distinctive landscape elements such as dyke networks, woodland, trees (especially hedgerows and associated hedgerow trees), and field boundaries along with their function as ecological corridors;
  - d) Individual components and landscape features, such as trees, vegetation, landform; and
  - e) Visually sensitive skylines, significant views towards key landscape features such as drainage mills, and/or important vistas.
3. It shall also be demonstrated that the development will not, because of cumulative and/or sequential landscape and visual effects of development (whether within the Broads Authority Executive Area or outside it), detract from the natural beauty of the Broads and the experience of tranquillity.

### **Reasoned Justification**

There are many areas in the Broads where traditional landscape features and elements are being eroded because of unauthorised and/or unsympathetic development.

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

The proximity of a settlement can also influence the presence and extent of strategic infrastructure such as poles and cables for telecommunications and electricity supply.

The land subject to these types of development pressure will generally have the basic underlying characteristics of the prevailing landscape type within the locality. It can become heavily modified through the annexation, subdivision, changes of use or introduction of ancillary buildings and structures that meet the needs of the activity.

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

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

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

## 23 Amenity

### **Policy PUBDM27: Amenity**

1. All new development, including alterations and extensions to existing buildings, will be expected to provide the occupiers/users with a high standard of amenity to ensure a suitable living environment. Development will not be permitted if it would have an unacceptable impact on the amenity of existing or potential neighbouring properties or uses.
2. When assessing the impact of a development on amenity, consideration will be given to the following:
  - a) Overlooking of windows of habitable rooms and private amenity space;
  - b) Loss of privacy;
  - c) Overshadowing of private amenity space;
  - d) Loss of daylight and/or sunlight to existing windows of habitable rooms;
  - e) Overbearing impact/visual dominance;
  - f) Light pollution;
  - g) Airborne pollutants;
  - h) Odours;
  - i) Noise pollution and disturbance;
  - j) Vibration;
  - k) Insects and vermin; and
  - l) Provision of a satisfactory and usable external amenity space to residential properties in keeping with the character of immediate surrounding development.
3. Where existing amenity is poor, improvements will be sought in connection with any development.
4. On large scale and other developments where construction operations are likely to have a significant and ongoing or long-term impact on local amenity, a construction management plan covering such issues as hours of working, access, points of access and methods of construction will be required.

### **Reasoned Justification**

Protecting the amenity of both the future occupiers of new development and the occupiers of existing developments is vital for the sustainability of communities in the Broads. The NPPF seeks high standards of amenity for existing and future users. Amenity can include many factors such as traffic, smell, loss of privacy, outlook, noise and overlooking. This policy lists the general issues that should be considered by applicants when developing schemes.

The policy applies to situations where new development would affect the amenity of an existing land use, and where a new development may lead to complaints about an existing land use which is not currently an issue because there are no neighbours.

### **Delivery and implementation of the policy**

The impact of construction is often raised as a concern in relation to planning applications, but this is a short-term impact – the impacts of construction stop when the scheme is in place. We can control hours of work and delivery hours for example. We will consider the impact of construction and put in place controls on a case-by-case basis.

~~Proximity to waste management and mineral sites can lead to amenity issues. As such, the Authority will liaise with Norfolk and Suffolk County Councils for sites that are near to mineral and waste sites in line with Norfolk and Suffolk County Council minerals and waste Local Plans.~~

In assessing compliance with this policy, the Authority will draw on expert advice from statutory consultees and the Environmental Services Sections of the relevant Council.

In terms of airborne pollutants, the Government's [Interim Guidance on PM2.5](#) (or successor document) could be of relevance.

## 24 Tranquillity and Light pollution

### **Policy PUBSP7: Tranquillity in the Broads**

1. Outside settlements, development proposals will only be permitted where they conserve and/or enhance tranquillity.
2. All development proposals will need to protect the dark skies and nocturnal character of the Broads in accordance with the dark skies policy.
3. Any impact on amenity may also be a consideration (see [the policy on amenity \(PUBDM27\)](#)).

### **Reasoned Justification**

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

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

- Feeling close to nature and wildlife
- Feeling solitude and remoteness
- Hearing natural sounds
- Seeing unspoilt natural beauty

Tranquillity is a quality of calm that people experience in places full of sights and sounds of nature, and National Parks and the Broads are viewed as one of the best places to gain this experience. Tranquillity can be damaged by the intrusive sights and sounds of man-made structures such as new roads, poorly designed lighting and power lines. New developments may create additional noise, particularly in the context of road traffic, industrial equipment and recreational activities, as well as during the construction phase, and should be considered when taking decisions on new development proposals.

In addition to the above, 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. To protect the tranquillity of historic sites, the contribution of tranquillity to the significance of heritage assets should be considered.

Of relevance to tranquillity are these policies:

- [Dark skies/light pollution policy PUBDM28.](#)
- [Amenity policy PUBDM27.](#)
- [Settlement fringe policy PUBDM26.](#)

There are some particular areas around the Broads which are generally tranquil such as the Upper Thurne (Policy [PUBSSUT](#)) and the Trinity Broads (Policy [PUBSSTRI](#)).

#### **Policy PUBDM28: Light pollution, dark skies and nocturnal character**

See Policy map at [Appendix 14](#).

1. The tranquillity, nocturnal character and dark sky experience of the Broads will be conserved and enhanced. [The policy on tranquillity \(PUBSP7\)](#) will be of relevance.
2. All development proposals are required to respect the nocturnal character of the Broads and ensure they do not add to light pollution; any lighting needs to meet the requirements of this policy.
3. The Authority may remove permitted development rights from schemes for additional lighting post-occupation.

#### **Dark sky zones of the Broads**

4. Development proposals are required to address light spillage and eliminate all unnecessary forms of artificial outdoor lighting by ensuring that:
  - a) Dark Sky Zone category 1 as identified on the policies maps is protected from permanent illumination. **Uplighting will not be permitted;**
  - b) External lighting within the Dark Sky Zone category 2 as identified on the policies maps is strictly controlled; and
  - c) Good lighting management and design is applied throughout the Broads.
5. **In Dark Sky Zones 1 and 2, sports lighting will only be permitted where it can be demonstrated that it is needed and there are public benefits considerably in favour of the scheme. Internally illuminated adverts and digital advert displays will not be permitted**

#### **Development proposals involving lighting**

6. The need for outdoor lighting will need to be thoroughly justified.
7. All proposals are required to address light spillage and avoid all unnecessary forms of artificial outdoor lighting.
8. **Proposals shall demonstrate that there will be no significant adverse effects, individually or cumulatively, to the character of the area, the residential amenity of local residents, the safety of vehicle users and pedestrians or the diurnal/seasonal rhythms of biodiversity assets and on the visibility of the night sky or its intrinsically dark landscapes.**
9. Proposals shall be accompanied by a lighting strategy, with detailed specification of any proposed lighting units and demonstrating how consideration has been given to maintaining intrinsically dark skies. Development proposals will be required to identify sources of light and indicate how the scheme will look in the dark as part of any application
10. The impact of introducing light to an area which previously had no lighting, regardless of how well designed the lighting is, will be a key consideration.

11. Development proposals that involve external lighting, outside the Dark Sky Zones category 1, will only be permitted where it can be demonstrated that they are required for a specific, identified and justified lighting task – see next for requirements relating to design.

12. Conditions may be used to secure compliance with a lighting strategy as well as to prevent the installation of additional permanent lighting post-occupation without further planning permission.

### Design of lighting

13. If lighting is proven to be required, in line with the rest of this policy, development proposals must demonstrate that all opportunities to reduce light pollution (including sky glow, glare and light spillage) have been taken, including minimising impacts on local amenity, intrinsically dark landscapes and areas important for nature conservation and nature recovery.

14. Artificial lighting proposals (including outdoor lighting, floodlighting and new street lighting) will be minimised in terms of intensity, the hours they are active/on and number of fittings.

15. The applicant must demonstrate that:

- a) the minimum amount of lighting necessary to achieve its purpose is specified; and
- b) the design and specification of the lighting would minimise sky glow, glare, and light spillage in relation to the visibility of the night sky, local amenity and local character; and
- c) the means of lighting would be unobtrusively sited and well-screened by landscaping; and
- d) low energy lighting is used; and
- e) the lights do not create visual landscape impact; and
- f) there would not be an adverse impact on wildlife – that the lights are not within or affecting designated wildlife sites, priority habitats or protected species.

16. All lighting units provided must be downward facing and shielded to prevent upward emission of light; be no brighter than the minimum required for the lighting task and be fitted with PIR sensors<sup>98</sup>.

17. All ground-based lighting units to mark pedestrian paths and similar areas, shall be located no higher than 1 metre above ground level and all wall mounted lighting units shall be located as low as practicable; in both cases they shall be shielded to prevent upward emission of light.

18. All lights need to be off when not needed and dimmed down during times of little human activity.

19. Applicants are required to demonstrate that proposals meet or exceed the Institution of Lighting Professionals guidance and other relevant standards or guidance for lighting<sup>99</sup>.

20. Uplighting will not be permitted.

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<sup>98</sup> A passive infrared (PIR) sensor is an electronic sensor that measures infrared (IR) light radiating from objects in its field of view. They're most frequently utilized in PIR-based motion detectors. PIR sensors are commonly utilized in security alarms and automatic lighting applications.

<sup>99</sup> For the purposes of the ILP lighting guidance (CIE 150:2003 Guide on the Limitation of the Effects of Obtrusive Light from Outdoor Lighting Installations [www.theilp.org.uk/documents/obtrusive-light/](http://www.theilp.org.uk/documents/obtrusive-light/)) the Broads Authority is included within Environment Zone 1 as a reflection of its protected status and its intrinsically dark skies.

### Light spill from internal lighting

21. Building design that results in increased light spill from internal lighting (through glazed facades, roof lights or windows) needs to be avoided, unless suitable mitigation measures are implemented.
22. Any proposals and designs that include roof lights, lantern lights, and/or floor to eaves and floor to gable glazing, will not be supported unless, as appropriate to the design of the building, integral automatic dusk-to-dawn blinds, or louvres or external 'brise soleil<sup>100</sup>' fixed louvres, are provided as mitigation.
23. All such blinds and/or louvered units that are not easily accessible, must be provided with automatically operated, light sensor systems, to ensure closure at dusk.

### Reasoned Justification

The natural environment and people's health and quality of life will be protected from unacceptable levels of light pollution. No or low levels of light pollution are an important aspect of tranquillity.

Light pollution/obtrusive light comes in many forms:

- **Sky Glow:** the brightening of the night sky. Sky glow is a product of light being scattered by water droplets or particles in the air.
- **Glare:** the uncomfortable brightness of a light source when viewed against a darker background. Glare is created by light that shines horizontally.
- **Light Spill:** the spilling of light beyond the boundary of the area being lit.
- **Light Intrusion:** the presence of light from sources outside the affected person's property. Intrusive light occurs when unwanted artificial light illuminates an area that would otherwise be dark.
- **Over illumination** refers to the use of artificial light beyond what is required for a specific activity.
- **Light Presence:** sources of light in otherwise dark views.

These are all forms of obtrusive light, which may cause nuisance to others, or adversely affect fauna and flora as well as waste money and energy.

There is firm evidence of issues arising because of artificial lighting. Wildlife and human health can be affected and inefficient use of lighting wastes money and energy, affecting homes and businesses.

Artificial lighting is not detrimental in all cases, and the solution to light pollution is not necessarily turning off all lighting. Light pollution refers to artificial light that is excessive or intrudes where it is not wanted or expected. For example, some older streetlights emit light

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<sup>100</sup> Brise soleil is a type of solar shading system that uses a series of horizontal or vertical blades to control the amount of sunlight and solar heat that enters a building. The name 'brise soleil' comes from the French word 'sun breaker'.



pollution, as do security lights mounted at an angle above the horizontal. Well-designed lighting, on the other hand, sends light only where it is needed without scattering it elsewhere - “The right amount of light and only when and where needed” (Campaign for Dark Skies motto).

The NPPF says that Local Plans ‘*should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation*’. The Authority has assessed the Broads Authority Executive Area and results show that most of the area has good quality dark skies, with most readings being over 20 magnitudes per arc second. While the Authority’s survey looked upwards, the CPRE<sup>101</sup> undertook a study that looked down to the earth. Both datasets were assessed and compared and have informed the final zones as set out in the policies map. A [report explaining the assessment between the two datasets](#) has been produced. Recently, we checked a sample of some of the survey points – see this [Topic Paper](#). The Authority therefore considers that the Broads is an intrinsically dark landscape which must be preserved.

### **Delivery and implementation of the policy**

Fundamentally, any lighting needs to be fully justified.

Dark Sky Zone Category 1 is the darkest area within the Broads Authority Executive Area reaching over 21 magnitudes per arc second. In this zone, permanent illumination is not allowed in order to protect the darkness of the sky. On occasions, there may be a need to have external lighting for short periods of time, but the design of this lighting is expected to not add to light pollution when used and not expected to be lit for long periods of time. The design of any lighting is expected to meet tests that follow.

Dark Sky Zone Category 2 is the second darkest area within the Broads reaching over 20 magnitudes per arc second, but less than 21. These skies are still intrinsically dark and, as stated in the NPPF, the impact from artificial light needs to be limited. As such, the design of any lighting is expected to meet the tests that follow and not add to light pollution.

Proposals where external lighting is sought in Zones 1 and 2 should include a full lighting strategy scheme that provides information about layout and beam orientation, a schedule of the light equipment proposed including luminaire type, mounting height, aiming angles, colour and lumen unit levels along with an assessment of any impacts on nearby ecological and residential receptors. The strategy needs to show what the development would look like in the dark. Such schemes should demonstrate that there will be no significant adverse effects on the visibility of the night sky or its intrinsically dark landscapes.

**In all areas particular care must be taken to avoid light spill onto water bodies and wildlife sites.**

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<sup>101</sup> Night Blight: [Night Blight 2016: Mapping England's Light Pollution and Dark Skies - CPRE](#)

It should be noted that this policy refers to all sources of lighting – for example electric hook up points at moorings, residential development and camp sites.

The current International Dark-Sky Association criteria consist of Five Principles for Responsible Outdoor Lighting, and this implicitly includes indoor lighting that illuminates the outside. These are:

- 1) All light should have a clear purpose. This purpose should be identified before a light is installed or replaced. Consider the impact of the light on wildlife and the environment and consider the use of reflective or luminous markers for signs, curbs, and steps.
- 2) All light should be targeted. Use shielding and careful orientation so that light does not spill beyond where it is needed.
- 3) Light should be no brighter than necessary. Use the lowest light level required and consider whether the lit surfaces will reflect light into the sky. Use dimmers if different light levels are needed.
- 4) Light should be used only when it is useful. Use timers and motion detectors (e.g. PIRs) to ensure that light is available when it is needed and is turned off at other times. Lights should turn off a maximum of 5 minutes after motion ceases.
- 5) Use the warmest colour with the lowest *Correlated Colour Temperature* [CCT] possible. In practice, this means that external lighting should have a maximum CCT of 2700K (2200K preferred) unless there is an identified requirement for a higher CCT.

Essentially there are two ways of avoiding light pollution in new developments. Firstly, at the design stage, features that have the capacity to contribute to light pollution are either not included or ‘designed out’ of the scheme at an early stage or are effectively mitigated. Secondly, any required lighting follows the ‘right light, right place, right time’ philosophy. The key message therefore is that ‘designing out’ is avoiding the problem, which is the preferable solution, whilst the provision of blinds or louvres is ‘mitigation’.

When considering lighting as part of a scheme, applicants need to consider the following early in the design of a scheme, with an assessment and plan showing lighting proposed and how it will look at night, submitted with the planning application:

- Which zone are you located in?
- Do you need light in the first place, and if so, why?
- What is the lighting task/area to be lit?
- Are you over lighting? What is the minimum lighting you require?
- If lighting is required, is it designed to not add to sky glow and minimise glare and not result in intrusive light, and not over illuminate? How?
- How will you ensure the lighting only be on/activated when it is needed?
- For windows, rooflights and glazed facades, what mitigation will be included in the scheme?

Windows need effective curtains or blinds, and internal light units that are lower than the top of windows need to be appropriately shaded. Those ‘windows’ that are angled upwards, such as roof lights and lantern lights, either need to be designed out of the structures or to have integral blinds or louvres that can be closed at night to prevent light pollution. In some situations, extensive floor to ceiling or floor to gable glazing, which can be common in some modern dwelling designs, may be proposed. Whilst passive energy gain can be beneficial, extensive areas of floor to ceiling glazing also clearly have the capacity to emit a considerable amount of light at night above the horizontal, which is not acceptable. Therefore, for buildings on the edge of villages or in relatively isolated locations, large areas of extensive glazing can detract significantly, and arguably disproportionately, from the objectives of mitigating the negative impacts of artificial light at night. In addition, when lantern and roof lights are proposed in relatively inaccessible positions, this makes the manual operation of blinds or louvres impracticable. In these situations, the blinds or louvres should be automatically operated by light sensitive switches, to close at dusk.

In terms of the information required as part of planning applications, the Authority requires illustrated and written description of the detailed Lighting Concept for all external lighting including street and amenity lighting, illuminated signage and media, building and landscape lighting and the illumination of art and internal lighting. For larger scale developments, it will be necessary to require that a lighting strategy and a specification is included within applications, to demonstrate that schemes, would be Dark-Sky compliant, once implemented.

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

### **Important guides**

Guidance Note 1 for the reduction of obtrusive light, ILP, 2021:

<https://theilp.org.uk/publication/guidance-note-1-for-the-reduction-of-obtrusive-light-2021/>

Guidance Note 8 Bats and Artificial Lighting, ILP, 2023

<https://theilp.org.uk/publication/guidance-note-8-bats-and-artificial-lighting/>

Guidance Note 9 Domestic exterior lighting: getting it right, ILP, 2019

<https://theilp.org.uk/publication/guidance-note-9-domestic-exterior-lighting-getting-it-right/>

PLG05 The Brightness of Illuminated Advertisements, ILP, 2023

<https://theilp.org.uk/publication/plg05-the-brightness-of-illuminated-advertisements/>

PLG04 Guidance on undertaking environmental lighting impact assessments, ILP, 2013

<https://theilp.org.uk/publication/plg04-guidance-on-undertaking-environmental-lighting-impact-assessments/>

CIE Obtrusive Light 2nd edition

<http://cie.co.at/publications/guide-limitation-effects-obtrusive-light-outdoor-lighting-installations-2nd-edition>

CIE Minimising Skyglow+-

<http://cie.co.at/publications/guidelines-minimizing-sky-glow>

## 25 Transport

### Policy PUBSP8: Accessibility and Transport

1. Development will be well located and designed to maximise the use of sustainable forms of transport appropriate to its particular location.
2. All new development is required to address the transport implications of that development.
3. Development proposals need to contribute towards an efficient and safe transport network that offers a range of transport choices for the movement of people and goods.
4. Development proposals need to consider the needs of all users, including physically disabled people, people with visual impairments, and neurodiverse people in the design of streets and movement routes.
5. Improvements to transportation to access facilities, services and settlements within the Broads will be sought in a manner and at a level which is compatible with sustainability objectives and the [special qualities](#) of the Broads.
6. Integration between all modes of transport will be sought to encourage the community and visitors to arrive and travel within the Broads via sustainable modes of transport.
7. Within the Broads area, particular improvements required include:
  - a) The improvement of access to and views of the waterside by the introduction of additional footpaths and cycle ways, subject to these not having a direct adverse impact on habitats sites or other designated sites or increasing access such that it will have an adverse impact;
  - b) The promotion of access to enjoy the built, historic, and cultural landscape; and
  - c) The creation of sustainable transport links to/from settlements.

### Reasoned Justification

Fundamentally, this Local Plan and the policies in the transport section are designed to contribute to the Government's aims of decarbonising the transport system, as set out in the Government's [Transport decarbonisation plan](#).

Parts of the Broads are rural, and other parts are more urban, albeit on the edge of settlements. While using the car in rural areas is often the only practical way to get around, the policy promotes the use of more sustainable modes of transport, in particular, active travel<sup>102</sup>. The benefits vary from reduced air pollution, reduced emissions contributing to climate change, an active lifestyle benefitting health, less congestion and less money spent on fuel.

Visitors to the Broads arriving by private car can cause seasonal congestion during the summer travel period, particularly in and around towns that act as a focus for attractions and provide easy access to the rivers or broads. This results in increased pressure in terms of demands for visitor attractions, accommodation, road space and parking. It creates a contradictory impression to visitors who expect the Broads to be tranquil and not an area of dense traffic and

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<sup>102</sup> Active travel simply means making journeys in physically active ways - like walking, wheeling (using a wheelchair or mobility aid), cycling, or scootering.

congestion and can have a damaging impact on the local economy, environment, and people's health. Through traffic will be encouraged to find alternative routes away from visitor and residential areas and this can be achieved through measures including improved signage.

The improvement of interchanges between passenger transport, walking, wheeling, and cycling facilities, seasonal road and water bus services and boats between rail stations, town centres, tourist attractions, and moorings, and bespoke provisions such as a Broads Hopper bus service, are all measures that may be considered appropriate and that would reduce car-based travel within the area. Developers can contribute by encouraging modal shift, for example with a travel plan and by providing infrastructure and ensuring provision is made, for example cycle routes, when making changes.

The Broads area is crossed by several major transportation links, including the A47 trunk road east of Norwich and south of Great Yarmouth, and by several other important roads. However, as a predominantly rural area, access to the villages, rivers and broads is usually off minor roads and this can be a constraint on development of isolated sites.

Employees of visitor facilities and Broads businesses also have to travel within the area.

### **Delivery and implementation of the policy**

Any improvements to access would need to consider the needs of disabled people.

The Authority seeks to encourage access to the area by bicycle. This promotes quiet and sustainable access in a manner compatible with the National Park ethos, while encouraging visitors to consider the impact of their activities on an ecosystem vulnerable to climate change. The improvement of walking, wheeling and cycling facilities will support the local economy and the diversification of the tourism industry and will be encouraged.

In determining applications, the Local Transport Plans of Norfolk and Suffolk County Council will be applicable:

- [Local Transport Plan - Norfolk County Council](#)
- ~~Transport strategy and plans – Suffolk County Council~~ [Suffolk's Local Transport Plan 2025 - 2040 - Suffolk County Council](#)

Furthermore, transport and travel related plans of our constituent district will also be applicable. For example:

- [The East Suffolk Walking and Cycling Strategy](#)
- [Suffolk Local Cycling and Walking Infrastructure Plan 2021](#)
- [Suffolk Green Access Strategy 2020-2030](#)
- [Greater Norwich Infrastructure Needs Report for Reg. 19 - final.pdf \(gnlp.org.uk\)](#)
- [Norfolk Walking, Wheeling and Cycling Strategy](#) was adopted in March 2024

National Highways has a recently updated Planning Guide ['Planning for the future: A guide to working with National Highways on planning matters](#). It's best read alongside [DfT Circular 01/2022](#).

#### **Policy PUBSP9: Recreational access around the Broads area**

1. Safe recreational access to both land and water and between the water's edge and the water will be protected and improved through:
  - a) Developing the Public Rights of Way (PRoW) network in line with the recommendations of the Norfolk and Suffolk Rights of Way Improvement Plans, Cycling and Walking Delivery Plan and the [Broads Integrated Access Strategy](#);
  - b) Developing and/or improving access to other areas of the Broads from land and water, where appropriate;
  - c) Identifying and safeguarding potential crossing points of land and water;
  - d) Protecting and improving moorings, staithes, canoe launch pontoons and slipways;
  - e) Creating new moorings and slipways where there is good road access and provision for parking;
  - f) Protecting and creating waterside spaces for informal recreation; and
  - g) Incorporating and developing appropriate measures for disabled people<sup>103</sup>.
2. Improved access will only be permitted where adverse impacts on the natural and historic environment have been considered and addressed in line with other policies in this Local Plan.
3. In line with the [Natural Environment section](#) of this Local Plan, any impact of any proposal on habitats sites will need to be understood and avoided or mitigated (also see National Policy).

#### **Reasoned Justification**

Due to the geography and network of waterways, much of the Broads area is relatively difficult to access. The best – and sometimes only – way to reach many parts of the system is by water. Moreover, links between land and water-based recreational provisions are limited. Historically, many parish staithes had a slipway for use by residents, but many of these have been lost through redevelopment, change of ownership or neglect (see [PUBSSTAITHES](#)). This affects the ability of communities to access the water and of visitors to access the shore. A network of slipways is required with good road access, close to other services and facilities, and offering parking for trailers in discrete locations (see [the policy on recreation facilities parking areas \(PUBDM30\)](#)). Redevelopment of the waterfront often leads to restricted views and loss of access to the water's edge. Opportunities to provide public access to the water's edge and/or into the

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<sup>103</sup> See this for more information: [outdoor-accessibility-guidance-2023.pdf \(pathsforall.org.uk\)](#)

water should be sought when waterside sites are developed, as part of a comprehensive scheme for the site.

Part II of the Countryside and Rights of Way Act (CROW Act) seeks to modernise the rights of way system<sup>104</sup> to reflect current culture and to complement the provisions regarding access to open country. Suffolk and Norfolk County Councils, as local highway authorities, will prepare and publish Public Rights of Way (ProW) Improvement Plans. The [Broads Integrated Access Strategy](#) sits alongside these plans and looks at issues and actions such as access by, across and to water, and its impact on landscape and tranquillity for local residents, visitors, anglers and boat users. There does however need to be no increase in recreational access to habitats sites.

Poor accessibility in the Broads area can be further exacerbated by the geographical nature of the waterways themselves, which dissect much of the area, making it difficult to get from one place to another without having to go around the waterways. The provision of well-designed and appropriately located bridges/crossings will be investigated where they can provide safe crossings of roads by pedestrians and cyclists, or of navigable waterways where navigation will not be impeded.

It is important to be aware of the risk of habitat deterioration and disturbance which could arise from increased access in some locations around the Broads, as well as address this risk – see Natural Environment section.

The following guides may be useful:

- [Inclusive mobility: making transport accessible for passengers and pedestrians - GOV.UK \(www.gov.uk\)](#)
- [Cycle infrastructure design \(LTN 1/20\) - GOV.UK \(www.gov.uk\)](#)
- [BS 8300-1:2018 Design of an accessible and inclusive built environment. External environment - code of practice, British Standards Institution - Publication Index | NBS \(thenbs.com\)](#)

#### **Policy PUBDM29: Transport, highways and access**

1. New development should be designed and located to minimise the need to travel and support a modal hierarchy which prioritises walking, then cycling and wheeling, then public transport, then car clubs, electric vehicles and lastly private fossil-fuelled vehicles.
2. Development proposals that need to be accessed by land shall:
  - a) Be assessed in terms of their impact upon the highway network in respect of traffic capacity, highway safety and environmental impact of generated traffic. As appropriate, mitigation will be required including off-site works, points of access, visibility and turning facilities;

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<sup>104</sup> There are many trails in Norfolk ([www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails](http://www.norfolk.gov.uk/out-and-about-in-norfolk/norfolk-trails)) and Suffolk ([www.discoversuffolk.org.uk/](http://www.discoversuffolk.org.uk/)). The [England Coast Path - East - \(www.NationalTrail.co.uk\)](#) will also pass through and by the Broads.



- b) Incorporate opportunities for increased sustainable public access by a choice of transport modes including by bus, train, foot, bicycle, wheeling or horse, including where possible new access to CROW access land;
- c) Facilitate integration between different modes of travel, especially walking, wheeling, cycling and public transport;
- d) Provide parking in accordance with the relevant adopted standards (see also section on [electric vehicle charging \(PUBDM56\)](#));
- e) protect, maintain and improve existing infrastructure, including closing gaps or deficiencies in the network and connecting communities and facilities;
- f) Consider the needs of all users through inclusive design;
- g) Deter pavement parking;
- h) Where appropriate, be accompanied by a Travel Plan that seeks to improve the accessibility of the developments by non-car modes, the implementation of which will be secured by planning condition or obligation; and
- i) Avoid any adverse effect on dark skies, the amenity, the landscape character, historic environment, protected species, or habitats.

### 3. Transport Assessments and Transport Statements

- a) In appropriate cases, either a Transport Assessment (TA) or Transport Statement (TS) will be required to demonstrate the potential impact of development proposals on the highway and how those impacts might be mitigated. Mitigation can take the form of infrastructure improvements and/or travel planning.

### 4. All developments should demonstrate, where appropriate, that they have adhered to the following criteria:

- a) Located where the use of sustainable transport modes is or can be maximised;
- b) Minimise additional travel demand through the use of measures such as travel planning, safe and convenient public transport, car clubs, walking, wheeling and cycling links, cycle parking and integration with existing infrastructure;
- c) Made allowance for low, ultra-low and zero emission vehicle refuelling/charging infrastructure.

### Facilitating active travel<sup>105</sup>

- 5. Development proposals should facilitate active travel by incorporating measures suitable for the scheme from the design stage. Plans and evidence accompanying applications will demonstrate how the ability to travel by foot or cycle or wheeling will be actively encouraged by the delivery of well designed, safe and convenient access for all both into and through the site. Priority should be given to the needs of pedestrians, cyclists, people with impaired mobility and users of public transport by providing a network of high-quality pedestrian and

<sup>105</sup> Active travel simply means making journeys in physically active ways - like walking, wheeling (using a wheelchair or mobility aid), cycling, or scootering.

cycle routes and green corridors, linking to existing routes and public rights of way where opportunities exist, that give easy access and permeability to adjacent areas.

6. Proposals will, where appropriate,
  - a) provide high quality attractive routes that are safe, direct, legible and pleasant and are integrated into the wider network;
  - b) ensure the provision of appropriate information, including signposting and wayfinding to encourage the safe use of the network;
  - c) encourage the use of supporting facilities, especially along principal cycle routes; and
  - d) make provision for conveniently located and secure cycle parking facilities in new developments (including private homes) and in areas with high visitor numbers across the Broads.

### **Electric Vehicle Charging Points**

7. The provision of electric vehicle charging points is supported, subject to the design and location being appropriate. To protect the dark skies of the Broads, any lighting associated with the charging points needs to be highlighted as part of any application and be thoroughly justified with [the policy on dark skies \(PUBDM28\)](#) being of relevance. See [the policy on the design and location of EV charging points \(PUBDM56\)](#) for more detail.

### **Impact on public rights of way**

8. When determining development proposals, the Authority will safeguard public rights of way and ensure that future routes are not compromised. Development will not be acceptable where it would result in the severance or loss of an existing public route. The Authority, in liaison with relevant partners, will consider proposals for suitable, safe and convenient diversions.

### **Development adjacent to a waterway**

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

### **Development and its context**

8. Proposals shall look beyond their planning application site boundary to see how they fit within the context of travel and transport for the wider area. Proposals should respond to their wider context by identifying key destinations for residents or site users beyond site boundaries. Appropriate connection to these destinations should be considered and priority given to walking, wheeling and cycling routes with every opportunity taken to connect to existing walking and cycling network.
9. The Authority would expect highways design solutions that avoid excessive signage, road paint, and other highways paraphernalia, etc and are landscape led so far as reasonably

possible. Such designs would of course need to meet all the necessary safety and other requirements.

### **Reasoned Justification**

To maintain the tranquillity and special character of the Broads, the Authority will expect new development to be of a scale and nature appropriate to the adjacent road network and the character of the area. Where a development proposal could have an impact on a trunk road, it will be assessed by Highways England in accordance with policies of the relevant Department for Transport Circular<sup>106</sup>.

Traffic congestion is a problem in parts of the Broads. To minimise the impact of new development on congestion, proposals should incorporate measures that enable the development to be accessed by a choice of transport modes and that provide adequate levels of parking. Discussions will be had with the relevant district and relevant county council about the parking standards to apply (some districts have their own parking standards).

In terms of airborne pollutants, the Government's Interim Guidance on PM2.5 (or successor document) could be of relevance.

### **Transport Assessments and Transport Statements and Travel Plans**

Transport Assessments (TA) are comprehensive reports that consider the potential impact of significant developments on transport networks and recommend appropriate mitigation required to make the development acceptable in transport terms. Mitigation can be of a form that enables walking, wheeling, and cycling, public transport, or finally road safety/capacity improvements. Travel Planning is also used to promote modal shift and reduce the impact of development.

Transport Statements (TS) are a less detailed alternative to TAs, usually with a smaller study area. They have the same aim as TAs but are used to consider impact and required mitigation of less significant development proposals.

There will also be situations where the transport issues relating to a development proposal are limited, and no formal assessment is necessary.

Norfolk and Suffolk County Councils may set thresholds for which a TA or TS are required. In general, however, a Transport Statement (TS) is for development that has relatively small transport implications, and a Transport Assessment (TA) is for development that has significant transport implications. We will decide the appropriate level of assessment on a case-by-case basis, with regard to:

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<sup>106</sup> currently 02/2013: THE STRATEGIC ROAD NETWORK AND THE DELIVERY OF SUSTAINABLE DEVELOPMENT: [www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development](http://www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development)

- the scale of the proposed development and its potential for additional trip generation;
- existing intensity of transport use and the availability of public transport;
- proximity to nearby environmental designations or sensitive areas;
- impact on other priorities/strategies (such as promoting walking, wheeling and cycling);
- the cumulative impacts of multiple developments within a particular area; and
- whether there are particular types of impacts around which to focus the Transport Assessment or Statement (e.g. assessing traffic generated at peak times).

The need for and level of formal transport assessment will be determined in consultation between the developer and the relevant authorities (Local Planning Authority, Local Highways Authority, Local Transport Authority and National Highways). See policy [PUBSSROADS](#).

A Travel Plan should be submitted as part of any planning application where the proposed development has significant transport implications. This should illustrate the accessibility of the site by all modes of transport, indicate the probable modal split of journeys to and from the site, and provide details of any proposed measures to improve access to the site by public transport, walking, wheeling and cycling. Further guidance is available in the NPPG<sup>107</sup> and from Norfolk<sup>108</sup> and Suffolk<sup>109</sup> County Councils.

### **EV Charging**

Building regulations have been updated to set requirements for electric vehicle charging points for residential and non-residential schemes. The parking standards from Norfolk and Suffolk County Council also refer to electric charging point standards. As such, no standard is set in this policy. The policy does however refer to design and location and lighting and dark skies. [The policy on the design and location of EV charging points \(PUBDM56\)](#) relates to electric vehicle charging points and the risk of fire and design and location.

### **Active Travel**

Given the climate change emergency, the cost of fuel and concerns about the general health of the nation, walking and cycling, and to some extent, wheeling are modes of travel that address all these issues. Active travel is therefore a key consideration in this policy.

### **Context of the site**

In terms of understanding the context of the site and looking outside of the red line of the planning application, this relates to where people using the site will go to access services and facilities as well as how people will get to the site. Additional to this is how the site can help with access and travel through to get to services and facilities and how the scheme can aid this rather

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<sup>107</sup> Travel Plan Guidance: [www.gov.uk/guidance/travel-plans-transport-assessments-and-statements](http://www.gov.uk/guidance/travel-plans-transport-assessments-and-statements)

<sup>108</sup> Norfolk Travel Plans: [www.norfolk.gov.uk/roads-and-transport/alternative-ways-to-travel/travel-plans](http://www.norfolk.gov.uk/roads-and-transport/alternative-ways-to-travel/travel-plans)

<sup>109</sup> Suffolk Travel Plans: [www.suffolk.gov.uk/planning-waste-and-environment/planning-and-development-advice/travel-plans](http://www.suffolk.gov.uk/planning-waste-and-environment/planning-and-development-advice/travel-plans)

than become an obstacle. Schemes will need to show how they have identified routes to and from key services and facilities.

Some considerations to meet this policy requirement include:

- Design ~~major developments~~ schemes for sites over 10 dwellings or larger than 0.5 hectares around a clear hierarchy of connected streets which are orientated to address key pedestrian desire lines, promote permeability and create a legible environment.
- Use site layouts to link existing streets, paths and cycle routes in the wider area, and to create new cycling and walking and wheeling routes that connect local destinations.
- Make connections and through routes to adjoining land and highways, to improve permeability and to avoid sterilising future sites for development.

Given the sensitive nature of the Broads, and the potential for transport, highways and access interventions to occasionally result in overly engineered solutions (e.g. excessive signage, road paint, and other highways paraphernalia), the policy refers to appropriate design of interventions to reflect the context, without compromising safety.

### **Inclusive Design**

Where the policy refers to inclusive design, in its widest interpretation, this means designing for disabled people and the different modes of transport – inclusivity and integration. Some considerations to meet this policy requirement include:

- Integrate seating, informal play and other functional features into the design of streets and movement routes at all levels of the street hierarchy.
- Design local and tertiary streets as low-speed public realm following homezone/Woonerf street principles to encourage outdoor play and social contact.

### **Public Rights of Way**

Public Rights of Way provide opportunities to encourage walking, cycling and horse riding as safe and attractive modes of transport within the Broads, whether for recreational or other purposes. As valuable transport infrastructure, the Authority will afford them protection from development that is likely to prejudice their current or future use. In the context of the policy, Rights of Way include CROW access land, bridleways, cycle ways, permissive paths, byways (and restricted byways) and roads used as public paths and footpaths. The policy also seeks to safeguard potential future routes from development (policy [PUBSSTRACKS](#) identifies some potential routes). Norfolk and Suffolk PROW information may be of relevance: [About Public Rights of Way - Norfolk County Council](#) and [Green Access Strategy \(Rights Of Way Improvement Plan\) - Suffolk County Council](#).

### **Access to waterways**

Improving and enhancing public access to the waterways is a key objective for the Authority. New development adjacent to the waterway will be expected to facilitate pedestrian access to

and along the waterway, secured by legal obligation where required. This will be particularly appropriate in the case of new residential, commercial and tourism related developments. Extensions and changes of use of existing development may present opportunities to secure enhanced public access, although this will be negotiated on a case-by-case basis, dependent on the nature of the site and the adjoining network of public access.

### **Habitats Regulations**

If a proposal is likely to result in increased vehicular movements and associated emissions that have the potential to affect a habitats site, it will need to be considered in accordance with the Conservation of Habitats and Species Regulations 2017 (~~as amended the Habitats Directive~~) and a project level Appropriate Assessment undertaken. So too will proposals that could increase recreation access to habitats sites. Development that could affect the integrity of a habitats site would not be in accordance with [the Natural Environment policy \(PUBDM15\)](#) of the Local Plan.

### **Trunk Roads**

Where a development proposal could have an impact on a trunk road, it will be assessed by National Highways in accordance with policies of the relevant Department for Transport Circular<sup>110</sup>. Also see policy [PUBSSROADS](#).

### **Parking Standards**

Some districts have their own set parking standards. The County Councils also have their own set parking standards. These will be of relevance when considering a scheme.

#### **Policy PUBDM30: Recreation facilities parking areas**

1. Proposals for recreational facilities are required to consider how users will access these facilities, with access by public transport, walking, wheeling and cycling being preferred where practicable.
2. If these recreation facilities are to be accessed by vehicles, push scooters or bicycles, consideration needs to be given to where these vehicles, push scooters, trailers and bicycles can be safely parked.
3. Limited provision for parking of cars (including trailers) and bicycles to enable use of the facility will be supported, if proposals adequately address the following:
  - i) Recreation facility is readily accessible from the parking area;
  - ii) The parking area is of an appropriate and commensurate size for the facility it serves;
  - iii) High quality design of surface, landscaping and boundary treatments including to address management of water (run off and avoiding pollution);
  - iv) Safe access and visibility into and out of the parking area can be achieved;

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<sup>110</sup> Currently 02/2013: THE STRATEGIC ROAD NETWORK AND THE DELIVERY OF SUSTAINABLE DEVELOPMENT: [www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development](http://www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development)

- v) Impact on designated habitats and priority species;
  - vi) Impact on the local landscape;
  - vii) Provide biodiversity enhancements if appropriate to do so;
  - viii) The provision of litter bins; and
  - ix) Protect dark skies.
4. The Authority would expect an appropriate provision of disabled parking spaces (in line with the relevant parking standard for where any proposal is located).

### **Reasoned Justification**

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

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

### **Delivery and implementation of the policy**

Proposals are required to consider how users will access the facility and consequently where modes of transport will be parked. When deciding on the location of a recreation facility, its accessibility by public transport, cycling and walking and wheeling is a key consideration. If a car needs to be used, opportunities for using existing parking in the vicinity of the facility, with the agreement of the landowner, should be explored. Parking areas will need to be designed in a way that is acceptable in the Broads. Of relevance are the policies in the [landscape section](#) and [design section](#), the policy on [biodiversity enhancements \(PUBDM15\)](#) and the [policy on light pollution \(PUBDM28\)](#) as the areas to which this policy may apply could generally be in more rural areas. They also do not need to be immediately by the particular attraction - a short walk from the car park to the access point is acceptable. Parking areas will need to meet the safety requirements of the Local Highways Authority. Further, to reduce impact on the area, litter bins should be provided and subsequently arrangements made for emptying.

It is not intended that parking standards relating to development such as employment or residential land uses are addressed through this policy approach - this section relates more to the location and design of car parking related to slipways and footpaths for example. The parking design standards of Suffolk and Norfolk County Councils and any district standards remain in place.

The Authority expects proposals to include an appropriate number of disable parking spaces. The policy does not set a standard or threshold for this requirement; the relevant standard set by the district or county council will be used. The design of the disabled spaces will need to follow best practice.



## 26 The Broads economy

### Policy PUBSP10: A prosperous local economy

1. Proposals that contribute towards sustainable economic growth, prosperity and employment will be supported, subject to other policies in this local plan, there being no adverse impacts on the [special qualities](#) of the Broads, and there being sufficient infrastructure to accommodate proposals.
2. To support and strengthen the local and rural economy, the Authority will:
  - a) Support a stock of premises that are suitable for a variety of business activities, for businesses of differing sizes, and available on a range of terms and conditions for businesses with differing resources;
  - b) Protect sites and properties in employment uses from redevelopment resulting in a loss of employment, by supporting and promoting appropriate diversification;
  - c) Encourage appropriate new inward investment and expansion;
  - d) Support the growth of small and micro business;
  - e) Encourage business start-ups – support the growth of entrepreneurial culture; and
  - f) Seek an increase in employment opportunities for local residents, including training and apprenticeships.

### Reasoned Justification

This policy refers to land use classes B2, B8, and E(g)<sup>111</sup> and uses which are deemed ancillary to these uses. The Authority may impose conditions and/or remove permitted development rights to limit the ability to change use to other uses within Use Class E without the need for planning permission.

Many smaller employment areas have an important role for local communities across the Broads and beyond. Their existence is vital in supporting smaller and, in particular, rural communities and providing local employment and services without the need to travel too far. While much of the land which provides local employment is beyond the Broads Authority Executive Area, it will be necessary to protect those areas which do provide employment from inappropriate redevelopment and to retain them in employment use. The loss of employment-generating businesses would increase the need for commuting and reduce the viability, vitality, diversity, and specialist skills of the local economy, contrary to wider sustainability objectives. Retention in employment use would not necessarily preclude all change but would prevent the loss of local opportunities.

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<sup>111</sup> Note: In the event that the Use Classes Order changes during the life of this Plan, then the closest new Use Classes to those previously categorised as B2, B8, E(g) and E Use Classes as a whole will apply for the purpose of applying the above policy, provided such new Use Classes are reasonably similar to the ones being replaced. Should no similar replacement new Use Classes arise, then the description of B2, B8 and E Use Classes as at the date of the adoption of this plan will apply for the purpose of applying this policy, and appropriate conditions or similar mechanisms will be used to enforce such provisions.

Support of the local economy is not only about the boating industry. There are many other businesses and operators within the Broads who rely on visitors and residents for their livelihood. In the longer-term, diversification of the economic base and the tourism offer may provide the best opportunity to sustain local economic viability.

The viability of communities and local economies would be increased by a widening of the economic base, and there is considerable support for the promotion of diversification, both within the tourism and agricultural sectors.

Agriculture is undergoing a period of substantial change because of reforms to the support mechanisms, and these will have implications for the Broads. Support for agricultural diversification should seek to ensure that the value of the landscape and conservation interest is maintained.

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

#### **Policy PUBDM31: New employment development**

1. Proposals for new employment uses (classes B2, B8, and E(g)<sup>112</sup>), or the extension of existing premises used for employment uses, will be approved subject to meeting all of the following criteria and other relevant policies of the development plan:
  - a) The site is located within a development boundary or within ~~or adjacent to~~ existing employment sites or is a building that has a lawful employment use. For proposals adjacent to existing employment sites, that are outside of development boundaries, the Authority will require justification;
  - b) Proposals do not have an adverse impact on landscape character, habitats sites and biodiversity or the historic environment;
  - ~~c) Site planning, layout and servicing arrangements are developed comprehensively;~~
  - d) The use does not adversely affect [amenity \(PUBDM27\)](#) with particular attention paid to noise, disturbance from traffic, hours of operation, external storage, [light pollution \(PUBDM28\)](#), vibration or airborne emissions including odours;
  - e) The development is of a size and scale commensurate with the proposed use;

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<sup>112</sup> Note: In the event that the Use Classes Order changes during the life of this Plan, then the closest new Use Classes to those previously categorised as B2, B8, E(g) and E Use Classes as a whole will apply for the purpose of applying the above policy, provided such new Use Classes are reasonably similar to the ones being replaced. Should no similar replacement new Use Classes arise, then the description of B2, B8 and E Use Classes as at the date of the adoption of this plan will apply for the purpose of applying this policy, and appropriate conditions or similar mechanisms will be used to enforce such provisions.

- f) The proposal meets the requirements of the Broads Authority Design Guide/code SPD<sup>113</sup> (or successor document) if relevant;
- g) The site is capable of being satisfactorily accommodated within the highway network;
- h) The site has been designed to promote user accessibility by walking, wheeling, cycling and public transport;
- i) The layout of the site has suitable space for landscaping, parking (including appropriately, designed and located cycle and wheeling parking and also including for large vehicles where appropriate), loading and unloading and any other operational requirements, and responds to natural drainage flow patterns;
- j) The development is sustainable in its energy usage, water use (see next point), environmental impact, waste management, flood risk and transport implications;
- k) Major non-household developments (over 1,000 sqm) that require significant non-domestic water use need to produce a Water Resources Assessment and undertake early discussions with the relevant water company (Anglian Water or Essex & Suffolk Water) to ascertain water availability and feasibility of their scheme, and also demonstrate how they will reduce water demand;
- l) Adequate protection of groundwater and other watercourses/bodies from pollution from the storage, handling or use of chemicals can be demonstrated to the satisfaction of the Environment Agency;
- m) The proposal does not use the best and most versatile agricultural land (grade 3a and above) (also see [peat policy \(PUBDM12\)](#));
- n) The proposal does not **have an adverse impact unduly** on the viability or functionality of farms; and
- ~~o) The proposal makes effective use of previously developed land.~~

2. [The policy on BREEAM \(PUBDM55\)](#) may be of relevance to some schemes.

3. Proposals **that are expected to** improve resilience and adaptation to climate change as well as provide enhanced environmental benefits **would be welcomed**, subject to other policies in the Local Plan.

#### 4. **Live-work units**

a) Proposals for live-work units **should also need to** be in accordance with the housing policies in this Plan.

#### 5. **Home based businesses**

a) The use of part of a residential property, a small-scale extension, the use of ancillary buildings where they are well related to existing buildings or, where no suitable buildings exist, new outbuildings within the domestic curtilage, for a small-scale home-based business

<sup>113</sup> [Design Guide and Code SPD](#) available at [Supporting documents and evidence \(broads-authority.gov.uk\)](#)

will be permitted where there is no adverse impact on the landscape or the amenity of the area or on the occupiers of neighbouring properties.

## 6. Class E(g) use

- a) The Authority may impose conditions and/or remove permitted development rights in order to limit the ability to change use to other uses within Use Class E without the need for planning permission.

### Reasoned Justification.

The NPPF says that Local Plans should support a prosperous rural economy. The Employment Topic Paper<sup>114</sup>, which assesses the Employment Studies of the Authority's constituent Councils, concludes that there is no requirement for the Broads Local Plan to allocate sites for employment use. As such, this criteria-based policy seeks to guide proposals for new employment development.

The National Parks Circular (2010) recognises that conserving and enhancing the natural beauty, wildlife and cultural heritage and supporting vibrant, healthy and productive living and working communities need not be in conflict. It is important that employment is supported in a way that is consistent with Broads Authority objectives and the area's mostly rural nature. The policy brings together the important considerations when seeking to develop employment related schemes in a protected landscape.

The policy seeks new employment sites within development boundaries or within existing employment sites as a preference; the ultimate aim being to make effective use of brownfield land. If proposals are adjacent to existing employment sites, the Authority the applicant must justify why the proposal needs to be located there.

Anglian Water have advised that they can no longer guarantee to supply non-domestic water requirements for intensive/high water consumptive uses such as manufacturing/ food processing and production, due to water supply being squeezed by abstraction reduction, climate change and a fast-growing population. Therefore, where new and unplanned non-domestic requests are received, which exceed 20,000 litres per day (0.020 Ml/d) (this may be less, dependent on the availability of water in that area) Anglian Water will need to decline the request for more water there might be the need to decline in order to protect existing supplies and the environment. Their regulatory position means they are unable to supply new non-domestic demands if this jeopardises domestic supplies for existing and new residential customers and businesses. As a result of limited water availability, they are undertaking more modelling and decisions on non-household growth looking at available headroom in the water resource zones. They are looking to work together with new or expanding non-household users

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<sup>114</sup> Found under Evidence/supporting documents at [Local Plan for the Broads - Review \(broads-authority.gov.uk\)](https://broads-authority.gov.uk)

that are requesting significant non-domestic water supplies to find solutions such as opportunities for water recycling, reuse, and final effluent reuse.

Similarly, Essex & Suffolk Water also advises that businesses should not assume that Essex & Suffolk Water can meet all new non-domestic water demand in the Blyth or Northern Central Water Resource Zones.

As such, major non-household developments that require significant non-domestic water use need to liaise with the relevant water company about availability and produce a Water Resource Assessment which shall be shared with the relevant water company as any application is considered.

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

The [Marketing Guide](#) may be of relevance.

Proposals for new development on waterside sites will also be assessed against Policy [PUBDM34 - development on waterside sites](#).

Policies in the [Natural Environment section](#) relating to biodiversity and the [Biodiversity Enhancements Guide](#) (or successor document) may be relevant, as new build could provide the opportunity for biodiversity gain.

This policy also applies to change of use or conversion to employment. [PUBDM62 on re-use, conversion or change of use of buildings](#) may also be of relevance.

[In terms of airborne pollutants, the Government's Interim Guidance on PM2.5 \(or successor document\) could be of relevance.](#)

#### **Policy PUBDM32: Protecting general employment**

1. Sites and properties currently in employment use will be protected by permitting:
  - a) The re-use for employment uses in the first instance or, subject to demonstrating (through a statement to accompany planning applications, see supporting text) that such uses are unviable,
  - b) Community facilities or services in the second instance (see policy [on visitor and community facilities and services \(PUBDM58\)](#)). Only if it has been demonstrated that these are not required or feasible in these locations, will tourism and recreation be considered.
2. Alternative uses not falling within (a) and (b) will only be permitted where it is demonstrated to the satisfaction of the Authority that:

- c) The use of the site and/or buildings for uses listed in (a) or (b) above cannot be continued or made viable in the longer term; and
  - d) The development would not compromise the operation of remaining employment uses adjacent to the site; and
  - e) The proposal provides benefits that significantly outweigh the loss of land for employment uses; and
  - f) In relation to proposals for new retail uses/other E Use Classes, other than E(g), the proposal is compliant with the sequential approach to site selection as defined in the NPPG/NPPF or the retail floor space would be ancillary to services at a boatyard. Planning conditions will be used to ensure any approved floor space remains ancillary to the primary use.
3. Proposals for residential development will be considered in accordance with the relevant housing policies in the Plan.

#### **Business diversification**

4. Business diversification to provide a range of employment uses will be permitted where:
- g) It is demonstrated that the business use of the existing site to be diversified is no longer required for its most recent or other former purpose;
  - h) The uses proposed are complementary in scale and kind and support the original business;
  - i) There is no loss of local or visitor facilities;
  - j) The proposed uses would not have an unacceptable impact on the local transport network;
  - k) Proposals do not have an adverse impact on landscape character, habitats sites and biodiversity or the historic environment; and
  - l) The proposal is in accordance with other policies of the Local Plan.
5. New build development as part of a business diversification will only be permitted when it can be demonstrated to the satisfaction of the Authority that the diversified use cannot be accommodated through the conversion of an existing building. Diversification proposals shall not involve a significant amount of new build development. Any new buildings will need to be fully justified and must relate well to existing buildings. Policy [PUBDM31 on new employment development](#) may be of relevance to any new build element.

#### **Waterside sites**

6. In the case of waterside sites, including boatyards, development proposals will also be determined against [Policy PUBDM34: Development on waterside sites in employment or commercial use, inc. boatyards](#) and will, where appropriate, ensure the retention of facilities for water access and mooring.

#### **Class E(g) use**

7. The Authority may impose conditions and/or remove permitted development rights to limit the ability to change use to other uses within Use Class E without the need for planning permission.

### **New built development**

8. Policy [PUBDM31 on new employment development](#) and [Policy PUBDM55: Non-residential development and BREEAM](#) may be of relevance to any new build element.

### **Reasoned Justification**

This policy refers to land use classes B2, B8, and E(g)<sup>115</sup> and uses which are deemed ancillary to these uses.

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

### **Delivery and implementation of the policy**

The policy establishes a sequential approach to protecting general employment sites and properties, and to permitting their change of use or redevelopment to other uses. To prevent the loss of established employment sites and properties, proposals to redevelop them to uses related to community facilities or to sustainable tourism and recreation uses will only be permitted if it can be demonstrated that employment uses are unviable. Only then will alternative uses be permitted, again subject to demonstrating that employment, tourism, recreational or community uses would be unviable.

Applications should be accompanied by a statement, completed by an independent chartered surveyor, which demonstrates that existing employment uses are not viable. The level of detail and type of evidence and analysis presented should be proportionate to the scale and nature of the site and/or property in question. The statement should provide an assessment of the current and likely future market demand for the site or property, and details of the attempts to market it at a reasonable price or rate for a sustained period of 12 months and its value. It should

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<sup>115</sup> Note: In the event that the Use Classes Order changes during the life of this Plan, then the closest new Use Classes to those previously categorised as B2, B8, E(g) and E Use Classes as a whole will apply for the purpose of applying the above policy, provided such new Use Classes are reasonably similar to the ones being replaced. Should no similar replacement new Use Classes arise, then the description of B2, B8 and E Use Classes as at the date of the adoption of this plan will apply for the purpose of applying this policy, and appropriate conditions or similar mechanisms will be used to enforce such provisions.

demonstrate that all available opportunities of grant funding and financial support to help retain the employment use(s) have been fully explored and none are viable, and that interventions to improve the attractiveness of the site for employment uses are not feasible. It should also justify the need for the alternative proposed use in this locality and show how the proposed redevelopment would not compromise the primary employment function of the locality or the operations of neighbouring users. The statement will be independently reviewed, entirely at the applicant's expense. The [Marketing Guide](#) may be of relevance.

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

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

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

The Authority recognises the importance of allowing enterprises to appropriately diversify and generate new income streams to ensure their continued viability. Nevertheless, it is essential that the diversification is carefully managed, so it does not harm landscape character, adversely affect the original operation, or have a detrimental impact on the tranquillity of the Broads by resulting in an unacceptable impact on the transport network or unacceptable levels of traffic and noise. Additionally, development proposals that could have an adverse effect on the integrity of a protected site would not be deemed appropriate in accordance with policy [PUBDM15 on the Natural Environment](#). Existing buildings will be used to accommodate the diversification unless it has been demonstrated that this cannot be achieved. Reasons for this could include, for example, floorspace requirements, structural condition, or impact on neighbouring amenity. New build development as part of diversification will only be permitted where it is regarded as the only viable option. Proposals to diversify to a tourism use will also be assessed against policy [PUBDM36: Sustainable Tourism](#).



### **Policy PUBDM33: Farm diversification**

1. Farm diversification to provide a range of employment uses within established farm holdings will be permitted where:
  - a) The uses proposed are complementary in scale and kind and support the original farm operation;
  - b) The uses proposed are compatible with, but evidenced to be subsidiary to, the agricultural operations on a farm, and that the development is operated as part of the overall agricultural holding;
  - c) The diversification is supported by detailed information and justification that demonstrates that the proposals will contribute to the viability of the farm as a whole and its continued operation. Information should be of a scale appropriate to the size of development;
  - d) The uses proposed in terms of their scale, nature, location and layout do not detract from or prejudice the existing agricultural undertaking or its future operation;
  - e) There is no loss of local or visitor facilities;
  - f) The proposed uses would not have an unacceptable impact on the local transport network;
  - g) Where the proposal involves the re-use of a building formerly used for agricultural purposes, it is demonstrated that the agricultural use of the building or the site on which it is located is no longer required for its most recent or other former purpose;
  - h) It is in an appropriate location for the proposed use, and it is of a scale appropriate to its location;
  - i) Scale of activities associated with the proposed use is appropriate to the rural character of the area;
  - j) It is of a scale appropriate to the business need; and
  - k) The proposal is in accordance with other policies of the Local Plan.
2. In all cases, regard will be given to the cumulative impacts resulting from the original farm operation and any diversification in place.
3. Many farms contain historic buildings and/or refer to historic farming practices. Any proposals for farm diversification will need to comply with policies in the [Historic Environment section](#), where appropriate, to help protect the historic environment.
4. Proposals for farm diversification need to be accompanied by an agricultural diversification statement covering the requirements set out in the supporting text to this policy.

### **New development**

5. The Authority expects existing buildings to be converted rather than requiring new development. Any new buildings will need to be fully justified and should relate well to existing buildings or farm group.

6. New build development (including temporary structures) as part of farm diversification will only be permitted when it can be demonstrated to the satisfaction of the Authority that the diversified use cannot be accommodated through the conversion of an existing building.
7. Diversification proposals shall not involve a significant amount of new build development.
8. Development should be complementary in scale and kind to the main farm operation and site area and must not prejudice the existing or future agricultural operations.
9. Any new building (and parking and other structures/storage) must be modest in scale, sited in or adjacent to an existing group of buildings, be of compatible design, and blend into the landscape (design, siting and materials) and take into account the special characteristics of the farmstead.

#### **Farm shops**

10. Farm shops will only be acceptable where a significant proportion of the range of goods for sale is produced on the farm. The retail policy of the Local Plan may be of relevance.

#### **Reasoned Justification**

Farming is integral to the long-term sustainability of the Broads. It is of economic value and provides employment opportunities, as well as contributing to managing the special landscape character of the Broads and helping to maintain biodiversity. For these reasons, the Authority recognises the importance of allowing farming enterprises to appropriately diversify and generate new income streams to ensure their continued viability.

Nevertheless, it is essential that the diversification of farming is carefully managed, so it does not harm landscape character, adversely affect the original farm operation, or have a detrimental impact on the tranquillity of the Broads by resulting in an unacceptable impact on the transport network or unacceptable levels of traffic and noise. Indeed, the Authority encourages farm operators to use the benefits that any diversification brings for environmental betterment. Additionally, development proposals that could have an adverse effect on the integrity of a protected site would not be deemed appropriate in accordance with policy [PUBDM15](#).

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

Camping, glamping and other 'light touch' accommodation types have become popular in recent years. They are often presented as minimal or 'low impact' forms of development, however whilst the tents, yurts or other structures may have a sense of impermanence around them,

these sites usually require some form of permanent infrastructure to support the use (for example toilet and shower facilities, mains connections and parking areas), and these tend to have a more significant impact on the character and appearance of an area. Furthermore, they remain when the tents and other lightweight structures are removed at the end of the season, so introduce a form of permanent development which contrasts with the 'light touch' accommodation they support. It is important to consider the cumulative impacts of tourism and recreation proposals on landscape character, nature conservation value and local transport movement.

### **Delivery and implementation of the policy**

Farm diversification programmes need to include an agricultural diversification statement to accompany the planning application. This explains how proposals comply with the National Planning Policy Framework as well as local plan and neighbourhood plan policies. The statement needs to address each of these points:

- a) Explain how the proposal maintains the viability of the farm and how it links to other business plans for the farm.
- b) Explain how the use and scale of the proposal relates to the setting of the farm and to predominant agricultural activities on the farm.
- c) Demonstrate how the proposal will contribute to the viability of the farm as a whole.
- d) Explain how the proposal will sustain the long-term operation of the farm business and support continuation of farming activity.
- e) Explain how the proposal will not compromise the working of the farm business.
- f) Explain how the proposal will remain ancillary and subordinate in scale to the farming business.
- g) Explain how the proposal would create employment for the local community and jobs more generally.
- h) Explain how the conversion of existing buildings will be undertaken sympathetically to the character of the farm.
- i) For farm shops, identify the products produced on site or locally.
- j) Explain why that location on the farm has been chosen for diversification.
- k) Provide an annotated map of the farm showing what each area is currently used for.
- l) Provide an annotated map of the farm showing what each area will be used for if the application is permitted.

Proposals to diversify a farm to a tourism use will also be assessed against policy [PUBDM36](#): Sustainable Tourism.

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

Applications need to be accompanied by full details of the farm business and information on how the diversification will help the farm business.

In terms of viability requirements set out in the policy, the Authority's [Viability Guide](#) (or successor document) will be of relevance. Applications should be accompanied by a viability statement, completed by an independent chartered surveyor. The level of detail and type of evidence and analysis presented should be proportionate to the scale and nature of the site and/or property in question. The statement will be independently reviewed, entirely at the applicant's expense.

In cases where it seems that farming will not be or is not the main activity, we may need to understand the area of farming activity and diversification activity.

The Authority will also need to understand if the diversification activity is becoming a business or tourism site itself. If so, it might not be farm diversification compliant and would need to be assessed against other relevant policies in the [Economy](#) and [Tourism](#) sections of the Local Plan.

To prevent businesses being sold separately, or severed, it may be necessary to tie the proposed use to the agricultural business/main farm business and/or holding through condition or legal agreement.

#### **Policy PUBSP11: Waterside sites**

1. A network of waterside sites in employment and commercial use will be maintained throughout the Broads, providing:
  - a) Boating support services;
  - b) Provision of visitor facilities;
  - c) Access to the water;
  - d) High quality environment and provision of high-quality green infrastructure;
  - e) Wider infrastructure to support tourism;
  - f) Recreational facilities (such as moorings and access for anglers); and
  - g) Community facilities.
2. Limited redevelopment of boatyards and other waterside employment or commercial sites for alternative employment or commercial uses will be permitted, subject to retention of a viable level of boatyard facilities on the site and subject to other policies in this local plan, there being no adverse impacts on the [special qualities](#) of the Broads, and there being sufficient infrastructure to accommodate proposals. Uses other than employment or commercial will only be considered once it has been satisfactorily demonstrated that an employment or commercial use is not viable.

## Reasoned Justification

The boating industry has a very prominent role in the Broads, providing for a wide range of recreational and tourist use of the water, and is a key part of Broads' life.

Historically, the Broads Local Plan policies have sought to retain boatyards in boatyard use, and there has been a general presumption against redevelopment for alternative uses. The justification for this, which is still valid, has been to retain and maintain the special character of the area and the balance between water and land-based opportunities for recreation. However, there have been significant changes in the holiday industry, including patterns of leisure, customer expectations and an increase in short breaks, and this has coincided with a period of decline in the traditional Broads holiday.

Most waterside sites are within areas identified as at risk of flooding, and this will be a constraint to alternative uses in many locations. The Authority is also mindful that the marine industry draws services from across Norfolk and Suffolk, supporting its concern that the economic and social impact of diversification within the boatyards or their closure would be felt in the wider Broads area and across a range of businesses. This will need to be considered in determining appropriate alternative uses.

Some smaller boatyards may not be financially viable, and operators may seek alternative uses for their site. The policy seeks retention of such sites in a use that benefits the local economy and provides job opportunities. Any other changes to the use of the site need to be fully justified, with viability evidence provided in support of applications for such changes. If waterside sites do move away from boatyard uses, it is expected that facilities will still be available for boat users. Boatyard facilities referred to in this policy and section include moorings, access into the water, waterside safety provisions and fresh water, pump-out and electricity provision. See [Policy PUBDM34: Development on waterside sites in employment or commercial use, inc. boatyards](#) for more details.

There remain many months of low season availability for angling tourism, extending the visitor season for the benefits of the local community. Any further loss of waterfront access enabling angling would greatly impact the existing limited river bankside access.

### **Policy PUBDM34: Development on waterside sites in employment or commercial use, including boatyards.**

1. Within existing waterside sites, the development of new boatsheds and other buildings to meet the operational requirements of the business will be permitted subject to other policies of the development plan. The Broads Authority Design Guide/code SPD <sup>116</sup> (or successor document) will be of relevance.

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<sup>116</sup> Design Guide SPD link: [Supporting documents and evidence](#)

2. Proposals that improve resilience and adaptivity to climate change as well as provide enhanced environmental benefits would be welcomed, subject to other policies in the Local Plan.
3. The development of new buildings for employment purposes within waterside sites, other than those directly associated with that business, will only be permitted provided that:
  - a) The development would involve a subsidiary part of the site and is compatible with retention of existing uses on the remainder of the site;
  - b) The site is large enough to accommodate the different uses in a manner that would not conflict with each other, and would not have a significant adverse effect on adjoining uses and occupiers;
  - c) The design addresses the requirements of the Broads Authority Design Guide/code SPD (or successor document);
  - d) Given the waterside location, the requirements of the [dark skies policy \(PUBDM28\)](#) are followed; and
  - e) There is no loss of local or visitor facilities, such as moorings, access for angling and access to the waterside.
4. Proposals for the change of use of existing buildings in a waterside site to an employment use not directly associated with that business will only be permitted subject to a, b, c, d and e above and provided that:
  - f) It is demonstrated that the use of the existing building(s) to be re-used is no longer required for its most recent or other former purpose;
  - g) The proposed use is an employment or commercial use that is complementary in scale and kind with existing waterside uses on adjacent sites;
  - h) The proposed use would not prejudice a return to boatyard use.
5. Proposals for a redevelopment of a waterside site which will result in a significant change to the use of the site will only be permitted subject to b, c, d, and e above and provided that:
  - i) It is demonstrated that the existing use is not viable;
  - j) The proposals form part of a comprehensive scheme for the site that retains the site as a unified management unit; and
  - k) The proposed redevelopment does not have a significant adverse effect on adjoining uses and occupiers.
6. Uses other than commercial or employment will only be permitted subject to [Policy PUBDM32: Protecting general employment](#).

7. In all cases, development proposals should, as far as practicable, ensure that waterside commercial uses, including construction activity, avoid increased sedimentation and disturbance to the waterways<sup>117</sup>.
8. Storage of potentially polluting material, for example oils, is proposed and implemented in such a way that pollution is avoided, including during flood events.

### **Reasoned Justification**

For ease of reference, waterside sites in employment or commercial use, including boatyards, are referred to as 'waterside sites' in this policy. Waterside sites are sites which are adjacent to a river, broad, navigable cut, or basin and which are associated with the operation of commercial boat related activities. The range of boat related activities is varied, ranging from boat construction and maintenance to boat hire, but they are all characterised primarily by the functional relationship between the use and the water, and the importance of the water to the use. This policy will cover marinas and other private moorings which are operated on a commercial basis where individual boat owners pay a mooring fee but will not cover private moorings which are associated with an individual dwelling or individual mooring plots.

Waterside sites are in practice a finite resource because whilst new mooring basins or cuts can be dug, there are often strong landscape and natural environment reasons why this is not acceptable. A key example is if the area that is proposed to be dug out is on peat; with its special properties, the peat policy ([PUBDM12](#)) will apply, and this is likely to limit the development potential. It is therefore important to conserve the existing waterside sites for the boatyards and commercial uses which are characteristic of the Broads, and which contribute so significantly to its economy and attraction to the visitor. Waterside sites provide a range of vital services used by boat hirers and private owners, including boat maintenance, fuel, pump out facilities and short stay moorings.

For the purposes of this policy, the definition of waterside sites is not limited only to the waterside buildings within which these activities take place but will include surrounding land and ancillary buildings which are currently used (or were last used) in connection with the enterprise. The reason for this is that a boatyard or other waterside site in a commercial use will need land for associated uses such as storage, hard standing and parking to support the commercial use. This land does not need to be immediately adjacent to the water, however it does need to be close and convenient to the main business and usually forms part of the main site. The change of use of this land to other non-related purposes or development will reduce the capacity and resilience of the boatyard site and cumulative incremental change can reduce viability as the site becomes too small and/or constrained to function effectively.

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<sup>117</sup> Pollution prevention for businesses [www.gov.uk/guidance/pollution-prevention-for-businesses](http://www.gov.uk/guidance/pollution-prevention-for-businesses)

Many boatyard uses are classed as ‘general industrial’ uses and fall within a Class B use and class E(g) of the Town and Country Planning (Use Classes) (Amendment) (England) Order 2010 where some permitted development rights apply which permit change to other uses within Class B and E. This policy does not alter this, and any such changes are outside its remit. The land use changes covered by this policy are those for which planning permission is required. Due to the importance of these waterside sites to the local economy and character of the Broads, the Authority will seek to make sure these sites are retained in commercial use wherever possible.

Nevertheless, the [special qualities](#) of the Broads dictate that away from these sites there are a limited number of suitable sites that could accommodate the changing circumstances of businesses and their needs to diversify. It is important to strike a balance between protecting waterside sites in commercial use and allowing businesses to diversify or relocate. Accordingly, proposals that seek to establish other employment uses within a boatyard will be permitted provided that the proposed development would not erode the character of the site, compromise the viability of established uses, or restrict or reduce opportunities for use of the waterways.

### **Delivery and implementation of the policy**

To protect boatyard and other waterside sites in commercial use, any proposal for change of use will need to demonstrate robustly that the land which is being proposed for the new use is no longer required for boatyard, employment, or commercial use.

Where a viability assessment is required, applications should be accompanied by a statement, completed by an independent chartered surveyor, which demonstrates that existing uses are not viable. The level of detail and type of evidence and analysis presented should be proportionate to the scale and nature of the site and/or property in question. The statement should provide an assessment of the current and likely future market demand for the site or property, and details of the attempts to market it at a reasonable price or rate for a sustained period of 12 months and its value. It should demonstrate that all available opportunities of grant funding and financial support to help retain the existing use(s) have been fully explored and none are viable, and that interventions to improve the attractiveness of the site for the existing uses are not feasible. It should also justify the need for the alternative proposed use in this locality and show how the proposed redevelopment would not compromise the primary function of the locality or the operations of neighbouring users. The statement will be independently reviewed, entirely at the applicant’s expense. Please see our [marketing and viability guide](#) (or successor document) for more details.

Waterside sites in commercial use may be affected by flooding. Policy [PUBDM8](#) on flood risk will be of particular importance in determining applications to change the use. The policy also includes cross reference to policy [PUBDM28](#) on dark skies.



Policy [PUBDM46](#) on residential moorings states that boatyards and marinas (subject to the locational and other criteria within that policy) could be suitable areas for residential moorings.

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

It is also important to note that works near a main river may require an environmental permit.

## 27 Retail

### Policy PUBDM35 – Retail development in the Broads

1. Support will be given for maintaining and enhancing the vitality and viability of town centres and local/district centres.
2. Within designated centres (which may be designated in the relevant district's council's Local Plan or within this Local Plan), proposals for retail and other town centre development of a scale appropriate to the retail hierarchy as set out in district council Local Plans will be supported provided that development respects the character of the centre, including its special architectural and historic interest, and assists in maintaining its existing retail function.
3. Proposals for main town centre uses outside of town centres and across the Broads Authority Executive Area will be considered in accordance with:
  - a) The sequential test requirements as set out in national policy and the policies of our District Councils; and
  - b) The relevant policies and retail hierarchy of the local plan of the district in which the proposal is located, including in particular, the relevant adopted floorspace threshold if there is one<sup>118</sup>; and
  - c) The most up to date retail evidence of the District Council within which area the proposal is located; and
  - d) Relevant development plan policies; and if
  - e) There would be, either individually or cumulatively, no significant adverse impact on the retail function, viability, and vitality of centres (whether in or out of the Broads Authority Executive Area);
4. The catchment area used to assess impacts (including which centres within this catchment area which are to be assessed) will be agreed with the Authority on a case-by-case basis depending on the scale and type of the proposal and its location relative to other centres<sup>119</sup>. The sequential test set out in the NPPF will cover the whole of the identified centre and the entire settlement<sup>120</sup>.
5. Development in the countryside will only be supported where it will help to sustain an existing business, including farm diversification schemes (see policy [PUBDM33](#)) and it meets the requirements of the other policies in the development plan.

<sup>118</sup> If there is not a locally set impact threshold see [2024](#) NPPF Paragraph 90. NPPF paragraph 89 may also be of relevance for small-scale rural development.

<sup>119</sup> Due to the nature of the Broads Authority Executive Area boundary, in particular its shape and limits on development, the Area does not form its own retail catchment, hence the case-by-case approach.

<sup>120</sup> Settlements in the Broads tend to be partly within the Broads and partly within the Local Planning Authority area of the constituent district.

6. Proposals which seek to enhance shopfronts or to appropriately restore and/or put back traditional features on historic shop fronts will be particularly supported.
7. 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 Broads is primarily a rural area, but a number of the settlements within or near to the Broads Authority Executive Area have retail and town centre uses and typically these tend to be located outside of the Broads part of that settlement (for example, Bungay and Beccles Town Centres are near to/next to the Broads Authority Executive Area). Many of the settlements have developed strong links between one another, based on the need for self-sufficiency. Larger towns outside the Broads Authority Executive Area provide access to higher tier services, such as hospitals and large retail outlets. These cross-boundary relationships are recognised, as are neighbouring district strategies. It is important to note that the two identified centres that are within the Broads Authority Executive Area (albeit partly) are [Hoveton Village Centre](#) and [Oulton Broad District Centre](#). Potter Heigham Bridge and [Hoveton-Horning](#) village centre are also partly within the Broads and have some retail units.

### **Delivery and implementation of the policy**

It is important the Authority works within the landscape character and environmental limits, and builds upon the existing traditional settlement pattern, but at the same time enables local centres to change and develop and adapt to challenges as this will help those rural communities be sustainable. Development must be of a scale that is commensurate with the size and sympathetic to the role of the settlement and respect its appearance and physical capacity. When assessing a development proposal, spatial variations, such as location, size and level of service provision will be considered. Development will not be permitted where it compromises the area's [special qualities](#) or its distinctiveness.

There may be occasions when applications are received for Town Centre and/or retail proposals in the Broads Authority Executive Area. It is important to consider retail across a district as a whole and therefore the policy states that the Authority will assess these proposals against national policy requirements (as set out in the NPPF and NPPG) as well as the local policy requirements, including the retail hierarchy of the district within which the proposal is located.

The Local Plan will seek to support and enhance local provision through focusing retail and leisure proposals within town centres, with retail uses focused within the Primary Shopping Areas. The development of additional retail floorspace outside of defined centres (as defined in Local Plans of the Authority's constituent districts) will be restricted where it fails the sequential and impact tests where relevant.

This approach will enable the Authority to assess and appropriately manage proposals for town centre uses across the Broads in relation to the performance of town centres, local communities, and rural areas.

Highstreets and shopping areas which have a well-protected historic identity offer a unique selling point to companies and brands using their buildings. People are attracted to high quality and well-preserved environments which help create a sense of place and boosts economy.

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

There are three policies within this Local Plan that refer to specific areas of retail and those policies will be used in determining applications for development at those sites:

- [PUBHOV5](#) relates to the part of Hoveton Village Centre within the Broads Authority Executive Area;
- [PUBOUL3](#) relates to the part of Oulton Broad District Centre within the Broads Authority Executive Area; and
- [PUBPHRB1](#) relates to Potter Heigham Bridge.

## 28 Sustainable tourism

### Policy PUBSP12: Sustainable tourism

- 1) Sustainable tourism in the Broads will be strengthened by the creation, enhancement and expansion of high quality and inclusive tourism attractions and related infrastructure, in accordance with the policies within this Local Plan, and by:
  - a) Encouraging an appropriate network of tourism and recreational facilities throughout the Broads;
  - b) Ensuring proposals will enhance the existing tourism offer, benefit the local economy and are of a suitable scale and type for the proposed location;
  - c) Ensure proposals consider and address impacts on the Natural Environment (such as recreation impacts and nutrient impacts – see [Natural Environment section](#)).
  - d) Protecting against the loss of existing tourism and recreation facilities by supporting appropriate development and change when this is proven to be needed;
  - e) Supporting diversification of tourism where economically and environmentally sustainable;
  - f) Promoting low-impact tourism which seeks to protect or enhance the [special qualities](#) of the Broads which visitors come to see, enjoy or experience. Development proposals for visitor accommodation and visitor attractions that would have an adverse impact on the Broads' landscape, heritage assets and natural environment will be refused;
  - g) Locating tourism development where it is easily accessible by a variety of modes of transport including by water. Consideration will be given to the establishment of tourism facilities in less accessible locations where it relies on a specific geographically located resource to justify this location; and
  - h) Seeking improvements to the quality of existing visitor accommodation/attractions and broadening the range of accommodation/attractions provided.

### Reasoned Justification

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

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

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

activities. The Authority encourages quiet forms of recreation on land and water, based on the area's distinctive beauty, culture, traditions, history, and wildlife. In other words, it supports tourism and recreation that does not damage the Broads' environment or people's enjoyment of it. It is vital to ensure that enjoyment of the area is combined with an awareness and understanding of the [special qualities](#) of the Broads. That being said, some festivals and more extreme sports may be acceptable in certain locations and for limited periods of time.

The Broads Authority adopted a [Broads Recreation and Tourism Strategy](#) [Tourism Strategy and Destination Management Plan](#) for the Broads in 2024.

The leisure sector is a fast-changing industry and the patterns and popularity of uses change over time. Tourism businesses and visitors in the Broads are still adjusting to the new normal following the Covid pandemic of 2020/2021. Whilst initial trends following the lifting of restrictions on travel were encouraging, the recovery has also been affected by other factors. The global economy has slowed, fuel prices have been volatile and the domestic 'cost of living crisis' has reduced the disposable income for many families. International travel has been affected by industrial action, fuel prices, and the increasing effects of global warming which has contributed to irregular weather patterns, soaring temperatures, wildfires, and flooding in many popular destinations. These factors all create uncertainty for businesses and individuals.

The Local Plan helps to guide tourism and recreational development (including holiday/tourism accommodation) by making sure it is of an appropriate scale and location where the environment, infrastructure and facilities support and can accommodate the visitor impact. Detailed considerations about location are addressed in [PUBDM36 on sustainable tourism and recreation development](#) and [PUBDM37 on holiday/tourism accommodation](#). Proposals should be of a suitable scale and type to protect the character of the townscape and landscape. The Authority encourages the use of brownfield sites in the first instance.

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

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

Assessment of tourism initiatives will include consideration of their accessibility. Small-scale highways improvements may be required to allow schemes to go ahead in an acceptable manner. Improvements need to be made to the cycle network around the Broads and also to

provide access by modes other than the private car. New development should, where possible, support such opportunities. This could involve infrastructure for electric vehicle charging points (see policy [PUBDM56 on EV charging points](#)), secure and conveniently cycle storage, and other new technologies.

Access to a number of the main tourist destinations in the Broads can be realistically achieved only by the use of the private car. However, future development should be located only where alternative means of access can be provided as part of the development, such as by water, close to train stations or bus routes. It may be the case that the scale of a new tourism facility could justify a new bus route or stop that will serve it.

Across the Broads there is considerable variation in landscape types and ecological sensitivity, with some areas more sensitive and vulnerable to change than others. Similarly, visitor pressure is not evenly spread across the system, with some areas being 'honey pots', particularly in the height of the season, while other areas remain relatively quiet. When considering recreation and tourism provision in the Broads, we have to consider all three Broads Authority purposes and the delicate balance of economic, environmental and social needs and priorities. For example, the tourism and hospitality sector is vital to the local working landscape and needs support, development and diversification, but this has to happen without adverse environmental impacts. Development will need to be carefully sited and designed to protect and enhance the special features and character of the Broads. This could be achieved through using previously developed sites.

The term 'tourism and recreation development' also covers holiday/tourism accommodation. The role of land-based accommodation in supporting the local tourism and leisure economies in the Broads is increasingly recognised and further development can support this. Such accommodation can help to replace the bed spaces lost by the decline in the hire boat fleet, as well as offering alternative ways to enjoy the Broads and encouraging diversification of the tourism base. Policies will permit development to provide land-based accommodation for holiday use, subject to satisfaction of criteria set out in other Local Plan policies.

**In terms of airborne pollutants, the Government's Interim Guidance on PM2.5 (or successor document) could be of relevance.**

#### **Policy PUBDM36: Sustainable tourism and recreation development**

##### **General Location of Sustainable Tourism and Recreation Development**

1. New tourism and recreational development (including holiday/tourism accommodation of all types) will be permitted (subject to other policies of the Local Plan) where it:
  - a) Is within or adjacent to a defined development boundary; or
  - b) Is part of an existing visitor attraction/tourism site, group of holiday dwellings, boatyard or established sailing or similar club.

2. For all proposals it should be demonstrated that the use of brownfield sites has been considered.
3. In all cases the development must be satisfactorily accessed by sustainable means, which could include public transport, walking, wheeling, cycling, horse riding or by water.
4. Tourism and recreational facilities in all other areas not covered by 1a and 1b will be permitted only where there is a clear and demonstrable need for the facilities to be situated in the proposed location and where:
  - a) They are in accordance with the policies in this Local Plan;
  - b) They do not involve a significant amount of new build development. New build development will only be of a scale that is compatible with the location and setting; and
  - c) They do not adversely affect and wherever possible and appropriate contribute positively to water quality, dark skies, the landscape character, historic environment, protected species or habitats.
5. The requirement to demonstrate a need to be located in areas other than 1a and 1b does not apply to farm diversification development to provide tourist accommodation; see policy [PUBDM33 on Farm Diversification](#).
6. Intensive tourism and leisure uses, including static caravans, will not normally be permitted on greenfield sites.
7. Overnight accommodation in Norfolk and parts of Suffolk will need to mitigate against recreation impacts (potentially through the relevant GI RAMS scheme). Mitigation for impact on Nutrient Enrichment (through a mitigation scheme) will be required in some parts of the Broads.

#### **Principles of Sustainable Tourism and Recreation Development**

8. Proposals for new tourism and recreation development, including within existing sites or attractions, will be positively supported where:
  - a) They are in accordance with the policies in this Local Plan;
  - b) There is proven sufficient capacity of the highway network;
  - c) Sufficient car and cycle parking can be provided on site;
  - d) They do not adversely affect - and wherever possible enhance - dark skies, the landscape character, historic environment, protected species or habitats;
  - e) Proposals are of a high-quality design and are suitable for the setting;
  - f) Navigation is not adversely affected; and
  - g) Proposals are of a scale compatible with their location and setting.



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

### **Reasoned Justification**

The NPPF advises that Local Planning Authorities should support sustainable rural tourism and leisure developments that benefit rural businesses, communities, and visitors and that use and enrich, rather than harm, the character of the countryside, its towns, villages, buildings, and other features. The tourism sector plays a vital role in the local economy. The tourism economy of the Broads is heavily dependent on the quality of the natural environment. Inappropriate development proposals, including for intensive tourism and leisure uses, can detract from the [special qualities](#) of the Broads upon which tourism relies. The Sustainable Tourism and Recreation Strategy for the Broads therefore aims to develop, manage, and promote the Broads as a high-quality sustainable tourism destination, in keeping with its status as an internationally renowned environment.

### **Delivery and implementation of the policy**

The policy directs tourism and recreational development to appropriate locations with the necessary infrastructure and facilities to support such development and accessible by a variety of transport modes. The settlements of the Broads provide the greatest potential for accommodating additional visitor numbers without detriment to the environment. These locations are also among the most accessible by public transport. To make sure the [special qualities](#) of the Broads are protected for future generations while maintaining the economic benefits of tourism, the Authority will support new tourism and recreational development in or adjacent to defined settlements, and on existing visitor attraction/tourism sites, groups of holiday dwellings, boatyards or established sailing or similar clubs.

Proposals for new tourism and recreation facilities outside these areas will need to be accompanied by a robust and comprehensive statement that demonstrates why the proposed facility needs to be located away from development boundaries and specific attractions (as described in 1a and 1b of the policy) and provides evidence to justify the scale of development. This requirement does not apply to farm diversification projects providing tourist accommodation (which will be considered against other policies of the Local Plan). Due to the potential impact on the openness and special character of the landscape, facilities located away from development boundaries and specific attractions will only be permitted where the scale of built development would not have an adverse impact on the character of the local area and [special qualities](#) of the landscape. In addition, proposals that may have an effect on a protected site or species will only be permitted where a site level Habitats Regulations Assessment can successfully demonstrate that there are no adverse effects on the qualifying features of those habitats or species. Policies [on mitigating recreation effects \(PUBDM17\)](#) and [Policy on mitigating nutrient enrichment impacts \(PUBDM18\)](#) may also be of relevance.

For the avoidance of doubt, where there is reference to new development, this includes conversion, new build, and temporary structures.

### **Policy PUBDM37: Holiday/tourism accommodation – new provision and retention**

#### **New Holiday/tourism Accommodation**

1. New holiday/tourism accommodation will be permitted where:
  - a) It complies with the approach to locations for tourism and recreation development as set out in Policy [PUBDM36](#);
  - b) It will be for holiday use for short stay occupation on a rented basis for a substantial period of the year, not occupied on a continuous basis by the same people, and not used as a second home or for the main residence of the occupiers;
  - c) The applicant provides clear evidence that the proposed holiday/tourism accommodation has been planned on a sound financial basis and considers demand for this type of accommodation in the area it is proposed; and
  - d) A register of bookings is maintained at all times and is made available for inspection.
2. When permitting new holiday/tourism accommodation, the Authority will seek to ensure that it remains available for short stay occupation on a rented basis by attaching an occupancy condition to restrict the sale of the property on the open market and/or use of the property for year-round occupation or as a second home.

#### **Existing tourism accommodation.**

3. Existing holiday/ tourism accommodation will be protected. Change of use to a second home or permanent residence will only be considered in exceptional circumstances where it can be fully and satisfactorily demonstrated that there is no demand for tourist accommodation. Marketing evidence must be provided which demonstrates that the premises have been marketed for a sustained period of 12 months.
4. The conversion or redevelopment of hotels and guest houses to permanent residential accommodation will be resisted unless it can be demonstrated that the existing tourism use is no longer viable. Marketing evidence must be provided which demonstrates that the premises have been marketed for a sustained period of 12 months.

#### **Static Caravans**

5. The extension, intensification, upgrading or replacement of existing static caravan sites will only be permitted where:
  - a) The proposal is in accordance with other policies of the Local Plan;
  - b) The proposal is compatible with the [Landscape Character Assessment](#);
  - c) Any associated buildings proposed are modest in scale and the visual impact of the proposal is minimised by appropriate siting, design, external materials, and colour; and
  - d) Proposals are of a scale compatible with their location and setting.

### **General requirements**

6. The Authority will also seek a variety of accommodation types where they are appropriate to their location.
7. Opportunities for appropriate relocation or redevelopment of existing holiday/tourism accommodation or related development which is currently resulting in harm to the [special qualities](#) of the Broads will be encouraged.
8. Overnight accommodation in Norfolk and parts of Suffolk will need to mitigate against recreation impacts (potentially through the relevant GI RAMS scheme). Mitigation for impact on Nutrient Enrichment (through a mitigation scheme) will be required in some parts of the Broads.

### **Reasoned Justification**

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

### **Delivery and implementation of the policy**

The policy seeks to secure and retain a supply of appropriately located tourist accommodation. The Authority will expect all new holiday/tourism accommodation to be available for lettings for at least nine months in any one year. To make sure new holiday/tourism accommodation is used for tourism purposes that benefit the economy of the Broads, occupancy conditions will be sought to prevent the accommodation from being used as a second home or sold on the open market. To ensure an adequate supply of holiday/tourism accommodation is retained, the removal of such a condition will only be permitted where the proposal is accompanied by a statement, completed by an independent chartered surveyor, which demonstrates that it is financially unviable or that any net loss of accommodation is necessary to allow appropriate relocation or redevelopment. Evidence of a robust marketing campaign of at least 12 months will be required that clearly demonstrates that there is no market demand for the premises - see the [Marketing and Viability Guide](#) produced by the Broads Authority for more details. 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).

A second home is any property you own, in addition to your main residence, and which you do not rent out either for permanent or holiday purposes. A second home is a property which is not the 'sole or main residence' of any individual for Council Tax purposes. This may include a property that you use as a 'holiday home' for your own use. It may also include a property which the owner does not regularly occupy and where another property is defined as their 'sole or main residence'.

Holiday/tourism accommodation includes dwellings, static caravans, hotels, B and Bs, campsites and glamping accommodation. They are let out to people to use for visits or holidays on a short-term basis, usually treated as for periods of up to three consecutive weeks. They are not permanently occupied all year round. The property is provided by the owner for the use and enjoyment of the guest during the booking period, as booked by the guest.

Proposals to redevelop an existing hotel or guest house that would result in the loss of more than five bed spaces available for holiday use will also be expected to be accompanied by a statement completed by a chartered surveyor, demonstrating that the existing use is unviable (see previous paragraph regarding marketing and independent review of viability assessments). The threshold of five bed spaces relates to the associated small-scale employment that such sized operations support. Cumulatively, the employees associated with operations of five or more bed spaces adds up to a significant amount around the Broads. Conversion or redevelopment of hotels and guest houses to a permanent residential use will also need marketing for 12 months in line with this supporting text.

Static caravans contribute to the provision of a range of accommodation in the Broads and can also provide a valuable supplementary source of income for farm businesses. Although there is a need to provide a range of tourist accommodation, the nature of this type of activity can have a significant visual impact on the appearance and character of the landscape. Applications for the extension, intensification, upgrading or replacement of existing static caravan sites will therefore only be permitted where the scale of the proposals and their visual impact is compatible with the character of the location and the wider Broads setting and landscape.

Holiday homes that will be occupied as second homes, in that they will not be available to rent as a holiday home but will be for the exclusive use of the owner and their family, are not considered as holiday/tourism accommodation for the purpose of this policy, but as new dwellings. The removal of occupancy conditions on holiday homes to permit permanent occupation, will be considered as proposals for new dwellings in accordance with the policies in the housing section of this Local Plan.

If a proposal is considered in the context of this policy to potentially have an effect on a habitats site, then it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken. Indeed, in all of Norfolk and parts of Suffolk, the recreation impact of schemes needs to be mitigated, and this is most easily done by paying the relevant GI RAMS tariff. And in some parts of the Broads, Nutrient Enrichment will need to be mitigated. Schemes may need to provide Biodiversity Net Gain.

Policy [PUBDM14](#) on reusing historic buildings may be of relevance.

## 29 Navigation and water safety

### Policy PUBSP13: Navigable water space

1. The water space will be managed in a strategic, integrated way and navigation and conservation interests will be maintained and enhanced.
2. Opportunities for the extension or creation of navigable/recreational water space will be promoted, subject to compliance with other policies in this plan.
3. Navigable water space will be protected and enhanced through:
  - i) The careful design of flood alleviation/protection projects; and
  - ii) Avoiding development and changes in land management which are detrimental to its use.
4. Adequate water depths will be maintained for safe navigation, and the disposal of dredged and cut material will be carried out in ways that avoid adverse impacts on the environment with appropriate mitigation measures implemented as required. Beneficial re-use of dredged materials will be expected where practicable. Opportunities for the disposal of dredged materials to enable the management of the navigation will be sought and promoted. Measures to control sediment input from surrounding land, highways and banks will be considered in development proposals.

### Reasoned Justification

The waterways as a whole are a core resource of the Broads. Promoting the enjoyment of the Broads and protecting the interests of navigation are two of the Authority's statutory purposes, and the water is one of the key attractions for local people and visitors. The waterways will be maintained and protected, and development that would have an adverse impact on the enjoyment of navigable water space will not be permitted. This policy applies to the entire Broads area, not just the navigation area as defined under the Broads Act.

There is considerable pressure in certain areas on the use of water space for navigation, recreation, and nature conservation purposes. Its management therefore requires an integrated approach, based on levels of use and importance (for example heads of navigation and important sailing areas), and suitability and potential for different uses (such as water-skiing zones). The Authority works with partner organisations and local communities, taking an integrated approach to waterways management, to achieve improvements for people and wildlife.

Development proposals close to the navigation will be assessed against their impact on the use and enjoyment of the navigation - for example, avoiding a reduction in the wind required for sailing, and provision for lowering of masts.

Development proposals linked to navigable water space should be in accordance with the NPPF and NPPG. Development associated with navigable/recreational water space, where it is classed as 'water compatible' development according to Annex 3 of the NPPF, should adhere to the NPPF and NPPG. The NPPG requires all 'water compatible' development to be designed and

constructed to remain operational and safe for users in times of flood, result in no net loss of floodplain storage and not impede water flows and not increase flood risk elsewhere.

Parts of the rivers and broads are subject to periodic dredging to keep the waterways open to navigation, not only by the Authority but also by owners of private water space who may require planning consent for disposal. Historically, the dredged materials have been disposed of on land when ecological gain and agricultural benefits could be derived however there is also an increasing awareness that these sediments are organic rich and therefore drying them out has a CO2 impact. Dredging is guided by local and national legislation. Silt from bank erosion is a recurring issue with a number of causes, and once these have been addressed action must be taken to restore and protect banks. The Authority provides advice to landowners on appropriate bank stabilisation<sup>121</sup> methods, encouraging the use of natural or 'soft' engineering techniques wherever possible.

### **Delivery and implementation of the policy**

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

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

Of relevance are policies [PUBDM24](#) on excavated material and [PUBDM23](#) on land-raising. The [Water Management Strategy](#) may be of relevance to your scheme to help ensure protection of habitats sites. Any work in the waterways will also likely require an HRA given the potential hydrological links to habitats sites.

Applicants should be aware that in accordance with the Environmental Permitting Regulations 2010 there is a need to obtain an Environmental Permit from the Environment Agency for flood risk activities for work or structures in, under, over or within 16m from a main river and from any flood defence structure or culvert. The works may fall under one or more of the following categories: Exemption, Exclusion, Standard Rules Permit, Bespoke permit. Anyone carrying out these activities without a permit where one is required is breaking the law.

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<sup>121</sup> The Riverbank Stabilisation Guide (or successor document) can be found here: [Broads planning guides \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/broads-planning-guides)

### **Policy PUBDM38: Access to the water**

1. Developments that support and encourage the use of waterways, including the provision of supporting infrastructure for navigation such as the construction of moorings, pontoons, jetties and walkways and the provision of electric hook up/charging points, will be permitted (subject to other policies in this Local Plan) if they:
  - a) Would not adversely impact navigation;
  - b) Would not result in hazardous boat movements;
  - c) Would not compromise opportunities for access to, and along, the waterside, access to and use of staithes, or for waterway restoration;
  - d) Are consistent with the objectives of protecting and conserving the Broads' landscape and ecology, including the objectives of the Water Environment (Water Framework Directive) (England and Wales) Regulations 2017;
  - e) Are consistent with the peat soils policy ([PUBDM12](#));
  - f) Are consistent with the [light pollution policy \(PUBDM28\)](#);
  - g) Reflect the character of the location (including landscape character, features and the historic environment); and
  - h) Would not prejudice the current or future use of adjoining land or buildings.
2. Proposals incorporating staithes or slipways will be permitted (subject to other policies in this Local Plan) where:
  - a) The use of the slipway and any associated uses or facilities, including car parking, would not have an adverse effect on either the waterway or the adjacent riverside, including ecological, biodiversity or flood risk effects and significance and character of the historic environment; and
  - b) Access and other highway requirements for cars and trailers would be adequately provided for (in line with transport policies).
3. Development proposals for new freight wharves and for the provision of freight interchange on brownfield sites adjacent to the navigation will be permitted where these are in accordance with the other policies of the Local Plan.
4. Proposals should consider the robustness and suitability of the material used for the surface of moorings or other platforms next to the water given the high-water level that could be experienced.

### **Reasoned Justification**

The Broads is one of the most extensive and varied inland waterway systems in the UK. The Government has stated that it expects the Authority to continue to encourage a greater range of people to take up sailing, canoeing, and fishing and other water related activities<sup>122</sup>.

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<sup>122</sup> [English national parks and the broads: UK government vision and circular 2010 - GOV.UK \(www.gov.uk\)](#)

Accordingly, development proposals that support and encourage the use of waterways will be permitted where they would not have a detrimental impact on public safety on land or water or an unacceptable impact on other people's enjoyment of the Broads. Proposals should also be consistent with the objectives of the Water Environment (Water Framework Directive) (England and Wales) Regulations 2017 and with protecting and conserving the Broads' landscape and wildlife. In particular, if a proposal is considered likely to have an effect on habitats sites, it will need to be considered in accordance with the Conservation of Habitats and Species Regulations 2017 ([The Habitats Directive as amended](#)) and a project level Appropriate Assessment undertaken. Development that could affect the integrity of a habitats site would not be in accordance with Policy [on Natural Environment \(PUBDM15\)](#) of the Local Plan.

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

The [Water Management Strategy](#) may be of relevance to your scheme to help ensure protection of habitats sites. Any work in the waterways will also likely require an HRA given the potential hydrological links to habitats sites.

Other consents that may also be required. Applicants should be aware that in accordance with the Environmental Permitting Regulations 2010 there is a need to obtain an Environmental Permit from the Environment Agency for flood risk activities for work or structures in, under, over or within 16m from a main river and from any flood defence structure or culvert. The works may fall under one or more of the following categories: Exemption, Exclusion, Standard Rules Permit, Bespoke permit. Anyone carrying out these activities without a permit where one is required is breaking the law.

#### **Policy PUBDM39: Bank stabilisation**

1. Development proposals that include bank stabilisation will only be permitted (subject to other policies in this local plan) where the need can be fully justified and it can be demonstrated, through the submission of the Riverbank Stabilisation Checklist for Design<sup>123</sup>, that the proposal has been designed to take account of:
  - a) The nature of the watercourse;
  - b) The scale of tidal range;
  - c) Safe navigation;

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<sup>123</sup> [Bank Stabilisation Pre application questionnaire \(broads-authority.gov.uk\)](#)



- d) The character of the location;
  - e) Existing uses in the area;
  - f) Future maintenance of the bank stabilisation method proposed;
  - g) A changing climate;
  - h) Biodiversity; and
  - i) The requirements of the Water Environment (Water Framework Directive) (England and Wales) Regulations 2017.
2. 'Soft' engineering techniques shall be used as a first preference where appropriate.
  3. Piling of banks will only be permitted where it takes account of criteria 1(a) to (i) and:
    - a) There is a proven need to prevent bank erosion by this method;
    - b) Where piling/quay heading is part of the character of the area;
    - c) The proposal is for replacement piling for a site that has been piled in the recent past and where soft engineering techniques are unlikely to provide adequate protection;
    - d) The piling works are required for:
      - i) navigation purposes (including moorings, but see mooring policies that follow);
      - ii) compliance with the Water Environment (Water Framework Directive) (England and Wales) Regulations 2017;
      - iii) the prevention of diffuse pollution to the water environment; or
      - iv) flood defence.
  4. Mooring on banks that have been piled may not necessarily be permitted. Where mooring is permitted, the number of craft allowed, the type of mooring (e.g. private, visitor) and whether stern-on or single alongside only mooring, will be specified.

### **Reasoned Justification**

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

### **Delivery and implementation of the policy**

The wide variation in depth, width, boating activity, tidal ranges, and bank construction on different river sections in the Broads mean that no one bank stabilisation solution will be suitable for the whole area. The appropriate technique will also depend on the objective behind the bank protection. To help design proposals for bank stabilisation, the Authority has adopted

[guidance](#) and a [design checklist](#). Accordingly, development proposals that include bank stabilisation need to be accompanied by a completed [Riverbank Stabilisation Checklist for Design](#) that provides justification for the choice of bank protection solution in relation to the issues listed in the policy and guidance.

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

Proposals relating to piling are directed to the [Mooring Guide](#) (or successor document) for information on materials and other considerations.

A Works Licence, issued by the Broads Authority, will be necessary for the design and timing of installation of works which affects areas that are publicly navigable. Full details can be found on the Authority's website<sup>124</sup>. It is also important to note that works near a main river may require an environmental permit. Indeed, other licences (such as from Natural England or the Marine Management Organisation) may be required and applicants should contact relevant authorities for more information.

The [Water Management Strategy](#) may be of relevance to your scheme to help ensure protection of habitats sites. Any work in the waterways will also likely require an HRA given the potential hydrological links to habitats sites.

Other consents that may also be required. Applicants should be aware that in accordance with the Environmental Permitting Regulations 2010 there is a need to obtain an Environmental Permit from the Environment Agency for flood risk activities for work or structures in, under, over or within 16m from a main river and from any flood defence structure or culvert. The works may fall under one or more of the following categories: Exemption, Exclusion, Standard Rules Permit, Bespoke permit. Anyone carrying out these activities without a permit where one is required is breaking the law.

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<sup>124</sup> [Works Licences \(broads-authority.gov.uk\)](#)

### Impact of proposals on navigation

The navigation transect dataset will be assessed, on a case-by-case basis, to ascertain whether the proposal will have an impact on navigation. If the applicant disagrees with the Authority's assessment, they may wish to undertake on site measurements themselves, using a methodology agreed with the Authority.

### Policy PUBSP14: Mooring provision

1. All proposals for new or replacement moorings will be considered against relevant policies in this Local Plan, as well as the [Mooring](#) and [Riverbank Stabilisation](#) Guides (or successor documents).
2. The provision of a range of additional short term visitor moorings will be encouraged to ensure that visitor moorings are available in appropriate locations, and where they are most needed, and where they contribute to the management of a safe and attractive waterway. Existing short term visitor moorings will be protected.
3. The Authority will also support the provision of residential moorings in appropriate locations, in line with policies (namely [PUBDM46](#)) in this Plan.
4. The Authority encourages the provision of electric hook up points/charging points that are appropriately designed and located and address the [dark skies policy \(PUBDM28\)](#).

### Reasoned Justification

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

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

The [Water Management Strategy](#) may be of relevance to your scheme to help ensure protection of habitats sites. Any work in the waterways may require an HRA given the potential hydrological links to habitats sites. Also of relevance is Policy [PUBDM46: New residential moorings](#).

**Policy PUBDM40: Moorings, mooring basins and marinas**

1. In accordance with the [Broads Integrated Access Strategy](#) (or successor document), new moorings will be permitted where they contribute to the network of facilities around the Broads system in terms of their location and quality.
2. Proposals for new moorings, pontoons, mooring basins, and marinas, including changes to existing provision, will be permitted where it can be demonstrated, through the submission of a [mooring questionnaire](#), that the proposal has been designed to take account of:
  - a) The nature of the watercourse;
  - b) The scale of tidal range;
  - c) The character of the location (including landscape character, features and the historic environment);
  - d) Existing uses in the area;
  - e) Future maintenance of the mooring method proposed;
  - f) Biodiversity; and
  - g) The requirements of the Water Environment (Water Framework Directive) (England and Wales) Regulations 2017; and that
  - h) They would be located where they or their use would not have an adverse impact on navigation (for example in an off-river basin or within a boat yard);
  - i) There is provision for an adequate and appropriate range of services and ancillary facilities, or adequate access to local facilities in the vicinity;
  - j) The proposed development would not prejudice the current or future use of adjoining land or buildings; and
  - k) The proposed development would not unacceptably impact the amenity of adjoining residents.
3. In addition, proposals for development at or within commercial mooring basins or marinas shall:
  - a) Not result in the loss of moorings available for visitor/short stay use;
  - b) Provide, manage, maintain and advertise new short stay moorings (visitor, tidal (layby), or de-masting moorings as appropriate) at nil cost to the Broads Authority as shown in the following table. These moorings shall be provided on-site, but in exceptional circumstances the Authority may consider off-site contributions to any type of mooring.

| Size of scheme – length of moorings proposed (m) | Alongside and double alongside moorings                       | Stern on moorings    |
|--------------------------------------------------|---------------------------------------------------------------|----------------------|
|                                                  | Length/% provided and managed for short stay visitor moorings |                      |
| Less than 20m                                    | none                                                          | none                 |
| More than 20m, less than 100m                    | 10m permanent mooring                                         | 8m permanent mooring |

| Size of scheme – length of moorings proposed (m) | Alongside and double alongside moorings                                                    | Stern on moorings                                                                          |
|--------------------------------------------------|--------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------|
|                                                  | Length/% provided and managed for short stay visitor moorings                              |                                                                                            |
| More than 100m, less than 200m                   | 20m permanent moorings                                                                     | 20m permanent moorings                                                                     |
| More than 200m, less than 300m                   | 30m permanent moorings                                                                     | 32m permanent moorings                                                                     |
| More than 300m                                   | 15% of the length permanent moorings, rounded to the nearest whole number <sup>125</sup> . | 15% of the length permanent moorings, rounded to the nearest factor of 4m <sup>126</sup> . |

- c) Make adequate provision for car parking, waste and sewage disposal and the prevention of pollution<sup>127</sup>;
  - d) Provide for the installation of pump-out facilities (where on mains sewer) unless there are adequate alternative facilities in the vicinity; and
  - e) Provide an appropriate range of ancillary facilities on site (for example potable water, wastewater pump-out, and electricity) unless there is access to **local** these types of facilities within walking distance.
4. **Proposals will need to meet requirements of other policies in the Development Plan such as biodiversity enhancements, dark skies, peat, climate change adaptation and resilience, flood risk resilience and energy and water efficiency.**
  5. The Authority supports the provision of electric hook up and/or charging points where appropriate, subject to the impacts associated with their construction and operation being acceptable (for example, illumination and impact on dark skies and location of electricity supply).
  6. Proposals should consider the robustness and suitability of the material used for the surface of moorings or other platforms next to the water given the high-water level that could be experienced.

### Reasoned Justification

This policy applies to private and public moorings.

### Types of moorings

In the Broads, mooring types<sup>128</sup> traditionally fall under the following general categories:

- **Private Moorings:** A mooring that comprises the usual base for a vessel from which it might or might not go cruising. This type of mooring will often be allocated to or occupied by a

<sup>125</sup> Less than 0.5, round down, more than or equal to 0.5, rounded up.

<sup>126</sup> The Authority calculates the width of a typical stern on mooring as 4m.

<sup>127</sup> Refer to [Water supply, wastewater and water quality - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/topics/water-supply-and-wastewater) for information on pollution prevention measures.

<sup>128</sup> Note: Residential Moorings are addressed separately under [Policy PUBDM46](#).

single, identifiable vessel. There is no 'residential use'. A charge is usually made for the use of a private mooring unless it forms part of a private dwelling/ leisure plot.

- **Visitor/Short Stay Moorings:** A mooring that is specifically designated to enable boats to stop-off or stay for short periods while cruising, usually for a maximum, specified period. This type of mooring is usually occupied by different visiting vessels in succession (not necessarily continuously). A charge may or may not be made for the use of visitor/short stay mooring.
- **Casual/Informal Moorings:** A mooring where boats moor on a casual basis, anywhere along a bank, for a short period of time. These do not generally require the benefit of planning permission.
- **Commercial Moorings:** A mooring (usually in a mooring basin or marina) used by a commercial operator on a commercial basis, where boats may be moored for long or short periods between cruising. The vessels may or may not be in the ownership of the commercial operator.
- **Tidal (layby) moorings:** Used to moor a vessel while waiting for the correct state of tide to proceed with the journey. These could be near to bridges for example. They do not have to have access to the land.
- **De-masting moorings:** Used to moor a vessel ~~to in order~~ to lower the mast to enable the vessel to continue with the journey. Likely to be near bridges where the air draught (height between water and bridge) means the mast must be lowered. Again, these do not have to access land.

### Supply of moorings

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

### Short stay moorings – 'part 3b moorings'

With regards to the requirement to provide short stay visitor moorings as set out in part 3b of the policy, the preference is to deliver these short stay moorings on site. 'On site' does not have to be part of the development site; it could be elsewhere in an appropriately accessible and suitable part of the marina or boatyard. Indeed, the applicant may wish to provide these moorings in a location easily accessible by novice helms to minimise the potential for accidental damage. It is expected that these moorings will be appropriately advertised, for example on websites or signed on the river (in accordance with policy [PUBDM61 on adverts and signs](#)).

In exceptional circumstances, the Authority may accept off-site contributions towards mooring provision. The contribution would be calculated to reflect the cost of delivering the moorings on site. That is to say that the contribution in line with the standards set out in the policy would be equal to the cost of delivering the same amount of moorings as part of that scheme. This reflects that it would cost the Broads Authority this amount to deliver an equivalent provision in the same location.

To support the delivery of the mooring berths contributions, the Authority is willing to consider seasonal usage of moorings. A boatyard or marina may have moorings they only need for their own use in the off-peak season (November to March) and could therefore allow them to be used for short stay moorings, in accordance with the policy requirements, in the peak season only (April to October). If this is the case, the Authority would consider this approach subject to agreeing an appropriate and deliverable approach to operating, monitoring, managing, and advertising the seasonal moorings and would expect more short stay moorings than set out in part 3b to be provided in the peak season.

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

The table identifies three types of moorings – alongside, double alongside and stern on moorings. The table in the policy uses an average 10m per mooring for alongside and double alongside and 4m for stern on moorings. These average lengths/widths are used elsewhere by the Authority and so provides a consistent approach.

### **Impact of mooring schemes**

The quality of the waterways and surrounding landscape is vitally important to the wellbeing of the tourism industry and, by extension, the economy of the Broads. It is therefore essential that proposals for mooring basins or marinas do not impinge on the natural beauty, ecological value and local distinctiveness of the Broads or other people's enjoyment of it. If a proposal is considered in the context of this policy to potentially have an effect on a habitats site, it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

### **Impact of proposals on navigation**

The navigation transect dataset will be assessed, on a case-by-case basis, to ascertain whether the proposal will have an impact on navigation. If the applicant disagrees with the Authority's assessment, they may wish to undertake on site measurements themselves, using a methodology agreed with the Authority.

### **Relevant strategies, policies, and guides**

The [Broads Integrated Access Strategy](#) is a starting point regarding where moorings could be delivered, paid for by the off-site contributions, and other opportunities will come about outside that strategy.

The Authority has adopted a [Moorings Design Guide](#) (or successor document) which sets out considerations for different types of moorings.

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

- The [boat wash down policy \(PUBDM6\)](#) is of importance in relation to biosecurity and antifouling paint.
- [Peat \(PUBDM12\)](#) and [archaeology policies](#).

The [Water Management Strategy](#) may be of relevance to your scheme to help ensure protection of habitats sites. Any work in the waterways will also likely require an HRA given the potential hydrological links to habitats sites.

**Policy PUBDM41: The impact of replacement quay heading on navigation.**

1. Proposals for replacement quay heading that adversely impact on the waterways will be refused.
2. Replacement quay heading proposals on waterways that are less than 30m in width, as indicated by the navigation transect dataset, will be assessed, on a case-by-case basis, to ascertain whether the replacement quay heading needs to be placed in line with or behind the existing quay heading to not erode the width of the navigable waterway.

**Reasoned justification**

Schemes involving replacement quay heading often place the new quay heading in front of the original quay heading, rather than removing the original quay heading first. The new quay heading tends to be placed 10cm to 50cm in front of the old quay heading. Timber quay heading tends to be replaced every 10 to 15 years and steel quay heading every 20 to 30 years.

Placing new quay heading in front of existing quay heading at a typical distance of 10cm to 50cm reduces the width of the river in that location. This is a particular issue in narrower waterways with high volumes of river traffic. Importantly, reducing navigable space impacts on the ability of users to navigate safely. One of the statutory purposes of the Broads Authority is to protect the interests of navigation. The Local Plan for the Broads has a strategic policy ([PUBSP13](#)) that seeks to protect and enhance the navigable water space.

There are some stretches of rivers that are both narrow and have quay heading. In some areas, a small encroachment could have a significant impact on the available channel space.



Ideally, the old quay heading would be removed first, and the new quay heading would then go in its place or new quay heading could go behind the original quay heading which is then removed. This would ensure that there is no encroachment into the river. However, this is not always done because it may be costly and can be technically challenging.

The [Replacement Quay Heading/Piling Topic Paper](#) explores this issue in more detail and seeks to justify the policy approach.

### **Delivery and implementation of the policy**

The Broads Authority's navigation transect dataset will be used as the basis to assess the width of waterways. This measures width every 5m. If the applicant disagrees with the Authority's assessment, they may wish to undertake on site measurements themselves, using a methodology agreed with the Authority. Another issue to consider is how busy a stretch of water is and the typical size of vessels that use that stretch.

1. When a proposal for replacement quay heading is received, the Broads Authority will use the navigation transect dataset to ascertain the width of the waterway.
2. The mapping system will also include aerial imagery from the last few years, and these will be used to ascertain if vessels usually moor along the stretch of waterway in question and indeed, how they moor (stern on, alongside or double alongside).
3. The aerial imagery will be used to understand the actual width of the river, considering moored vessels.
4. The Authority will also assess accident data and data relating to how busy a stretch of water is.
5. All this information will be combined to determine whether the new quay heading needs to be in line or behind the existing quay heading.
6. If the applicant disagrees with the Authority's assessment, they may wish to undertake on site measurements themselves, using a methodology agreed with the Authority.

Under the Broads Act 1988, certain schemes require a Works Licence and one of the considerations in issuing these licences is impact on navigation.

### **PUBDM42: Materials used for quay heading, capping and waling, small bridges, viewing platforms, landing stagings and boardwalks as well as piling.**

#### **General principles**

1. The choice of material used for new or replacement quay heading, boardwalks and other such uses will be of a high quality and suitable for its location and appropriate for its intended use. Each scheme will be judged on a case-by-case basis.
2. Proposals need to consider and address safety of the surfaces, and how and when they will be used.

**Proposals for quay heading, landing stagings and capping and waling.**

3. The Authority's preference is that schemes use timber.
4. In areas where a more resilient material is needed, the justification for the use of a material other than timber will need to be demonstrated by the applicant and considered on a case-by-case basis.

**Proposals for boardwalks, small bridges and viewing platforms and similar schemes**

5. The choice of materials needs to be justified based on location.
6. In choosing materials, applicants need to show they have considered and addressed the visual impact of the materials as well as sustainability credentials.

**Proposals for piling**

7. The material used for piling will be determined on a case-by-case basis. It will need to be proven to be suitable for the location and the intended use.
8. If there is old piling, this is required to be removed.
9. It is likely that timber capping and whaling will be required.

**Principles for the use of recycled plastic**

10. Recycled plastic will not automatically be acceptable in all locations as its suitability depends on the design of the material proposed to be used and its appearance and therefore impact on the sensitivity and character of the area. If recycled plastic is considered appropriate, the following criteria must be addressed:
  - a) Why recycled plastic is considered acceptable in a particular location, operationally to reflect the physical conditions on the site (such as soil type and load bearing required) and what it will be used for, as well as impact on landscape and heritage, must be fully justified; and
  - b) Must be recycled plastic; and
  - c) Recycled plastic used must be of high quality with an appearance similar to timber; and
  - d) Must remove any 'old' plastic; and
  - e) The structure and materials must be prepared off site and the construction methodology must capture the plastic waste. A method statement for construction must be provided to the Authority and approved in writing by them.

**Reasoned justification**

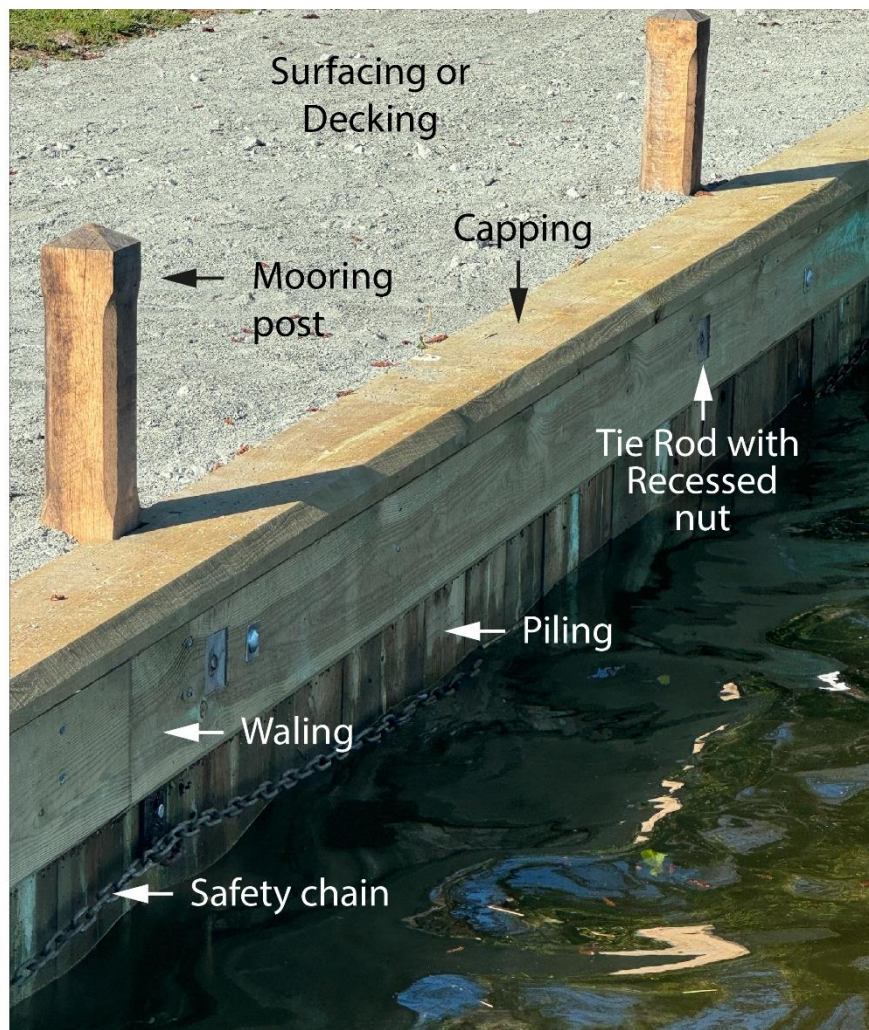
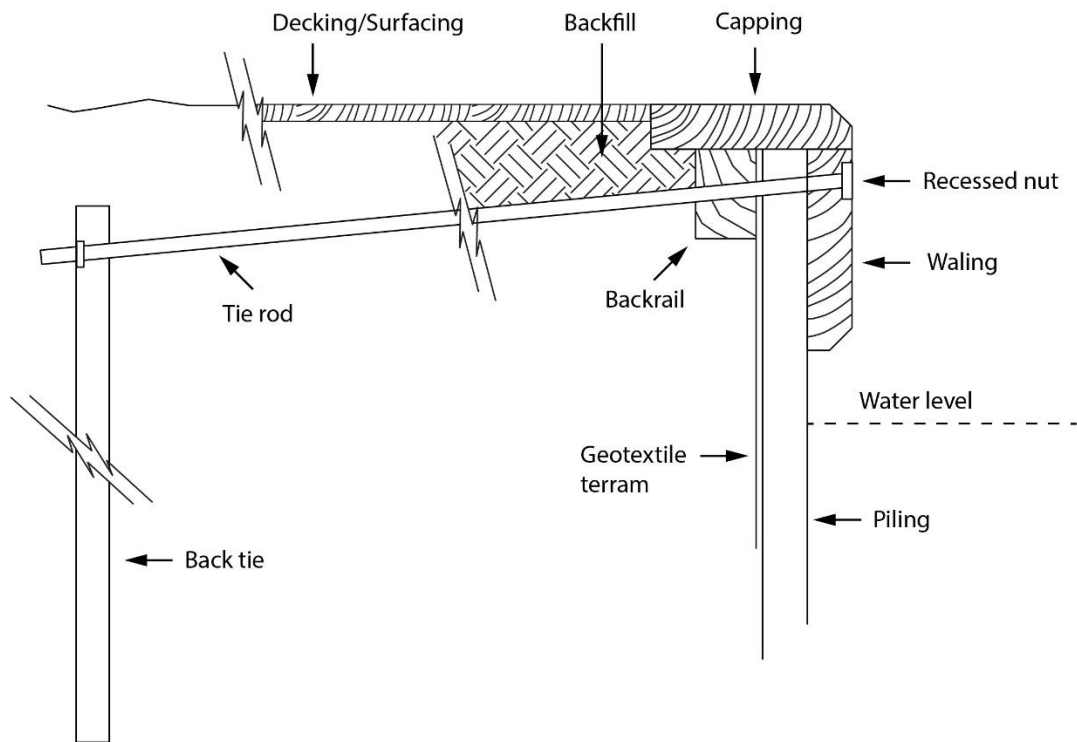
As the interface between water and land, it is important that moorings and boardwalks are properly considered and well designed. The Broads Authority welcomes the right type of safe design in the right place. Making the right materials choice can be essential in ensuring your work complements the local character as well as being important in terms of the quality and lifespan of your structure.

When considering what material to use, assess the environmental, landscape and heritage sensitivities, likely footfall, strategic location (i.e. isolated or close to school/towns etc) and level of accessibility which could be possible.

This policy is to be read in conjunction with other policies of the Local Plan, including in particular, the [moorings](#) and [bank stabilisation](#) policies and guides (or successor documents).

#### **Parts of quay heading**

**The following diagram and photo identify the various parts of quay heading.**



## **Installation**

As set out in the policy, we require a method statement to be submitted. This needs to show how you plan to install the scheme that you are seeking permission for.

We expect as much preparatory work as possible to be completed off site. This is to prevent any waste materials from going into the water as well as limiting any time spent on site with associated impacts on wildlife and habitats, as well as use of the area by people.

## **Timber and Steel**

These materials have been traditionally used in the Broads and have the least visual impact due to their appearance. The benefit of using timber include its traditional appearance and the way in which it weathers, reducing its visual impact over time. Its use supports traditional industries and crafts. It is also encouraged because the use of sustainably sourced timber is far more environmentally friendly than other materials. Steel, used with a timber cap and waling is a traditional feature of urban sites or sites which require hard wearing riverbank protection (such as within high tidal zones or areas with high boat use). There may be sensitive sites where timber (and not steel) will be most appropriate. There will also be sites (for example in rural areas), where the introduction of quay heading would not be considered appropriate.

### **The standard of timber to be used**

Care needs to be taken when installing treated timber in terms of where the timber is sourced and how it is treated with environmental benefits and impacts considered. There will be periodic check/update of available licensed products to ensure optimal choices are made for the environment.

## **Recycled Plastic**

Recycled plastic may be acceptable, but it depends on the setting and sensitivity and the product used. The Authority acknowledges that recycled plastic can have its merits, but the policy clearly identifies issues that need to be addressed.

Some recycled plastic products are obviously plastic, can have obviously faux or repeated patterns, unnecessarily shiny, an unrealistic colour and do look alien in their surroundings. There are products on the market that are softer, less obvious and non-uniform pattern, texture and appearance of timber and it is these products that are expected to be used. There are many different types and varieties of recycled plastics and so physical samples will need to be submitted to be agreed in most instances.

In order to capture plastic shavings and micro plastics and prevent these from entering the water courses and ecosystems, as much work as possible will need to be completed away from the site and an explanation of how shavings will be captured and disposed of is required.

#### **Policy PUBDM42A: Safety by the water**

1. Proposals that increase the number of people accessing the water or facilitate the enjoyment of land adjacent to the water or increase the difficulty of getting out of the water must address water safety.
2. For such developments, a Water Safety Plan must be produced by a suitably qualified consultant, experienced in producing and helping to deliver water safety measures. The Water Safety Plan must consider and address the following:
  - a) What are the risks of someone falling into the water, and who is likely to be exposed to the risk as a direct result of the proposed development?
  - b) How is this risk to be minimised?
  - c) What is the water depth and speed of flow?
  - d) What design and safety features will be incorporated into the development to ensure that anyone in the water can get out safely? Consideration must be given to the landscape impact and the impact on any Heritage Asset of any water safety feature to be used.
  - e) How will the safety features be maintained?

#### **Reasoned Justification**

Being a primarily water-based area that people enjoy for recreation, safety in the Broads is an important issue. Sadly on occasion people die in the water, and many more fall in. On a hot day, the cool water may attract those wanting a quick swim, and the hazards are not always recognised or considered. The area is also popular for organised wild and open water swimming groups, and people sail on the Broads using stand-up paddle boards, canoes, sailing boats and motorised cruisers. Others enjoy walking beside the waterways and visiting the nearby open spaces, pubs and cafes, and there are many other waterside buildings including boatyards and homes.

Easily accessible safety equipment like lifebuoys, throw lines and ladders are essential in helping someone in trouble get out of the water. There were 236 drownings and water-related deaths from accidents or natural causes across the UK in 2023. As in previous years, more than half of the deaths (140) were in inland waters such as tidal and freshwater rivers, lakes and reservoirs. In the Broads, over the last 15 years there have been on average 5 deaths per year; 34 related to boating and 43 non-boating related. It should be noted that some of these deaths were not accidental, and this policy seeks to influence accidental water related incidents. There are also near drownings or people falling in (without intending to) – the incidences of near drownings or people falling in are often not reported.

The National Water Safety Forum has produced the UK Drowning Prevention Strategy<sup>129</sup> which aims to reduce accidental drowning fatalities in the UK by 50% by 2026, and reduce risk amongst

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<sup>129</sup> [UK Drowning Prevention Strategy \(nationalwatersafety.org.uk\)](https://nationalwatersafety.org.uk)

the highest risk populations, groups and communities. A target of the Strategy that is particularly relevant to this policy is to increase awareness of everyday risks in, on and around the water. The strategy asks communities to develop a risk assessment for the area and to put in place Water Safety Plans at a community level. The NPPF 2024 (at paragraph 102) says ‘the safety of children and other vulnerable users in proximity to open water, railways and other potential hazards should be considered in planning and assessing proposals for development’.

### **Policy implementation**

While this policy refers to proposals that increase the number of people accessing or being by the water and those that make it harder for people to get out of the water, there may be other development where it is appropriate to consider safety by the water.

Relevant applications need to assess, address and then implement appropriate safety by the water features. Applicants need to engage the assistance of a suitable qualified organisation to do this. The measures, assessment etc need to be proportionate to the scheme and any risk identified.

Applicants will be required to consider the risks of people falling into the water and put in place means to help people while in the water and a safe way for them to get out. The safety of those involved in the construction of the scheme should also be an important consideration for the Water Safety Plan.

For development near to Heritage Assets or in Conservation Areas, measures such as bright plastic covers on life rings may detract from the scenery or setting. Less visually intrusive, but equally effective forms of safety equipment can be provided in such locations.

There are many guides in place that may be of relevance. These include:

- [Managing safety at inland waters - RoSPA](#)
- [PRE decision tree | National Water Safety Forum](#)
- [Inland and Coastal Water - Essential Water Safety Guidance | Royal Life Saving Society UK \( RLSS UK \)](#)
- The Broads Authority’s Mooring Design Guide has some practical considerations that may be relevant to schemes: [Practical considerations](#).



## 30 Housing and residential moorings

### 30.1 Allocations for residential dwellings and residential moorings

**For residential dwellings**, following the Call for Sites as part of the Issues and Options consultation held towards the end of 2022, the sites put forward were assessed against set criteria with stakeholders providing comments. The [Housing and Economic Land Availability Assessment Part 1](#) (HELAA) concluded if sites were suitable for development or not. No further sites were put forward through the Preferred Options consultation Call for Sites. **A third call for sites was held in December 2024 and following assessment against set criteria and taking into account stakeholder comments, none of the sites put forward were deemed appropriate for allocation (see HELAA part 2).**

~~The following table shows the sites that are allocated for residential dwellings. It shows a total of around 250 residential dwellings would be allocated.~~ The need to be addressed in the Local Plan is **358 1,077** dwellings. Please note that completions and permissions granted since April 2021 will count towards the need; as set out in the supporting text to PUBSP15, **taking permissions and completions into account, the residual housing need is 1,034 dwellings.**

~~The Authority will need to undertake another call for sites as part of this Publication version consultation.~~ **No sites for residential dwellings are allocated in the Local Plan.** Please note that PUBTHU1 (16 dwellings) and PUBOUL2 (76 dwellings) already have planning permission and were not assessed in the HELAA but will still be included in the Local Plan until they are built out. **The Utilities Site (PUBNOR1) is allocated for mixed use, with housing being a potential option.**

| <b>Site</b>           | <b>Number of residential dwellings</b> |
|-----------------------|----------------------------------------|
| <b>Utilities Site</b> | <b>Around 250</b>                      |

The following table shows the sites that are intended to be allocated for **residential moorings**. It shows a total of 43 residential moorings are allocated. The need to be addressed in the Local Plan is 48 residential moorings.

| <b>Site</b>                            | <b>Number of residential moorings</b> |
|----------------------------------------|---------------------------------------|
| Brundall Gardens Marina – small marina | 2                                     |
| Brundall Gardens Marina – large marina | 6                                     |
| Greenway Marine, Chedgrave             | 5                                     |
| Hipperson’s Boatyard, Gillingham       | 5                                     |
| Somerleyton Marina                     | 15                                    |
| Richardson’s Boatyard, Stalham Staithe | 10                                    |
| <b>Total:</b>                          | <b>43</b>                             |



## 30.2 Housing and Residential Moorings Trajectories

The housing and residential moorings trajectories can be found at [Appendix 11](#). These set out when development allocated in this Local Plan is estimated to come forward.

### 30.3 Call for Sites

We are undertaking a call for sites for residential dwellings, gypsy and traveller sites and residential caravans. This will require the provision of information, and a form is available for you to fill in. This needs to be completed in full and submitted to the Broads Authority for assessment by 4pm 17 May 2024 (the date the consultation on the Preferred Options ends). We will work with stakeholders to assess any sites brought forward. We cannot guarantee that your site will be allocated as we may not deem it suitable for allocation in the Local Plan. We will set out our reasons for any decision we make. There are many constraints to development in the Broads.

If you wish to put a site forward for us to consider for residential dwellings, residential moorings, gypsy and traveller sites and residential caravans please fill out the survey that can be found here: <https://arcg.is/LGeP5Q>

#### Policy PUBSP15: Residential development

##### Meeting the Objectively Assessed Housing Need

1. The Authority will endeavour to enable housing delivery to meet its objectively assessed housing need throughout the Plan period (2021 to 2042) which is **358 1,077** dwellings<sup>130</sup>.
2. A contribution from housing development towards the provision of affordable housing will be sought<sup>131</sup>.

##### Meeting the Objectively Assessed Residential Moorings Need

3. The Authority will endeavour to enable residential moorings delivery to meet its objectively assessed residential moorings need throughout the Plan period (2021 to 2042) which is 48 residential moorings

##### Meeting the Objectively Assessed Gypsy and Traveller and Travelling Show People Need

4. The Authority will endeavour to enable Gypsy and Traveller pitch delivery to meet its assessed need throughout the Plan period (2021 to 2042) which is a 5-Year need for the Broads part of Great Yarmouth is for **12 pitches for households that meet the planning definition and for 2 pitches for households that do not**. Future year (beyond 6 years) need for the Broads part of Great Yarmouth borough is for 5 pitches. Future year 6 plus need is for 4 pitches for households that meet the planning definition.

<sup>130</sup> [Housing needs assessment \(June 2022\)](#) and [Local Housing Needs Assessment Addendum \(March 2025\)](#)

<sup>131</sup> See [PUBDM43](#) for the policy on affordable housing, including the thresholds at which on-site and off-site affordable housing contributions will be sought.

### The type of new homes

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

### Protecting habitats sites

6. Project Level Habitats Regulation Assessments will be needed to assess implications on **sensitive** habitats sites.

### Spatial Strategy

7. Development proposals will be located to protect the countryside from inappropriate uses to achieve sustainable patterns of development, by concentrating development in locations with local facilities, high levels of accessibility and where previously developed land is utilised. The Authority will direct development to meet the amount of housing as set out in this policy to the following locations:
  - a) For residential dwellings:
    - i) Brownfield sites at [Pegasus in Oulton Broad](#), and [Hedera House in Thurne](#), as detailed in the site allocation section of this Local Plan<sup>132</sup>. [Utilities Site in Norwich](#) could be developed for housing as well; or
    - ii) In relation to windfall, those areas within development boundaries as detailed in policy [PUBDM44](#); or
    - iii) Housing will only be permitted elsewhere where it is necessary, and subsequently retained, in connection with rural enterprises ([PUBDM47](#)), replacement dwellings ([PUBDM50](#)) or to provide affordable housing where local need has been demonstrated in District Councils' or local housing needs surveys.
  - b) For residential moorings,
    - iv) The following boatyards/marinas are allocated: [Brundall Gardens Marina](#), [Greenway Marine \(Chedgrave\)](#), [Hipperson's Boatyard \(Gillingham\)](#), [Somerleyton Marina](#), [Richardson's \(Stalham Staithe\)](#).
    - v) In relation to windfall, is in a mooring basin, marina or boatyard that is within or adjacent to a defined development boundary or 800m/10 minutes walking distance to three or more key services (see reasoned justification to [PUBDM46](#)) and the walking route can be used and likely to be used safely, all year round or is in Norwich City Council's Administrative Area.
  - c) For Gypsy and Travellers and Travelling Showpeople,
    - i) In relation to windfall, are well related to existing settlements, services and facilities.

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<sup>132</sup> Please note that the sites at Oulton Broad and Thurne all have planning permission. Their allocations continue in the Local Plan as the schemes have not been completed yet. We have not included their numbers in meeting the current need, as they were permitted prior to 2021.

### Loss of housing or residential moorings

8. Development proposals that result in a net loss of housing, permitted/lawful gypsy and traveller sites or residential moorings are not likely to be supported unless there is a clear justification submitted as part of a planning application.

### Stepped housing requirement

9. The Authority has adopted a stepped housing requirement to reflect the inclusion of the Utilities Site, which is part of the wider East Norwich Regeneration Scheme. The stepped housing requirement is set out in the supporting text to this policy.

### Reasoned Justification

The Objectively Assessed Housing Need for the Broads is as follows:

| District       | Objectively Assessed Housing Need | Annual average from 2021 to 2042 (22 years) |
|----------------|-----------------------------------|---------------------------------------------|
| Broadland      | 105 316                           | 5.25 14.37                                  |
| North Norfolk  | 97 293                            | 4.85 13.32                                  |
| Norwich        | 6 17                              | 0.3 0.77                                    |
| South Norfolk  | 68 204                            | 3.4 9.27                                    |
| Great Yarmouth | 59 177                            | 2.95 8.05                                   |
| East Suffolk   | 23 70                             | 1.15 3.18                                   |
| <b>Total:</b>  | <b>358 1,077</b>                  | <b>17.9 49</b>                              |

For the avoidance of doubt, each element of the Broad's Objectively Assessed Need identified in the table above for each of the six districts also forms part of each district's objectively assessed need and is not additional to.

The residential moorings need is 48<sup>133</sup>.

The Gypsy and Traveller need is as follows: 5-Year need for the Broads part of Great Yarmouth borough is for 12 pitches ~~for households that meet the planning definition and for 2 pitches for households that do not.~~ Future ~~year~~ (beyond 6 years) need ~~for the Broads part of Great Yarmouth borough~~ is for 5 pitches ~~for households that meet the planning definition.~~ ~~No need was identified for the rest of the Broads (see 2024 12 04 Broads Authority GTAA Letter).~~

The NPPF at paragraph 11. b) requires Local Planning Authorities to meet the needs for housing, but through the footnotes, protects the Broads as follows:

<sup>133</sup> [Residential Moorings Need Assessment](#) and [Residential Mooring needs assessment clarification letter \(May 2025\)](#)

‘strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas<sup>6</sup>, unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area<sup>7</sup>; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole’.

Footnote 6 ‘As established through statements of common ground (see paragraph 27)’.

Footnote 7 ‘The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 194) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 72); and areas at risk of flooding or coastal change’.

The NPPF at paragraph 61 says ‘The overall aim should be to meet an area’s identified housing need, including with an appropriate mix of housing types for the local community’

#### **The Housing Target for the Local Plan for the Broads and how this will be met.**

The Authority must balance the demands of meeting the housing needs and protecting the [special qualities](#) of the Broads. The Housing Target for the Broads is ~~358~~ 1,077 net new dwellings as set out in [PUBSP15](#). The housing need for the Broads is met in the following ways.

For residential dwellings

- i) Completions and permissions between April 2021 and April 2025 as well as allocations in this Local Plan (that have not commenced). This shows a residual need of 1,034 dwellings. To confirm, the allocations at Thurne and Oulton Broads for residential dwellings that are later in this Local Plan already have planning permission (prior to April 2021) and are therefore not included in the table below. [Policy PUBNOR1 \(Utilities Site\)](#) is also not included in the table below as this is allocated for mixed use development that could include housing. These figures have been checked to ensure that a permission that has been completed is not in the table twice.

| District      | Completions | Permitted | Allocations | Total |
|---------------|-------------|-----------|-------------|-------|
| Broadland     | 0           | 5         | 0           | 5     |
| North Norfolk | 5           | 4         | 0           | 9     |
| Norwich       | 0           | 0         | 0           | 0     |
| South Norfolk | 7           | 1         | 0           | 8     |

| District       | Completions | Permitted | Allocations | Total     |
|----------------|-------------|-----------|-------------|-----------|
| Great Yarmouth | 1           | 12        | 0           | 13        |
| East Suffolk   | 3           | 5         | 0           | 8         |
| <b>Totals</b>  | <b>16</b>   | <b>27</b> | <b>0</b>    | <b>43</b> |

ii) **A third Three** call for sites

A call for sites was held during the Issues and Options consultation. Some sites for housing were put forward, but through the HELAA **(part 1)** process, were deemed not suitable for development and consequently, not allocated in the Local Plan. This Preferred Options version of the Local Plan contained another call for sites, but no sites were put forward. **A third call for sites will be undertaken as part of the Publication consultation. A third call for sites was held in December 2024. Some sites were put forward for consideration and these are assessed in the HELAA part 2, but none were deemed suitable for allocation in the Local Plan.**

iii) Cooperating with Neighbouring Districts

**Depending on the outcome of the third call for sites, it may be that the Authority works with the Districts in relation to meeting the outstanding need for housing in the Broads.** It is important to note that the need for the Broads is part of the need for the districts, and not additional to. It should be noted that the [Norfolk Strategic Planning Framework](#)<sup>134</sup> includes these two agreements:

- Agreement 12 – The Broads Authority will meet its calculated portion of the wider housing requirement as far as is compatible with the protection of the Broad’s landscape and special qualities.
- Agreement 13 – South Norfolk, Norwich City, Broadland, North Norfolk, and Great Yarmouth Councils will seek to include appropriate provision within their Local Plans to address the housing needs arising from the parts of the Broads Authority area overlapping their administrative boundaries if these cannot be met within the Broads Local Plan.

**Similar agreements are in place with East Suffolk Council.**

**All of our 6 Districts have agreed to meet the housing need for the Broads Authority that is discussed in this Local Plan. The Authority will continue to permit schemes for residential dwellings that align with local and national policy.**

iv) Windfall

**The Authority does not include future windfall in its housing supply calculations. This is because the numbers are so low that even a variation of up to 5 is large percentage of housing permitted each year. The Authority does and will continue to approve planning applications for residential dwellings that align with local and national policy. In terms of completions up until the adoption**

<sup>134</sup> At the time of writing, the NSPF was being updated, but the agreements were still included. As and when the NSPF is endorsed, this section will need updating.

of the Local Plan, given that there is going to be at least one (maybe two) more monitoring period before the Local Plan is adopted, there are likely to be some more completions and permissions that can be subtracted from the residual need of 1,034 dwellings.

For Residential moorings

The following table shows the sites that are allocated for residential moorings. It shows a total of 43 residential moorings would be allocated. The need to be 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                              |
| Somerleyton Marina                     | 15                             |
| Richardson's Boatyard, Stalham Staithe | 10                             |
| <b>Total:</b>                          | <b>43</b>                      |

For Gypsy and Traveller sites:

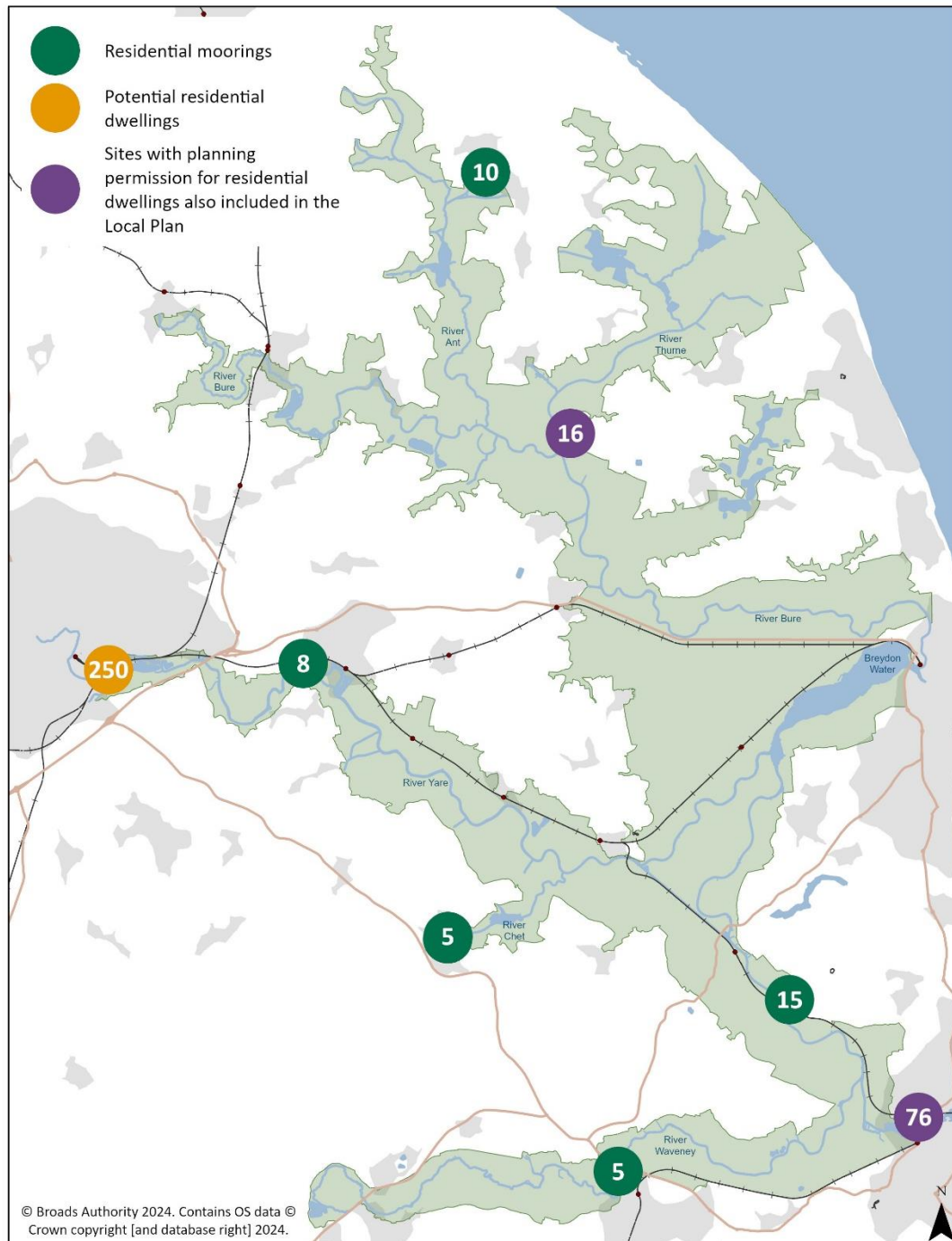
The 5-year need for 12 pitches that meet the planning definition and 2 pitches that do not meet the planning definition in the Broads part of Great Yarmouth borough will be met through working with Great Yarmouth Borough Council. The Local Plan has a criteria-based policy to address future need. It should be noted that three call for sites for Gypsy and Traveller sites/pitches were held through the production of this Local Plan and no sites were put forward for consideration. as follows:

- Some of the units may have been there for a number of years and may therefore be immune to enforcement and would be deducted from the current need of 22. For caravans, the time period is ten years and for buildings it was four years before April 2024. At the time of writing, investigations were ongoing, but it is estimated that around 9 current pitches will be immune from enforcement and therefore the current need is around 11 pitches. The need for the Broads arises from unauthorised pitches in the Cobholm Island area of Great Yarmouth Borough. Following thorough investigations by Officers at the Broads Authority and Consultants, ORS, using aerial imagery, site visits and interviews with representatives from the site, there are 18 pitches that are immune from enforcement action. This is because they have been in place the requisite period of time (which is ten years for caravans and four years for buildings in place before April 2024). Three of these are in Great Yarmouth Borough Council's planning area and 15 in the Broads Authority planning area.
- A call for sites will be held during the publication local plan consultation.

- Liaison with Great Yarmouth Borough Council through the Duty to Cooperate to meet the residual current need.
- A criteria-based policy to address the future need.

**Map 3 Key diagram** – the following map shows the location of the dwellings and residential moorings allocated in this Local Plan. The 250 dwelling allocation relates to the Utilities Site, policy PUBNOR1; the site could be developed for housing or another suitable use.

Key diagram





## **Affordable housing**

The provision of affordable housing is a key issue in local communities, particularly in rural areas where sites appropriate for development may be limited or may fail to meet sustainability criteria. In the Broads, this is exacerbated by the limited availability of land due to flood risk and the demand for second/holiday homes that inflates land and property prices and is a disincentive for the provision of lower cost housing.

The requirement for a percentage of properties within a development to be 'affordable' is an established mechanism used by planning authorities to achieve provision of social housing (see [Developer Contributions section](#) of the Local Plan). This mechanism, however, is not easily applied within the Broads, as development is of a small-scale and is often individual properties, and larger sites that trigger such a requirement come forward rarely. See Policy [PUBDM43](#) for more information.

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

## **Type**

Because the Broads Authority is not the Housing Authority for its planning area, it will work closely with its district councils who undertake this function to determine the type of housing that needs to be delivered in a certain area.

## **Project level HRA**

All development will need to ensure compliance with Policies in the natural environment section to ensure compliance with the habitats regulations or to ensure no adverse impacts on the site integrity of any habitats site alone or in-combination.

## **Location of development**

The policy approach will be to prevent residential development beyond settlements other than in exceptional circumstances, or which accords with the Authority's statutory purposes. Development within settlements will be permitted only where it meets criteria covering issues such as flood risk, satisfactory provision of infrastructure, and design.

If needed, the criteria used to assess settlements in the Settlement Study<sup>135</sup> as well as that relating to access to services and facilities in the Housing and Economic Land Availability Assessment (HELAA)<sup>136</sup> will be used to determine sustainable patterns of development.

In most cases, settlements in the Broads straddle the Broads boundary, and the greater part of the settlement lies within the neighbouring local planning authority's jurisdiction. Because of the

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<sup>135</sup> Settlement Study: [https://www.broads-authority.gov.uk/\\_data/assets/pdf\\_file/0034/416599/Settlement-study-updated-Feb-2023.pdf](https://www.broads-authority.gov.uk/_data/assets/pdf_file/0034/416599/Settlement-study-updated-Feb-2023.pdf)

<sup>136</sup> HELAA: [https://www.broads-authority.gov.uk/\\_data/assets/pdf\\_file/0023/491405/HELAA-September-2023.pdf](https://www.broads-authority.gov.uk/_data/assets/pdf_file/0023/491405/HELAA-September-2023.pdf)



national protection afforded to the Broads and the vulnerability to flooding of most of the Broads' area (the boundary generally follows the edge of the flood plain), it will usually be the case that both the greatest need and greatest opportunity for development in any settlement straddling the boundary will be in that part of it outside the Broads.

The spatial strategy aims to ensure that communities across the Broads continue to thrive and are economically resilient, environmentally sustainable, socially mixed and inclusive. The spatial strategy is the overall framework for guiding development across the Broads, determining in what general locations and settlements different kinds of development will be encouraged or restricted. It offers the most sustainable way to accommodate housing in the Broads as:

- it makes the best use of previously developed land;
- it places new residents in close proximity to jobs, shops, leisure and cultural facilities and public transport nodes to support sustainable lifestyles; and
- it regenerates some of the more run-down areas around the Broads.

#### Five-year land supply on adoption of the Local Plan

~~This will be produced as part of the submission of the Local Plan, to reflect up-to-date monitoring data and any further sites that may be put forward as part of the Call for Sites. There are no new sites for housing allocated in this Local Plan. A Five-Year Land Supply statement forms part of each Annual Monitoring Report<sup>137</sup>.~~

#### Policy PUBDM43: Affordable housing

##### Delivery of affordable housing

1. ~~Major Developments<sup>138</sup>~~ Schemes for sites over 10 dwellings or larger than 0.5 hectares will be required to provide affordable housing in accordance with the requirements of the adopted standards and policies of the relevant District Council<sup>139</sup>, and/or Neighbourhood Plan (where there is one in place) including proportion (%) of contribution, house types/mix and tenure and phasing arrangements.
2. Affordable housing shall be provided on-site, unless it can be demonstrated that exceptional circumstances exist which necessitate provision on another site within the control of the applicant, or the payment of a financial contribution to the local planning authority (equivalent in value to it being provided on-site as specified in the policies of the relevant District Council), to enable the housing need to be met elsewhere.

<sup>137</sup> See Annual Monitoring Reports section of [Supporting documents and evidence](#)

<sup>138</sup> ~~The NPPF 2024 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>139</sup> This is the constituent council – Broadland, Great Yarmouth, North Norfolk, Norwich, South Norfolk, East Suffolk Council (formerly Waveney District Council) and at the time of writing, it's the Waveney Local Plan that is relevant, but during the lifetime of this Local Plan, this may change)

3. A commuted sum (off-site contribution) towards the provision of affordable housing will be sought from development as follows:
  - a) Brownfield schemes located on the waterfront: 3-9 dwellings
  - b) Other brownfield schemes: 5-9 dwellings
  - c) Greenfield schemes: 3-9 dwellings.
  - d) This contribution will be calculated in accordance with the full requirements of the adopted standards and policies of the relevant District Council. The commuted sum will be calculated in relation to thresholds and proportion of dwellings which should, subject to viability, be affordable. The commuted sum should reflect the subsidy required to deliver the affordable housing requirement off site (to include the cost of land and construction).
4. The following summarises the approach to affordable housing set out in this policy:
  - a) 10 or more dwellings Major development For sites over 10 dwellings or larger than 0.5 hectares: All schemes expected to provide on-site requirement as per policy of district.
  - b) Off-site contributions as set out in point 3 of this policy.
5. The Authority will only consider reducing the requirement for the proportion of affordable housing on a particular development site, or amending the tenure mix from the relevant District Council's Policy requirement, or a standard set out in a made Neighbourhood Plan, in limited circumstances and in liaison with and having regard to/deferring to relevant District Council's policies where:
  - a) The applicant has submitted a site-specific viability appraisal (which has been assessed independently) and it has been concluded by the Authority (in liaison with the relevant District Council) that it is not viable to deliver the full policy requirement of affordable housing, and an alternative provision has subsequently been agreed; or
  - b) The applicant has submitted a site-specific viability appraisal (which has been assessed independently) and it has been concluded by the Authority (in liaison with the relevant District Council) that it is not viable to deliver the required tenure mix, and the alternative tenure mix has subsequently been agreed; and
  - c) The resultant affordable housing provision would ensure that the proposed development is considered sustainable in social terms through its delivery of housing mix.

#### **Phasing/cumulative development**

6. Where an application is identified as phased or cumulative development, the policy of the relevant district council will be followed. If there are no policies that cover this eventuality, then the following will be applied in liaison with the relevant district, as the Housing Authority.
7. Where it is evidenced by one or more of the below criteria, an application site will be identified as phased or cumulative development, and the affordable housing requirement will be calculated based on the total development (i.e. the site subject to the application

together with any adjacent plots meeting the criteria below). The adjacent sites or plots or sites that are extended could be in or outside of the Broads.

- a) The application site is the same ownership as one or more adjacent plots of land where planning permission has been granted within 5 years.
- b) There is evidence of previous applications for development of a larger site of which the application site forms a part of within the past 5 years of the date that planning permission was granted.
- c) The site forms an extension to a development that has been granted planning permission in the 5 years before the application is made and which is still capable of being implemented.

#### **Provision outside development boundaries (rural exception sites)**

- 8. Affordable housing developments outside development boundaries as defined on the Proposals Map, will be permitted where:
  - a) There is an identified local need for affordable housing as demonstrated in up-to-date evidence; and
  - b) The need cannot be met within the boundaries of the adjoining local authority's part of the Broads settlement; and
  - c) The site is ~~physically well-related~~ adjacent to a built-up part of a settlement and the facilities it provides; and
  - d) The location of the proposed development complies with the relevant District Council's criteria for rural exception sites; and
  - e) Development will be of a scale that is suitable and appropriate for the size of the site and settlement. Proposals need to avoid over development and reflect the character of the area; and
  - f) The affordable housing provided is made available solely to people in local housing need at an affordable cost for the life of the property (the Authority will ensure that any planning permission granted is subject to appropriate conditions and/or planning obligations to secure its affordability in perpetuity).
- 9. A small proportion of the dwellings proposed may be market dwellings if this is fully justified and the market dwellings are the minimum number required to cross subsidise the delivery of the required affordable housing as demonstrated through a site-specific viability assessment to the satisfaction of the Authority and the relevant District Council. In all cases, the majority of the homes provided are to be affordable. The Authority will have regard to/defer to the relevant District Councils' policy when determining the proportion of market dwellings.
- 10. The size (number of bedrooms), type (flat, house) and tenure of affordable homes for each proposal will be based on up-to-date evidence of local housing needs in accordance with the requirements of the relevant Council.

11. It should be noted that First Homes Exception Sites cannot come forward in the Broads<sup>140</sup>.

### Planning Obligations

12. To secure all affordable housing in perpetuity, the Authority will seek a planning obligation from the developer to ensure that:

- a) The permitted dwellings are affordable in perpetuity by being offered for initial and successive occupation at an affordable or social rent or affordable home ownership;
- b) The control of occupation of the dwellings is undertaken by a local authority, Registered Provider or other suitable body such as a parish or village trust as approved by the Authority; and
- c) Initial and successive occupation of the permitted dwellings is prioritised for people with strong local connections for all rural exception sites.

### Reasoned Justification

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

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

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

### Delivering affordable housing in the Broads

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

In recent years (between 2014 and 2024), applications for dwellings have tended to be in the region of on average 2.10 dwellings per application<sup>141</sup> (according to an assessment of the Authority’s planning applications). The NPPF 2024 says that ‘*Provision of affordable housing should not be sought for residential developments that are not major developments other than in designated rural areas (where policies may set out a lower threshold of 5 units or fewer)*’. Presuming that the current trend of size of housing applications continues (windfall), it is unlikely that affordable housing will be delivered through windfall schemes.

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<sup>140</sup> First Homes - GOV.UK ([www.gov.uk](https://www.gov.uk))

<sup>141</sup> Between 2014 and 2024, there have been 44 net new market dwellings permitted in 21 applications.

Much of North Norfolk is designated as a Rural Area and in light of the high need for affordable homes the Council/Broads Authority will seek affordable housing on schemes in this area which propose six or more dwellings. To address the possible practical problems of providing affordable homes on small sites the policy includes an option to make an equivalent financial contribution of sufficient value to deliver the affordable homes requirement elsewhere. The policy goes further to apply the commuted sums approach to schemes in the entire Broads area as follows: Brownfield schemes located on the waterfront: 3-9 dwellings, other brownfield schemes: 5-9 dwellings, Greenfield schemes: 3-9 dwellings. This is because the opportunities for schemes of 9+ dwelling are significantly diminished by the rural character of the area and the environmental constraints. However, there is a clear need for affordable housing and all possible reasonable measures should be taken to address the deficiency. To be clear, the policy goes further than the NPPF by requiring off-site contributions to affordable housing for schemes of fewer than 9 dwellings. None of the districts relevant to the Broads seek affordable housing on schemes of 9 or below and their policies will reflect this<sup>142</sup>. The Viability Study that assessed the Local Plan concluded that the policy approach to seeking off site affordable housing contributions is viable.

The policy applies to all net new homes (excluding holiday accommodation with occupancy conditions<sup>143</sup>) permitted anywhere in the Broads Authority Executive Area, in line with the thresholds set out in the policy and the districts' policies.

The Authority will use the relevant District Council's approach/methodology for the calculation of affordable housing contributions. The Authority will liaise with the relevant District Council to prioritise spend which will likely be first in the parish which generated the commuted sums, then to the adjoining parishes, and then to anywhere in the District Council area and the Authority/District Council will have ten years to spend or commit the monies. The Authority will however have regard to the approach of the relevant District Council in where the money is spent and for how long the money is held.

### **Assessing viability**

Working with the relevant District Council and having regard/deferring to their policies, a viability appraisal may be required. The independent review process will require the applicant to submit a site-specific viability appraisal (to include a prediction of all development costs and revenues for mixed use schemes) to the Authority's appointed assessor. They will review the submitted viability appraisal and assess the viable amount of affordable housing, or the minimum number of market homes needed to cross subsidise the delivery of affordable housing

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<sup>142</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>143</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.

on a rural exceptions site. This review shall be carried out entirely at the applicant's expense. Where little or no affordable housing would be considered viable through the appraisal exercise, the Authority will balance the findings from this against the need for new developments to provide for affordable housing. In negotiating a site-specific provision with the applicant, the Authority will have regard to whether or not the development would be considered sustainable in social terms.

### **Phasing/cumulative development**

To address circumstances where housing proposals submitted in phases or cumulatively (i.e. those on a larger specific site) would result in a lower overall requirement for affordable housing, the Authority will seek to ensure that the affordable housing contribution is based upon the whole wider site. One example could be where a planning application for seven units has already been approved and after a further year another planning application under the same ownership, on an adjacent site, is submitted for three units. In this situation the affordable housing requirement will be calculated from a total development of ten. Another example could be where an outline planning application has been approved for 9 dwellings, but no reserved matters has been submitted, and a further application is submitted to extend the development by a further 3 units. In this situation the affordable housing requirement will be calculated from a total development of 12. If the affordable units could not be provided on the latest planning application, then a contribution for off-site provision will be sought in line with the policies and guidance of the relevant District Council as the Housing Authority.

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

Developers advancing specific proposals that incorporate an element of affordable housing should submit an affordable housing statement alongside their application. This should provide information on the number of affordable residential units, the mix of affordable units in terms of type, tenure (intermediate/ social or affordable rented) and size (number of bedrooms and gross floor space), and the arrangements for managing the affordable housing units. This statement is also required to explain and justify the layout and location of the affordable housing element of a scheme. The Authority expects applicants to liaise with Registered Providers and the Housing Teams of the relevant district council to get advice and recommendations regarding the layout (although the Broads Authority will be the determining body).

### **Rural exception sites**

The applicant will be required to submit evidence showing how the proposed scheme meets local housing need. The Affordable Housing policy states that '*Some of the dwellings proposed may be market dwellings if this is fully justified...*' when referring to affordable housing schemes outside of development boundaries. This is in keeping with the NPPF definition for rural exception sites '*small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing*

*family or employment connection. A proportion of market homes may be allowed on the site at the local planning authority's discretion, for example where essential to enable the delivery of affordable units without grant funding'.*

How 'small numbers' is defined will reflect the specifics of the scheme but will be a small proportion of the scheme. Furthermore, the relevant District Council's policies and approaches will be of relevance. Applications need to fully justify the proposed market housing element (the split between market and affordable) of rural exception site schemes through the submission of a site-specific viability appraisal. Only the minimum number of market homes required to provide the cross subsidy needed to deliver the affordable homes will be permitted. See 'assessing viability' section of the reasoned justification to this policy for more information.

### **Using planning obligations**

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

### **Offsite provision**

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

Please note, however, the requirement for off-site contributions for developments of fewer than 9 dwellings (as discussed in the policy and under 'Delivering affordable housing in the Broads' section of the reasoned justification to this policy).

### **Starter Homes**

According to the Housing and Planning Act (2016)<sup>144</sup> a 'starter home' means a building or part of a building that—

- a) is a new dwelling,

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<sup>144</sup> [Housing and Planning Act \(2016\) \(pdf | legislation.gov.uk\)](#)

- b) is available for purchase by qualifying first-time buyers only,
- c) is to be sold at a discount of at least 20% of the market value,
- d) is to be sold for less than the price cap, and
- e) is subject to any restrictions on sale or letting specified in regulations made by the Secretary of State (for more about regulations under this paragraph, see section 3).

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

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

### **Habitats Regulations Assessment**

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

### **Policy PUBDM44: Residential development within defined Development Boundaries**

See Development Boundaries Map Bundle: [https://www.broads-authority.gov.uk/data/assets/pdf\\_file/0017/510902/Development-boundary.pdf](https://www.broads-authority.gov.uk/data/assets/pdf_file/0017/510902/Development-boundary.pdf)

1. New residential development will only be permitted within defined development boundaries and must comply with other policies of the Development Plan.
2. Development will be of a scale that is suitable and appropriate for the size of the site and settlement and will reflect the character of the area.
3. Development Boundaries are identified on the policies maps for the following settlement areas:
  - a) Oulton Broad
  - b) Thorpe St Andrew
  - c) Wroxham and Hoveton
  - d) **Filby**

### **Constraints and features**

- Depending on location, some of the areas may be affected by surface water flooding, groundwater flooding, reservoir flooding.
- a) **Oulton Broad**
    - Area is within Oulton Broad Conservation Area



- High potential for archaeological remains in the area
- Flood risk (mainly zone 1, plus some 2 & 3, by EA mapping and mostly 1 with some 2, 3a and indicative 3b using SFRA 2018)
- Nearby listed buildings

**b) Thorpe St Andrew**

- Area is within Thorpe St. Andrew Conservation Area
- Flood risk (mainly zone 2, some zones 1 & 3, by EA mapping and mostly 1 with some 2, 3a and modelled 3b using SFRA 2017)
- The bounded area includes safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is unlikely to constrain the type and scale of development supported by the Policy
- Large number of listed buildings

**c) Wroxham and Hoveton**

- Close to SPA and SAC
- Lies partly within Wroxham Conservation Area
- Flood risk (mainly zone 3 by EA mapping, and partly zones 1 & 2 and 1, 2, 3a and indicative 3b using SFRA 2017)
- The SFRA shows almost all of the area is at risk of flooding
- Capacity of minor roads in the area
- Wroxham Bridge is a Scheduled Monument
- The Grange - Grade II listed

**d) Filby:**

- Some protected trees in the area.
- EA flood zone 2 and 3 and SFRA indicative flood zone 3 covers some properties and gardens
- Close to SAC and SSSI
- Part of Filby in SSSI impact zone
- Settlement fringe landscape type nearby

**Reasoned Justification**

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

Early in the evolution of the Broads Local Plan, consideration was given to the merits of not having development boundaries, but it was concluded that they are a useful tool in promoting sustainable development in the Broads.

Development is directed to areas with Development Boundaries as listed in the policy and defined on the Local Plan Policies Map. Development in these areas could be acceptable, notwithstanding other policies, constraints, and other material considerations. It is important to note that just because an area has a Development Boundary, it does not mean that all proposals for development in the area are necessarily acceptable. The sensitivities of the Broads in terms of biodiversity, landscape, cultural heritage, and flood risk mean that careful consideration must be given to the appropriateness of developing a site, and each proposal will be determined against this and other policies of the Plan. Outside the defined Development Boundaries, new residential development will not be permitted except in the circumstances defined in the other housing policies.

Recently, Transport East undertook work looking into [Transport Related Social Exclusion \(TRSE\)](#). This could mean being unable to access services such as childcare, health provision and leisure opportunities, having limited choices of good job and education opportunities, facing poverty and financial hardship because of transport costs or facing significant stress and anxiety from using the transport system as part of everyday life. Transport East say there are several identified contributors to TRSE, including poor provision of local public transport, unsuitable conditions to facilitate walking, cycling and wheeling in car-dominated environments, and a high-level of car dependency that result from these factors. Directing development to areas with services and good public and other sustainable transport provision is important.

To support the Authority's approach, a [Development Boundaries Topic Paper](#) and a [Settlement Study](#) have been produced. This work assesses the suitability of settlements for Development Boundaries and seeks to justify why the **three four** areas ([Filby](#), Oulton Broad, Thorpe St Andrew and Wroxham and Hoveton) have Development Boundaries.

Development Boundaries are also important for residential moorings. One of the key criteria of policy [PUBDM46](#) relates to the mooring being within or adjacent to a Development Boundary (a Broads Authority Development Boundary or one of our constituent District Councils'). The Authority also regards other sites as suitable for residential moorings that are not adjacent to Development Boundaries. These sites, which are allocated in the Local Plan, are in Brundall ([PUBBRU6](#)), Chedgrave ([PUBCHE1](#)) Gillingham ([PUBGIL1](#)), Somerleyton ([PUBSOM1](#)) and Stalham ([PUBSTA1](#)). While the sites covered by these policies are not deemed suitable for Development Boundaries to reflect constraints on the land, they are still accessible to services and facilities that make them suitable for residential moorings.

Some development proposals could be acceptable outside of Development Boundaries in exceptional circumstances, although this will depend on detail, constraints in the area and accordance with other adopted policies and the NPPF, such as [PUBDM47](#) (dwellings for rural enterprises) and [PUBDM50](#) (replacement dwellings).

If a proposal is considered to potentially have an effect on a habitats site, it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken. With respect to recreation impacts, development would need to mitigate, and this would most easily be done by paying either the Norfolk or Suffolk Coast RAMS tariff (and depending on scale, there may be a need for green infrastructure provision). Proposals for development in Thorpe St Andrew and Wroxham and Hoveton face nutrient enrichment issues and mitigation will be required.

#### **Development Boundary for Hoveton and Wroxham**

This combined area is one of the largest concentrations of development, population, and services in the Broads. It has a range of shopping, employment opportunities, leisure and health facilities and relatively frequent rail and bus services. Although there is little undeveloped land (aside from gardens and public spaces), there has long been a gradual renewal and replacement of buildings and uses within the area, and there is a limited number of derelict or underused sites ripe for redevelopment. The development boundary excludes areas identified as open space and includes boatyards and other development on the south (Wroxham) bank. It also complements the Hoveton Village Centre policy ([PUBHOV5](#)) to continue the focus of retail and related development in the village centre. Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework Policies will apply, and a site-specific flood risk assessment may be required to establish the degree of risk.

#### **Development Boundary for Oulton Broad**

Together with Lowestoft, the area has a wide variety of services, facilities, and employment opportunities. Although most of these are at some distance from the area under consideration, there is a bus service, and the distances involved mean walking, wheeling and cycling are feasible options. The development boundary has been drawn to generally exclude the edge of the Broad except where there is already significant built development. This is to discourage building on the waterfront for flooding and landscape reasons, and to encourage continuance of the overall level of trees and planting that provides an important part of the setting of the Broad and contributes to its value for wildlife. Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework Policies will apply, and a site-specific flood risk assessment may be required to establish the degree of risk. In the light of the potential for archaeological remains in the area an archaeological survey may be required in advance of any grant of planning permission.

#### **Development Boundary for Thorpe St Andrew**

Only part of the south side of Yarmouth Road in Thorpe St Andrew is within the designated Broads area. Elsewhere, Broadland District Council is the local planning authority, and this part of Thorpe St Andrew is urban in character. Thorpe itself has a range of facilities and services, including employment opportunities and good public transport links to the extensive facilities of

Norwich (also within cycling distance). Although there is a range of buildings and uses within the identified boundary, in practice it is not anticipated that there will be a great deal of development in the foreseeable future. The development boundary provides additional scope for some redevelopment if opportunities arise, subject to flood risk - the relevant Local Plan and National Planning Policy Framework Policies will apply, and a site-specific flood risk assessment may be required to establish the degree of risk.

### **Development Boundary for Filby**

#### **A development boundary for Filby?**

During the consultation on the Preferred Options version of the Local Plan, Great Yarmouth Borough Council recommended that the part of Filby that is within the Broads should have a development boundary to complement the development boundary of the part of Filby that is within their planning area. On checking the assessment of Filby in the Settlement Study, Filby rates favourably in terms of services and facilities in the settlement and so some options for a development boundary in the Broads part of Filby were produced. This was sent to Filby Parish Council for comment, as well as internally to heritage, landscape and ecology Officers at the Broads Authority for comment. There was general support, with some suggestions for amendments. We are therefore asking for what you think regarding a development boundary for Filby. It should be noted that the form of the proposed development boundary for the Filby part of the Broads reflects the settlement fringe landscape type that is identified in the area (see Policy PUBDM26: Protection and enhancement of settlement fringe landscape character).

#### **Constraints and features of Filby:**

- Some protected trees in the area.
- EA flood zone 2 and 3 and SFRA indicative flood zone 3 covers some properties and gardens.
- Close to SAC and SSSI
- Part of Filby in SSSI impact zone.
- Settlement fringe landscape type nearby.

The western side of Thrigby Road is within the designated Broads area. Elsewhere, Great Yarmouth Borough Council is the local planning authority. The part of Filby in the Broads is urban in nature along the road frontage but backs onto Filby Broad. Filby itself has some facilities and services including, a primary school, everyday shop and post office. Although there is a range of buildings and uses within the identified boundary, in practice it is not anticipated that there will be a great deal of development in the foreseeable future. The development boundary provides additional scope for some redevelopment if opportunities arise, subject to flood risk - the relevant Local Plan and National Planning Policy Framework Policies will apply, and a site-specific flood risk assessment may be required to establish the degree of risk.

### **Specific Question 1:**

- ~~a) Do you think there should be a development boundary for the part of Filby that is within the Broads? Please say why.~~
- ~~b) Do you think area y should be included in the development boundary for Filby? Please say why.~~

#### **Policy PUBDM45: Gypsy, Traveller and Travelling Show People**

1. Development proposals for the provision of permanent or transit accommodation, or temporary stopping places, to meet the needs of Gypsies and Travellers and Travelling Show People will be supported where they meet an identified need.
2. Development proposals that would have an adverse impact on the [special qualities](#) of the Broads will be refused.
3. Where there is a proven need, appropriate development will be allowed where the following criteria are met:
  - a) Avoid sites being over-concentrated in any one location or disproportionate in size to/dominating nearby communities;
  - b) Well related to existing settlements, services and facilities and do not harm the character and appearance of the area;
  - c) Within reasonable distances to facilities and supporting services that can be accessed by various modes of transport, not just motor vehicles;
  - d) There are no severe residual impacts on the safe and efficient operation of the highway network;
  - e) There is adequate provision for parking, turning and safe manoeuvring of vehicles within the site;
  - f) Transit sites should be in close proximity to the main established travelling routes in the area;
  - g) Have clearly defined physical boundaries with appropriate boundary treatments and will be appropriately screened and landscaped and be capable of visual privacy;
  - h) The site will not harm the setting of any heritage asset or have any adverse impact on the character and appearance of the surrounding landscape;
  - i) Sites are well planned or soft landscaped in such a way as to positively enhance the environment and increase its openness;
  - j) Play areas for children are included as appropriate;
  - k) Lighting meets the requirements of the dark skies policy ([PUBDM28](#))
  - l) Permanent built structures in rural locations or on settlement fringes are restricted to essential facilities;
  - m) There is sufficient amenity space for occupiers;
  - n) The design, layout and density of the site are based on relevant guidance and standards and reflect both the location of the site and the needs of the users;

- o) Sites or pitches are capable of being provided with adequate infrastructure such as power, water supply, foul water drainage and recycling/waste management;
  - p) Proposals do not cause unacceptable harm to the amenity of neighbouring uses and occupiers and the tranquillity of the area;
  - q) Due regard has been given to all types of flood risk;
  - r) Depending on location, nutrient enrichment and recreation impacts will be mitigated;
  - s) Schemes provide Biodiversity Net Gain if required. If BNG is not required, provide biodiversity enhancements (see policy [PUBDM15](#) on the Natural Environment);
  - t) Site design will need to be resilient to a changing climate, for example by considering and addressing shade for hotter temperatures as well as accommodating intense rain bursts; and
  - u) Sites will not adversely impact on protected species, priority habitats and designated wildlife sites.
4. Schemes should make effective use of previously developed (brownfield) land.
5. Transit or temporary sites may have conditions applied relating to length of occupancy in consultation with the Housing Authority.

### **Reasoned justification**

This criteria-based policy enables the Authority to assess any applications that may come forward for such sites. The justification for each of the criteria in the policy is discussed below.

### **Location of sites**

Sites in or near to existing settlements are prioritised. Such sites are generally more sustainable than those in remote areas, with better access to services, in particular education and health services. The Authority's preference would be for well related sites located in and near to settlements with a development boundary (either in the Broads Authority Executive Area or in one of our constituent district council's areas), and/or classed as local service centres and above in the settlement hierarchy of our constituent District Council. The priority will be that access to services can be reasonably obtained so as to meet the day-to-day needs of the occupiers, recognising the differences in lifestyles, working patterns and transport preferences. The criteria used in the [Settlement Study](#) could be used to determine how well related to settlements proposals are.

To provide a healthy and safe environment for occupiers, sites should not be located on contaminated land and should avoid areas of unsuitable noise, air quality and major hazards such as pipelines. In line with adopted amenity, tranquillity and light pollution policies, the proposals should not have a negative impact on neighbours and tranquil areas and should have appropriate lighting that does not add to light pollution.

### **Previously developed/brownfield land**

National planning policy encourages planning policies and decisions to encourage the effective use of land by re-using previously developed land (brownfield land), provided that it is not of high environmental value. The Authority encourages the use of brownfield land for development ahead of greenfield land. Other policies in the Local Plan may be of relevance in this regard such as landscape character impact, impact on peat and high-quality agricultural land.

### **Access**

Gypsy and Traveller sites are required to have safe and convenient vehicular access and provide adequate car and cycle parking spaces. The development should avoid significant impacts on local roads and be well located to major routes.

### **Screening and impacts of proposals**

The Broads has a wealth of environmental assets, and site locations must not compromise the objectives of any designated areas.

The local topography and form of the landscape will affect the visibility of a Gypsy and Traveller site and its ability to integrate into its surroundings. Some sites will be highly visible, and others more visually contained. The Broads is a protected landscape, and sites should respect the local environment, including the historic environment, be of a scale proportionate to the local community and be capable of visual privacy. Sites which allow appropriate natural screening will be considered more favourably. Other relevant policies of the Local Plan are policy [PUBDM22](#) on Landscape, policy [PUBDM52](#) on Landscaping and policy [PUBDM26](#) on Settlement Fringe.

Proposals shall not enclose a site with so much hard landscaping, high walls or fences, that the impression may be given that the site and its occupants are deliberately isolated from the rest of the community.

### **Service infrastructure**

To meet the needs of occupiers, proposals need to be capable of being served by appropriate service infrastructure, including public and/or private water supplies and treatment works as appropriate (see policy [PUBDM5](#) on Water Quality).

### **Planning conditions**

Any planning permission will include a planning condition or obligation to ensure that occupancy of the site is limited to persons able to demonstrate an essential need for the accommodation. When any temporary permission is granted, a planning condition will be attached or an obligation secured to ensure that the permission is for a limited time period, after which time the use shall cease and the land must be restored to its former condition, within a specified period.

### **Flood risk**

Caravans and mobile homes are vulnerable to flooding. National and local policies dictate that sites should not be allocated in areas of high risk of flooding, including that of functional flood plains. Where development is proposed in a location at flood risk, development must comply with national policy and the requirements set out in policy [PODM8 Development and flood risk](#). Any Flood Risk Assessment for such accommodation would need to show how the safety of the occupants would be managed and ensured, considering the transient nature of the site and its potential effects on the occupant's ability to receive flood warnings.

## Need

~~It should be noted that work to assess the need for the rest of the Broads Authority Executive Area will commence around April 2024 and will inform the next version of the Local Plan. There is a Call for Sites form for any Gypsy and Traveller sites – see [section 30.3](#).~~

The Gypsy and Traveller need is as follows: 5-Year need for the Broads part of Great Yarmouth borough is for 22 pitches. Future year (beyond 6 years) need is for 4 pitches.

The Government's Planning Policy for Traveller Sites document states '*where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community*'. The policy refers to there being an identified need in order for sites to be considered within the Broads. This need could be identified through a local survey or through liaison with the district's housing team.

### **Policy PUBDM46: New residential moorings**

1. The Authority will endeavour to enable delivery to meet its assessed need of 48 residential moorings.
2. Applications for permanent residential moorings will be permitted provided that the proposals:
  - a) Are in a mooring basin, marina or boatyard that is within or adjacent to a defined development boundary or 800m/10 minutes walking distance to three or more key services (see reasoned justification) and the walking route can be used and likely to be used safely all year round or is in Norwich City Council's Administrative Area.
  - b) Provides an adequate and appropriate range of ancillary facilities on site to meet the needs of the occupier of the residential moorings (for example potable water, wastewater pump out (see m below), and electricity) or provides adequate access to these ancillary facilities in the vicinity of the residential mooring;
  - c) Would not result in the loss of moorings available to visitors/short stay use;
  - d) Would not impede the use of the waterway;
  - e) Would not have an adverse impact upon:



- i) the character and appearance of the site or the surrounding area arising from the moorings and the use of adjacent land incidental to the moorings;
  - ii) protected species, priority habitats and habitats sites and other designated wildlife sites;
  - iii) the amenity of neighbouring occupiers; or
  - iv) bank erosion.
- f) Provides safe access between vessels and the land without interfering with or endangering those using walkways and ensures pedestrians can move around the site safely;
  - g) Has adequate car and cycle parking;
  - h) Makes provision for safe and convenient access for emergency vehicles;
  - i) Makes provision for safe and convenient access for service vehicles;
  - j) Would not prejudice the current or future use of adjoining land or buildings;
  - k) Makes adequate provision for waste, sewage disposal and the prevention of pollution<sup>145</sup>;
  - l) Protects the dark skies of the Broads (see policy [PUBDM28](#)); and
  - m) Provides for the installation of pump-out facilities (where on mains sewer) unless there are adequate facilities in the vicinity.
3. Cabinets and storage of any kind nearer to the moorings, if required, will be kept to a minimum and sensitively designed.
  4. Flood risk will be an issue to consider, and proposals will need to be accompanied by a Flood Risk Assessment, Flood Response Plan and Exception Test.
  5. If more than one residential mooring is proposed, the proposal must be commensurate with the scale of development proposed for that settlement (as a whole).
  6. Converting an entire basin, marina or boatyard to residential moorings would be judged on a case-by-case basis to assess and take account of the impact on infrastructure in the area (such as highways) and the impact on neighbouring uses.
  7. Whilst the policy contains a general presumption in support of residential moorings in Norwich, the cumulative impact resulting from any proposal will be considered, along with the impact on the infrastructure and amenity of the area.
  8. The economy policies of the Local Plan will also be of relevance. In Norwich, so too will the City Council's policies.
  9. Conditions will be used to restrict the number, scale and size of boats using the residential moorings. A management plan for the site and a register of those who live on boats will be

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<sup>145</sup> Refer to [www.gov.uk/guidance/pollution-prevention-for-businesses](http://www.gov.uk/guidance/pollution-prevention-for-businesses) for information on pollution prevention measures.

required and will be covered by a planning condition imposed on any planning permission granted.

10. Proposals need to set out how provisions will be made for facilities associated with residential uses (such as rubbish, amenity space, external storage and clothes drying for example).
11. All such development will meet the requirements of the Water Environment (Water Framework Directive) (England and Wales) Regulations 2017.
12. Depending on the location, schemes may need to mitigate nutrient enrichment, and recreation impacts on habitats sites. Schemes may require project level HRAs to be completed.
13. In line with policy [PUBDM15](#) on the Natural Environment, biodiversity enhancements may be required.

### **Reasoned Justification**

The Authority acknowledges that the high environmental quality of the Broads and wide range of opportunities it offers for boating make the area a popular location. As a consequence, there is a significant associated demand for residential moorings. The provision of residential moorings must, however, be carefully managed to make sure the [special qualities](#) of the Broads and their enjoyment are protected.

### **Preventing the loss of visitor/short term moorings.**

Tourism makes a valuable contribution to the local economy, and a statutory purpose of the Broads is to provide opportunities for the understanding and enjoyment of the [special qualities](#) of the area by the public. To make sure there are sufficient facilities to allow visitors to enjoy the Broads, the Authority will resist proposals for permanent residential moorings where they would result in the loss of visitor/short term moorings or boatyard services.

### **Lighting and dark skies.**

The provision of residential moorings could result in additional lighting. The impact of artificial light on local amenity, intrinsically dark landscapes and nature conservation should be minimised as schemes are likely to be on the edge of settlements and the Broads is generally as area of good dark skies – see [policy PUBDM28](#).

### **Key services and access to facilities.**

To ensure that people living on boats have access to adequate facilities and services such as education, recreation, and domestic waste collection, and to minimise impact of new development on landscape character, the Authority will require new residential moorings to be

directed to mooring basins, marinas or boatyards within walking distance of at least three of the key services listed below or in or adjacent to defined development boundaries (which could be within the Broads Authority Executive Area or in the planning area of our constituent District Councils). Residential moorings may also be appropriate on parts of the river in Norwich, subject to other policy considerations in particular the impact on neighbouring uses and impact on navigation of the river. Proposals for residential moorings will be expected to be commensurate in scale with the size of the settlement and the level of residential development proposed for the settlement by the relevant Local Planning Authority. Furthermore, converting an entire marina, basin or boatyard, or in Norwich the entirety of the riverbanks, may not be appropriate because of the potential impact on neighbouring uses and infrastructure in the area, as well as the consequences of the loss of the facility for non-residential boaters; the Authority will consider such proposals on a case-by-case basis.

The key services referred to in the policy could be three or more of the following. These key services reflect the Housing and Economic Land Availability Assessment methodology:

- A primary school
- A secondary school
- A local healthcare service (doctors' surgery)
- Retail and service provision for day-to-day needs (district/local shopping centre, village shop)
- Local employment opportunities which are defined as follows, which reflect areas with potentially a number of and variety of job opportunities:
  - Existing employment areas allocated/identified in our districts' Local Plans; or
  - City, Town or District Centre as identified in the Local Plan for the Broads or our District's Local Plan. We note that this means such centres count towards two of the three key services test; or
  - These sites that are allocated in the Local Plan for the Broads: [PUBBRU2](#), [PUBBRU4](#), [PUBCAN1](#), [PUBHOR6](#), [PUBPHRB1](#), [PUBSTA1](#), [PUBTSA3](#).
- A peak-time public transport service to and from a higher order settlement (peak time for the purposes of this criterion will be 7-9am and 4-6pm)

### **Residential moorings and the natural environment.**

Residential moorings that have the potential to affect a protected site or species will only be permitted where a project level Appropriate Assessment (under the Conservation of Habitats and Species Regulations 2017 (as amended) ~~Habitats Directive~~) can successfully demonstrate that there are no adverse effects on qualifying features on the site or a detrimental impact on the species. Schemes may need to mitigate recreation impacts, and this is most easily done through paying the GI RAMS tariff. In terms of nutrient enrichment impacts, the Broads Authority will assess the location of any scheme and whether there is a need to mitigate impacts which will probably be through Nutrient Neutrality.

Depending on the details of the scheme, they may need to meet Biodiversity Net Gain requirements. That being said, schemes that are changing the use of existing moorings to residential moorings are not likely to result in any habitat degradation and so BNG may not be a requirement. Schemes may be required to provide biodiversity enhancements in line with policy [PUBDM15](#) on the Natural Environment as there are likely to be significant opportunities for waterside biodiversity enhancement.

### **Management of moorings and surrounding land.**

Where permission is granted for a new permanent residential mooring, planning conditions and/or obligations will be used to secure agreements for the management of the mooring and surrounding land. This will be done to protect visual and residential amenity and make sure the use of residential moorings does not compromise public safety. The use of surrounding land for incidental purposes such as storage and seating can have a negative impact if incorrectly managed. Proposals will need to set out how they will address areas for the drying of clothes and amenity space, as well as any other related facilities for those living on the boats. In terms of storage, the form, design, and location will be important in understanding any impacts on the character of the area. The Authority does not expect marinas and boatyards to subdivide or demarcate areas of land to be associated with residential moorings. Policy [PUBDM63](#) provides guidance on the forms of development permissible on the adjacent waterside environment associated with a mooring.

### **Adequate sewage disposal**

Residential moorings (and houseboats) will be required to provide evidence of adequate sewage disposal. Boats that are capable of navigation may be able to move to the pump out on site or to another pump out, but houseboats are not able to navigate to other sites to dispose of their sewage. For houseboats for example, if any are permitted, the solution may be, for example, a large containment tank with a proven arrangement for collection by a sewage collection boat etc with the requirement to retain evidence of adequate legal disposal.

### **Management Plan**

The policy requires a management plan for the site as well as a register of those boats being lived on. These will be required through conditions on planning application(s). The management plan will help ensure the site as a whole is appropriately managed. This would normally cover things like noise, waste, delivery times etc. and would have contact details of who to contact if the management requirements of the site are not adhered to. A breach of this management plan would then be a breach of condition and could be enforced. The register of who lives on which boat will be maintained at all times. The Authority has produced a [Residential Moorings Guide](#) (or successor document) that includes a section on Management Plans.

### **Definition of a residential mooring and what can moor there.**

For the purposes of this policy, a 'residential mooring' is a mooring where someone lives aboard a vessel, the vessel is capable of navigation, where the vessel is used as the main residence, and where the vessel is moored in one location for more than 28 days in a year. The vessel may occasionally/periodically go cruising and return to base. For the purposes of this policy, it should be noted that there is an expectation that the moorings will be occupied by a vessel of standard construction and appearance, and which is conventionally understood to be a boat. The residential mooring relates to how the land is used and not necessarily to a specific boat. **The Authority requires images of what is intended to be moored at the residential moorings to be submitted with planning applications.**

#### **Houseboats and lodges or other structures that float.**

Houseboats and lodges or other structures that float are structures without means of independent propulsion. They are not considered to be vessels for the purposes of this policy. They may also be considered differently in terms of flood risk when compared to more traditional boats that are lived on. Any such proposals will be dealt with on a case-by-case basis due to their potential impact on character of the area. This policy on residential moorings may be used to help determine the acceptability and suitability of such schemes.

#### **Flood risk.**

Whilst the Authority acknowledges that boats float, there are some issues that could arise with boats being lived on at times of flood. A Flood Risk Assessment will be required and proposals for residential moorings must ensure they have adequately considered the following:

- a) The technique/method of mooring the vessel. The Flood Risk Assessment (FRA) should show how the boat will be moored to prevent it being too tight or too loose. If the vessel is moored too tightly it could list, and by being too loose it could float onto the landside of the quay heading or be cast adrift at times of flooding. Both scenarios have safety concerns for occupiers, possessions and other objects or vessels that could be hit by a loose boat and should be addressed within the FRA.
- b) A Flood Response Plan needs to be produced. While it is acknowledged that residential boats will float, the access to the boat could be disrupted at times of flood, causing the occupier to be stranded on board the boat. The Flood Response Plan needs to advise what the occupier should do at times of flood to ensure their safety - whether they should evacuate the boat in advance of flooding or take refuge in the boat and therefore have supplies to help them sit out the flood. See [Appendix 6: Flood response plan guidance and structure](#).
- c) To accompany any application, an Exception Test will need to be completed. The two tests that need to be addressed are: (a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and (b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall. See the NPPF and NPPG for more detail, as well as the Flood Risk section of this Local Plan.

- d) Finally, the FRA should include consideration of how the boat moored at the residential mooring will be monitored at times of flood to make sure it does not cause damage to other vessels, and to prevent damage to the belongings on board and the boat itself.

### **Additional information**

The Broads Authority has produced a [guide](#) (or successor document) to help make schemes for residential moorings as successful as possible. HSE [Safety in docks Approved Code of Practice \(www.hse.gov.uk/pubns/books/l148.htm\)](#) is applicable to Marinas and will set out the minimum standards expected in relation to the safety provision.

### **Meeting the need for residential moorings**

The Accommodation Needs Assessment completed in August 2022<sup>146</sup> identifies a need for 48 residential moorings. This figure needs to be interpreted with some caution, as it is based on limited interviews with boat dwellers and on anecdotal estimates rather than a comprehensive count or survey of the people who live on boats. The study also indicates that those living on boats do so from choice, rather than from an ethnic background, and that most are single people or childless couples.

The Local Plan seeks to address the need for residential moorings by allocating sites for residential moorings to meet the need. See policies [PUBBRU6](#), [PUBCHE1](#), [PUBSOM1](#) and [PUBSTA1](#). It is important to note that whilst those sites have their own policies, they will also need to address the criteria in this general policy on residential moorings.

### **Other consents that may also be required**

Applicants should be aware that in accordance with the Environmental Permitting Regulations 2010 there is a need to obtain an Environmental Permit from the Environment Agency for flood risk activities for work or structures in, under, over or within 16m from a main river and from any flood defence structure or culvert. The works may fall under one or more of the following categories: Exemption, Exclusion, Standard Rules Permit, Bespoke permit. Anyone carrying out these activities without a permit where one is required is breaking the law.

### **Policy PUBDM47: Permanent and temporary dwellings for rural enterprise workers**

1. Development of a new dwelling or a residential mooring for rural enterprise workers will only be permitted outside the defined development boundaries (or other locational criteria if for a residential mooring) if:
  - a. For the first 3 years the accommodation has been provided by a caravan or other temporary accommodation/residential mooring (see part of this policy relating to temporary accommodation).

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<sup>146</sup> [Residential Moorings Need Assessment \(broads-authority.gov.uk\)](#)

- b. Satisfactory evidence is submitted that demonstrates an existing essential need for full-time worker(s) to be available on site or nearby at all times for the enterprise to function properly;
- c. The need is arising from a worker employed either full-time or primarily in the Broads in a rural enterprise;
- d. Evidence is submitted that demonstrates that the business has been established for at least three years, has been profitable for at least one of them, is currently financially sound and has a clear prospect of remaining so;
- e. The functional need cannot be met by an existing dwelling on the site or nearby, and there has been no sale on the open market of another dwelling on the site that could have met the needs of the worker in the past three years;
- f. Where appropriate, consideration has first been given to the conversion of an existing building;
- g. The dwelling is commensurate in size and scale with the needs of the enterprise and the cost would be viable in relation to the finances of the enterprise;
- h. The dwelling is sited to meet the identified functional need and is well related to any existing buildings of the enterprise;
- i. The proposal would not adversely affect the historic environment, landscape character or protected species or habitats (see section on HRA); and
- j. The scheme provides biodiversity net gain (in line with national policy and [PUBDM16](#)).

**Temporary accommodation (for example caravan, residential mooring)**

- 2. Such temporary accommodation will be supported only where:
  - a. residential occupation would be for a period of up to three years;
  - b. the proposal satisfies criteria b) and c), e) and g) to j) in part 1 of this policy;
  - c. the application is supported by clear evidence of a firm intention and ability to develop the enterprise concerned (for example significant investment in building(s) on site); and
  - d. the application is supported by clear evidence that the proposed enterprise has been planned on a sound financial basis and has a good prospect of becoming a viable long-term business.
- e. In relation to temporary caravans and mobile homes, the proposed temporary dwelling would not be located in Flood Risk Zone 3; and
- f. The temporary structure can be easily dismantled or taken away.
- 3. Any planning permission granted will specify the period for which the temporary permission is granted, and the date by which the temporary dwelling/mooring will have to be removed. If there is no planning justification for a permanent dwelling, then the mobile home or caravan must be removed or, for a residential mooring, the vessel's residential use must cease. Successive extensions to a temporary permission will rarely be justifiable unless material considerations indicate otherwise<sup>2</sup>.

**Occupancy condition**

4. Should a new permanent or temporary dwelling/caravan or other temporary accommodation/residential mooring be permitted under this policy, the Authority will impose a condition restricting its occupation to a person (and their immediate family) solely or mainly employed in agriculture, forestry or a Broads related rural enterprise, as appropriate.

**Removal of occupancy condition**

5. The removal of an occupancy condition will only be permitted in exceptional circumstances where it can be demonstrated that:
  - a. There is no longer a long-term need for the dwelling on the particular enterprise on which the dwelling is located; and
  - b. Unsuccessful attempts have been made to sell or rent the dwelling at a price that takes account of the occupancy condition.

**Design**

6. Proposals shall be of a layout, form and design which strengthens the rural character and its location in a National Park equivalent area, and which reinforce local distinctiveness and landscape character and take into consideration the setting and significance of nearby listed buildings and is in conformity with the Broads Authority Design Guide/code SPD<sup>3</sup> (or successor document).

**Habitats Regulations Assessment and biodiversity net gain**

7. Proposals may need a project level Habitats Regulation Assessment and depending on the location, may need to mitigate recreation impacts (through the Norfolk or Suffolk Coast GI RAMS tariff or equivalent mitigation) and may need to mitigate the impact of nutrient enrichment.

**Reasoned Justification**

The erection of dwellings outside defined development boundaries has the potential to have a negative impact on the openness and special character of the Broads. Rural enterprise dwellings outside development boundaries will require special justification for planning permission to be granted. The NPPF states one such example as accommodation required to enable agricultural, forestry and certain other full-time rural workers to live at or nearby their place of work.

**Delivery and implementation of the policy**

For the purposes of this policy, the term 'rural enterprise workers' relates to those who work in agriculture, horticulture, forestry, tourism and boatyards and other enterprises that require a rural location. Any application would need to fully justify why it considers the dwellings to be linked to a rural enterprise.



Proposals that support the proper functioning of rural enterprises will be supported where there is a demonstrable need for a full-time worker to live at or very close to the site of their work, and this functional need cannot be met by an existing dwelling on the site or in the locality. This is because of the contribution such enterprises make to the local economy. As well as considering the issue of dwellings isolated from services and facilities, rural enterprise worker dwellings will only be permitted where the landscape character of the Broads is protected.

When assessing locality, the Authority will consider the requirement of the business for an employee to live nearby, and a reasonable distance to travel to the business. This will vary on a case-by-case basis, and an application should explain what distance is appropriate and why.

To make sure the demand for a dwelling is likely to be sustained, applications must be accompanied by evidence to demonstrate that the business has been established for at least three years, profitable for at least one of them, currently financially sound and with a clear prospect of remaining so. A business plan for the subsequent three years will assist in assessing the future prospects.

When a new dwelling is proposed, this shall be first through a temporary accommodation. Temporary accommodation could include residential mooring or a caravan. The policy includes specific issues that need to be addressed for any temporary accommodation used to provide a rural enterprise dwelling.

It may be that an enterprise is not able to demonstrate long term financial viability at the point of an application. As such, there could be the opportunity to provide a rural enterprise dwelling on a temporary nature, in line with the requirements of the policy that relate to temporary accommodation.

Proposals to convert buildings to a rural enterprise dwelling (criterion e) will be considered against the conversion policies in the Local Plan. When looking at dwellings that already exist nearby (criterion d), properties available for rent need to be considered as well as those available to buy, and it should be demonstrated what price the enterprise can reasonably afford. Properties that are outside of the Broads Authority Executive Area (but nearby) will also need to be considered.

Any new dwelling permitted under this policy will be restricted in size and scale to one which is commensurate with the needs of the enterprise, so that the proposal does not have an unacceptable impact on the special landscape character of the Broads. The cost of constructing the dwelling in relation to what can be afforded by the enterprise is an important consideration, as the erection of a dwelling should not affect the finances such that the enterprise would no longer be financially viable. Permitted development rights for future extensions and alterations

may be removed to maintain control over the size of the dwelling, and in the interests of protecting the landscape and local character.

If a proposal is considered in the context of this policy to potentially have an effect on a habitats site, it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken. The policy raises recreation impacts and nutrient enrichment as two issues which may need mitigation, depending on the location. For both nutrient enrichment and recreation impact, given the small-scale nature of rural enterprise dwellings, this may be mitigated through the RAMS payments that are in place as well as through nutrient neutrality mitigation schemes.

Applicants should be aware that the Authority will use appropriate external expertise when necessary to assess the more technical information needed to accompany proposals. The independent review shall be carried out entirely at the applicant's expense - the applicant will need to meet the cost of this.

Where a new dwelling is permitted, the occupancy will be restricted by condition to ensure that it is occupied by a person, or persons currently or last employed working in local agriculture, horticulture, forestry and other rural activities, or their surviving partner or dependant(s).

Because of changing farm practices, the vulnerability of the agricultural sector and potential decline in other rural businesses, there may be instances where a dwelling or mooring for a rural worker is no longer needed. The Authority will only consider favourably applications to remove occupancy conditions where it can be demonstrated that there is no longer a need for the dwelling on the particular enterprise on which the dwelling is located, either due to changes in the nature of the business or because the business is no longer viable. Applications for the removal of occupancy conditions will also need to be accompanied by robust information to demonstrate that unsuccessful attempts have been made, for a continuous period of at least 12 months, to sell or rent the dwelling at a reasonable price. This should take account of the occupancy condition, including offering it to a minimum of three local Registered Social Landlords operating locally on terms which would prioritise its occupation by a rural worker as an affordable dwelling, and that option has been refused. With regard to criterion j 5b), unless there are special circumstances to justify restricting the dwelling to the particular enterprise where the dwelling is located, an occupancy condition is likely to allow occupation by other workers in the locality. In this case it should be considered whether there is other demand locally, not just whether the demand for this particular enterprise has ceased.

Proposals for a temporary mobile home or residential mooring for rural workers will only be permitted for a period of up to three years. To protect the landscape character of the Broads, a planning condition will be attached to any permission to ensure that any mobile home or vessel is removed at the end of this three-year period.

The NPPG categorises caravans and mobile homes intended for permanent residential use as ‘highly vulnerable’ development. As per national policy, any development in Flood Zone 3 is not permitted. Development in Flood Zone 2 is only allowed when both the Sequential Test and the Exception Test have been successfully passed. As stated in Footnote 63 of the National Planning Policy Framework (NPPF), a site-specific Flood Risk Assessment is required in Flood Zone 2 and Flood Zone 1 in specific cases. See related policy, [PUBDM8](#) (development and flood risk).

The policy highlights the need for the scheme to ensure Biodiversity Net Gain in line with national policy and policy [PUBDM16](#). The design of the development shall meet the requirements of the Broads Authority Design Guide/code SPD and design policy [PUBDM52](#).

#### **Policy PUBDM48: Elderly and specialist needs housing**

1. Proposals for the development of or change to elderly or specialist needs housing will be supported, subject to other relevant policies in the Local Plan, if they are located within a development boundary and they have regard to:
  - a) The local need for the accommodation proposed;
  - b) Whether the proposal would result in an undue concentration of such provision in the area;
  - c) The **scale, height and design and its relationship to the surrounding land uses and landscape, particularly where located at edges of settlements**, and
  - d) Impact on amenity, landscape character, the historic environment and protected species or habitats.
2. Proposals will need to be designed to:
  - a) use water efficiently, meeting the requirements of [policy PUBDM7](#) on water efficiency and re-use;
  - b) have access to reliable digital internet signal;
  - c) **provide generous internal space as appropriate;**
  - d) **provide suitable storage space for items that aid mobility as appropriate;**
  - e) **provide good quality, accessible and functional outdoor amenity space, and where this cannot be achieved, the provision of external balconies as appropriate;**

#### **Reasoned Justification**

**One of the NPPF 2024’s objectives (para 8b) is ‘a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being’. This policy seeks to guide schemes for elderly and other specialist housing such as homes for children and homes for disabled people.**

It does not necessarily follow that all this need should be provided as additional bed spaces in residential institutions in Use Class C2. The [Government has announced a reform of Health and Adult Social Care that will be](#) underpinned by a principle of sustaining people at home for as long as possible, thereby avoiding expensive hospital and care home services. Therefore, despite the ageing population, current policy means that the number of care home and nursing home beds needed may increase proportionately more slowly than the number of older people, as people are supported to continue living in their own homes for longer. [The same for people with disabilities with many more potentially benefitting from home adaptations.](#)

### **Delivery and implementation**

[The Authority has taken the approach of a criteria-based policy in relation to elderly and specialist housing needs to enable applications to be assessed.](#)

[The Authority considers it important for this accommodation to be within development boundaries \(See PUBDM44\), so it is close to services and facilities to provide benefits to residents, staff who work there and visitors as well as being accessible by a variety of modes of transport.](#)

[Of relevance to specialist housing and housing for older people are the following policies of the Local Plan:](#)

- Policy [PUBDM49](#) refers to residential ancillary accommodation, acknowledging that residential annexes to an existing dwelling can create a useful facility for the support and care of family members.
- Policy [PUBDM52](#) relates to design, and in particular dementia and lifetime homes and adaptable homes. [Policy PUBDM48 also includes some design considerations that may be appropriate to schemes.](#)

### **[An ageing population](#)**

The NPPG says ‘older people have a wide range of different housing needs, ranging from suitable and appropriately located market housing through to residential institutions (Use Class C2). Local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, against their housing requirement. The approach taken, which may include site allocations, should be clearly set out in the Local Plan’.

Working together, the **Norfolk LPAs** commissioned research into the demand for specialist retirement housing and accessible housing for older people<sup>147</sup> which was completed in November 2021. This report looks at demand for specialist retirement housing as well as for care homes, dementia housing and accessible and wheelchair housing in Norfolk. This concluded:

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<sup>147</sup> [Study of demand for specialist retirement housing and accessible housing for older people and related planning and viability issues \(north-norfolk.gov.uk\)](#)

- a) across the whole of Norfolk in 2020 there is unmet need for 2,809 units of extra care housing<sup>148</sup> and 3,203 units of sheltered housing. By 204 these figures will have risen to 5,130 and 9,644 respectively.
- b) there is a need for over 6,500 more C2<sup>149</sup> bed spaces in 2041 across Norfolk.
- c) that at least an additional 26,800 adaptable homes<sup>150</sup> will be required across Norfolk between 2016 and 2036 and at least 27,600 will be required between 2016 and 2041.

**In terms of the part of the Broads that is within East Suffolk,** the **Waveney SHMA** finds that 29.3% of households in the Waveney HMA were older person only households (households where all members are 65 or over) and that the population aged 65 or over is going to increase dramatically from 30,131 in 2014 to 42,427 in 2036 in the Waveney HMA, a rise of 40.8%. The Projecting Older People Information System (POPPI) website indicates that the proportion of older persons living alone is projected to increase from 36.5% in 2015 to 38.4% in 2030.

The studies present information at a district council level, and do not identify a need for elderly housing specifically in the Broads Authority Executive Area.

#### **Policy PUBDM49: Residential ancillary accommodation**

1. Residential ancillary accommodation within the curtilage of an existing residential dwelling is acceptable in principle, subject to other policies of the Local Plan.
2. Residential ancillary accommodation shall be functionally integral to the main dwelling. Where this is not possible, residential ancillary accommodation shall be physically attached to the main dwelling. Only where this is not feasible will consideration be given to the conversion of a suitable existing detached outbuilding within the curtilage, and only where this is not feasible will consideration be given to new build detached residential ancillary accommodation. In all cases, there will be no boundary treatments that physically separate the accommodation from the main dwelling or a separate vehicular access, and this will be managed by condition.
3. Where permission is required, development proposals for the creation of a residential ancillary accommodation will only be supported where:
  - a) the annexe is clearly ancillary to and subservient in size and scale to the host dwelling, and of a design which, taken as a whole, complements the host dwelling; and

<sup>148</sup> Retirement housing with a high level of services and facilities, meals and personal care services. Seen as an alternative to residential care. Sometimes referred to as "Housing with Care".

<sup>149</sup> Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres. Care homes provide accommodation and personal care for people who need extra support in their daily lives. Personal care might include help with eating, washing, dressing, going to the toilet or taking medication. Some care homes also offer social activities such as day trips or outings. Care homes are sometimes referred to as residential homes. Nursing homes provide personal care as well as assistance from qualified nurses. These are sometimes called care homes with nursing.

<sup>150</sup> Accessible and adaptable housing will provide safe and convenient approach routes into and out of the home and outside areas, suitable circulation space and suitable bathroom and kitchens within the home. Wheelchair user dwellings include additional features to meet the needs of occupants who use wheelchairs or allow for adaptations to meet such needs.

- b) the annexe is within the residential curtilage and situated near to the host dwelling such that future separation from the host dwelling will not be achievable.
- 4. In all cases, restrictions will be applied limiting the occupation of the residential ancillary accommodation by condition/planning obligation to remain ancillary to the main dwelling and preventing the sale of the residential ancillary accommodation on the open market separate to the main dwelling.
- 5. Development proposals not meeting these criteria will be considered as a new dwelling and will be assessed against relevant policies.
- 6. Schemes may be required to mitigate for Nutrient Enrichment and Recreation Impacts, depending on their location and depending on the details of the scheme.
- 7. In terms of design, residential ancillary accommodation proposals will meet the following criteria, as well as other relevant policies in the Local Plan:
  - a) The proposal must not cause any other harm, such as, but not limited to, amenity (including on occupiers of the annexe, the original dwelling and neighbours), heritage and biodiversity assets, highways, parking, flood risk (see policy [PUBDM8](#)) or character of the locality.
  - b) Proposals will be water efficient (see policy [PUBDM7](#)) and meet the requirements of the [energy efficiency policy \(PUBDM20\)](#).
  - c) Applicants should consider the proposal to be adaptable in line with policy [PUBDM5 on design](#).
- 8. Any proposal for residential ancillary accommodation to be used as holiday accommodation will need to comply with the [sustainable tourism policies](#).

### **Reasoned Justification**

The creation of residential ancillary accommodation to an existing dwelling can create a useful facility for the support and care of family members. With an increasingly elderly population and rising life expectancy in the area, there are more people who, although capable of living relatively independently, could benefit from living close to relatives or carers for support. This need can often be met through the purchase of a nearby property. However, on some occasions it may be important for the carer or relative to be closer at hand to provide care and support at short notice. Residential ancillary accommodation can offer a way of addressing this more immediate need. It can also provide additional domestic accommodation.

### **Delivery and implementation of the policy**

Fundamentally, residential ancillary accommodation needs to be designed so that it will continue to be used as part of (integral to) the main dwelling, without creating an independent dwelling unit. This should include the option of absorbing the residential ancillary accommodation back

into the main dwelling accommodation, if necessary, by the same or future occupiers. The occupiers should still all be living together as one family and not occupying the buildings completely separately and independently of one another.

There are two ways the Authority considers residential ancillary accommodation to be integral. Residential ancillary accommodation can be functionally integral, which means that only a bathroom or kitchen is provided and not both, with the existing building providing the other facility. If physically attached to the main building, independent facilities could be acceptable subject to a link being maintained between the main dwelling house and residential ancillary accommodation. Residential ancillary accommodation can also be physically integral/dependent, which means it is attached to the existing building and therefore shares facilities with the existing building. In both cases, it is acceptable for residential ancillary accommodation to have a separate entrance.

The provision of residential ancillary accommodation outside of development boundaries could lead to detrimental impacts on the environment and landscape. Unduly large or detached residential ancillary accommodation can prove an economic and practical liability when vacated or when the property changes hands, leading to pressure for the residential ancillary accommodation to be severed and sold or let separately from the main dwelling. This can create sub-standard dwellings with inadequate standards of access, amenity and space and future pressure to permit the residential ancillary accommodation to be let or sold as an independent unit, contrary to the objectives of sustainable development and to other policies in the Local Plan. This could create a new dwelling where it would not otherwise be permitted. As such, it is usually preferable for residential ancillary accommodation in rural areas to be in the form of extensions to existing dwellings, capable of serving the needs of the dependents but easily re-integrated into the existing dwelling when no longer required.

Detached residential ancillary accommodation in the countryside is more likely to be visually prominent and is often set in larger plots, thereby being more likely to be capable of being let or sold independently in the future. The conversion of existing outbuildings (such as garages) to residential ancillary accommodation can be preferable to a new annexe being built. The conversion of an existing suitable building is less likely to be visually intrusive and it is likely that a converted building can be returned to its original use when no longer required. However, in some circumstances the conversion of existing buildings may be undesirable, particularly if it would lead to the requirement for new outbuildings to be built or for the converted building to be substantially altered (in order, for example, for it to be habitable as it may not be a building intended to be lived in, such as a garden shed). An additional consideration will be the distance from the main dwelling of any existing outbuilding proposed to be converted to a residential ancillary accommodation. The further away the proposed residential ancillary accommodation is from the main dwelling, the less the functional integration.

In relation to the design of the accommodation, other policies of the Local Plan will be of relevance. For example, where there is a supply of water in the new accommodation, it shall be designed to only use 110l/h/d of water. As another example, it may be beneficial to make the accommodation adaptable so its form can change over time to reflect circumstances.

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

Development proposals for new residential ancillary accommodation proposed in an area of flood risk must adhere to the national development guidance, NPPF and NPPG. The NPPG, Paragraph 5, states a development must be safe for its lifetime by ensuring the safety of residents and users. Residential developments must provide safe access and egress in a design event and safe evacuation before an extreme flood (0.1% annual probability of flooding with allowance for climate change). Where flood risk cannot be avoided, mitigated or controlled, the development may require Flood Response Plans to manage flood risk. See the guide by [ADEPT and the Environment Agency September](#) as well as [PUBDM8](#) and information at [Appendix 6](#).

#### **Policy PUBDM50: Replacement dwellings**

1. There is a presumption towards re-using and refitting dwellings rather than replacing them, to reduce carbon emissions. If a proposal seeks the demolition and replacement of an existing dwelling, it will need to be fully justified and explained why the existing dwelling cannot be re-used and/or refitted. Where there is no justification or an inadequate justification is provided, the replacement of the dwelling will not be permitted. Please see policy [PUBDM2 on Embodied Carbon](#).
2. Where the requirements of (1) have been met, replacement dwellings will be permitted on a one-for-one basis provided that:
  - a) The existing dwelling has a lawful residential use; and
  - b) The existing dwelling has no historic, architectural, or cultural significance making it worthy of retention and it is not valuable to the character of the settlement or wider landscape; and
  - c) The original dwelling is a permanent structure, not a temporary or mobile structure.
3. If criteria a and b and c have been met, that:
  - d) The scale, mass, height, design, and external appearance of the replacement dwelling are appropriate to its setting and the landscape character of the location; and
  - e) The replacement dwelling should be sited on or close to the existing footprint of the building unless the benefits that may be achieved for flood risk, landscape character, wildlife or cultural heritage can justify the replacement dwelling to be sited in an alternative location; and
  - f) Dark skies are protected, in line with policy [PUBDM28](#); and



g) Biodiversity enhancements are included, as per policy [PUBDM15](#).

4. Where permission is granted, conditions/legal agreement will be attached to ensure that the existing dwelling is demolished and removed from the site prior to the replacement dwelling first being occupied.

### **Reasoned Justification**

Applications for replacement dwellings often come forward where an existing dwelling is in disrepair. The policy seeks full justification for demolition and replacement as opposed to retrofit and repair. Given the climate crisis, this measure is intended to reduce emissions and retain embodied carbon in existing buildings. See [Policy PUBDM2: Embodied Carbon](#).

### **Delivery and implementation of the policy**

Replacement dwellings of a scale, mass, height, design or external appearance inappropriate to their setting can, either individually or cumulatively, have a detrimental impact on the landscape character of the Broads or undermine the reasons for its designation. The replacement of dwellings therefore needs to be managed to prevent development that would be unacceptable by virtue of its size, design, or positioning.

Where the residential use has been determined to have been abandoned, any proposals will be assessed against policies relevant to new build residential dwellings.

Replacement by a new dwelling of modern building and energy efficiency standards will demand particular attention to design and siting to avoid harm to the landscape and character of the area.

The replacement dwelling should be sited on or close to the existing footprint of the building unless the benefits that may be achieved for flood risk, landscape character, wildlife or cultural heritage can justify the replacement dwelling to be sited in an alternative location.

In terms of this policy the 'existing dwelling' is the dwelling as it exists at the point of application to the Broads Authority.

A legal agreement/condition will also be attached to any planning permission to ensure that where the existing building is not demolished prior to construction, it is removed from the site prior to the replacement building being occupied.

If a proposal is considered in the context of Policy [PUBDM15](#) to potentially have an effect on a habitats site, it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken. Being a replacement dwelling, it is not likely to require mitigating in terms of recreation impact. As set out in policy [PUBDM5](#), replacement dwellings are

required to improve their existing method of disposing of foul water, and therefore nutrient enrichment may be a consideration. Of relevance to proposals for replacement dwellings is policy [PUBDM5](#) on water quality and policy [PUBDM8](#) on flood risk, in particular the information relating to footprint in Policy [PUBDM8](#): Development and Flood Risk. Proposals need to consider dark skies (see policy [PUBDM28](#)) and be designed to be water efficient (see policy [PUBDM7](#)). Furthermore, the Broads Authority Design Guide/code SPD<sup>151</sup> (or successor document) will be of relevance.

#### **Policy PUBDM51: 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 **unless this can be satisfactorily demonstrated to be unfeasible**. 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 to build without compromising neighbouring properties and their amenity and the amenity of future occupiers. This will be judged on a case-by-case basis, but a space of 1 or 2 metres between buildings on each plot could be acceptable; and
  - d) an agreed design code and plot passport for the plots<sup>152</sup>.

#### **Unsold plots**

4. If plots remain unsold after a thorough and proportionate marketing exercise which:
  - e) includes making details available to people on the custom and self-build register at the Broads Authority; and
  - f) covers a period of at least 12 months from the date at which the plots are made available (with the 12-month time frame not commencing until (i) thorough and appropriate marketing is in place and (ii) criteria (a)-(d) have been implemented); and
  - g) is in accordance with the principles set out in the [Marketing Guide](#) (or successor document)...

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<sup>151</sup> Design Guide SPD link: [Supporting documents and evidence](#)

<sup>152</sup> The design code is prepared across all the Custom/Self Build plots, and a corresponding plot passport that sets out the key design parameters (as set out in the design code) for each plot.

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

### **Design principles**

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

### **Reasoned Justification**

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

### **Delivery of the policy**

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

The Authority is not likely to receive applications for large scale development, but our policy does encourage developers to set aside plots for custom/self-build plots. If schemes of over 100 dwellings do come forward in the Broads, the policy requires 5% to be delivered as serviced plots for self-build. If as stated in the policy the applicant considers it to be impractical to provide at least 5% of plots as self/custom build, then evidence will need to be provided to support the case. This will need to be discussed with the case officer as part of the application process to agree whether the development should be exempt from providing the custom/self-build element, or whether a smaller percentage of plots could reasonably be provided. If an applicant wants to try and demonstrate a lack of need for self/custom build plots, this will need to be clearly evidenced and discussed on a case-by-case basis. The policy does cover the eventuality that the serviced plots, even after a thorough and proportionate marketing exercise over a 12-month period, are not sold and are not taken forward as self-build plots. The policy also covers the design of self-build schemes referring to plot passports and design codes or guidelines for sites with multiple plots. The [Design Policy \(PUBDM52\)](#) and Broads Authority Design Guide/code SPD (or successor document) will be of relevance. A plot passport is a succinct summary of the design parameters for a given plot. They add value by acting as a key reference point for the purchaser, capturing relevant information from the planning permission, design constraints and procedural requirements in an easily understandable and readily accessible format.

In accordance with policy [PUBSP15](#) and [PUBDM51](#), custom/self-build development is directed to settlements with development boundaries. Custom/self-build proposals in rural areas will be determined in line with other policies in this Local Plan.

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

Since April 2016, the Authority has had a register<sup>153</sup> in place where those wishing to build their own homes can register their interest. At the time of writing, there were around 370 individuals interested in building their own home on the register. However, it is important to note that the register covers four Local Planning Authorities who use the same register: South Norfolk, Breckland, King's Lynn and West Norfolk and the Broads Authority. When assessing the register, in the vast majority of cases, individuals have stated that they wish to develop in the Broads as well as in another district; few, if any, individuals express a desire to develop in the Broads alone. There is a duty on Local Planning Authorities to grant sufficient development permissions to meet the demand for self-build and custom house building. Importantly, the Broads Authority has had an exemption to this duty to since base period 2 (from 31 October 2016) and this is re-assessed each year as part of the Annual Monitoring Report produced by the Broads Authority. This exemption effectively reflects that the Broads is a desirable place to build a dwelling, but there is limited land available. Also of relevance is that at the time of writing, self/custom build on small sites is exempted from Biodiversity Net Gain. The Authority will require some additional information relating to proposals seeking exemption.

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<sup>153</sup> [Self-build and custom build register \(broads-authority.gov.uk\)](https://broads-authority.gov.uk)

## 31 Design

### Policy PUBSP16: Strategic Design Policy

1. Development proposals in the Broads must:
  - a) Protect and enhance the distinctive built environment, historic environment and landscape character of the Broads;
  - b) Ensure new developments are of a high quality and can become the heritage of the future. Development that is not well designed will be refused;
  - c) Be resilient to a changing climate and minimise carbon emissions and waste, including through reducing car use.

### Reasoned justification

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

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

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

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

The Broads Authority has a Design Guide and Code Supplementary Planning Document (SPD) that was adopted in 2025. That SPD relates to the design policy in the 2019 Local Plan for the Broads. We will assess the regulations in place when this Local Plan is adopted as the Government has indicated a desire to remove SPDs from the planning system. At the very least, when this Local Plan is adopted and supersedes the 2019 Local Plan, the Design Guide and Code Supplementary Planning Document (2025) will form guidance for relevant schemes and as such is referred to throughout this Local Plan

## Policy PUBDM52: 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 (which is within the Broads Authority Design Guide/Code SPD<sup>154</sup> ) 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. Sensitive design should provide sufficient daylight and sunlight to new housing while not obstructing light to existing homes nearby<sup>155</sup>.
  - 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<sup>156</sup>.
  - 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. Layouts should be designed to prioritise cycling, walking and wheeling movements over vehicle movements, especially on low order streets.
  - 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. **This includes the colour of the development.** New development should employ sustainable materials (such as home-

<sup>154</sup> Design Guide SPD link: [Supporting documents and evidence](#)

<sup>155</sup> [Site Layout Planning for Natural light - BRE Group](#)

<sup>156</sup> These may have been identified locally, but also regionally (e.g. Regional Landscape Typology) and nationally (e.g. The National Character Area Profiles).

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

- h) **Crime prevention:** The design and layout of development should be safe and secure, with natural surveillance. Measures to reduce the risk of crime and antisocial behaviour should be considered at an early stage so as not to be at the expense of overall design quality. Schemes should address Secured by Design standards and be in line with Crime Prevention Through Environmental Design (CTPED) Principles as appropriate.
- i) **Accessibility and adaptability:** Developments shall be capable of adapting to changing circumstances, in terms of occupiers, use and climate change (including changes in **peak** water level). In particular, dwelling houses should be able to adapt to changing family circumstances or ageing of the occupier(s) and commercial premises should be able to respond to changes in industry or the economic base. All new homes must be designed and built to meet requirement M4(2) of Part M of the Building Regulations unless it can be robustly demonstrated it is not practicable to do so due to the physical characteristics of the site. The Authority encourages larger schemes to consider providing dwellings designed and built to meet M4(3). For schemes that will result in at least ten affordable housing units (in line with the affordable housing policy) 10% of the affordable housing provided on site will comply with requirement M4(3) of the building regulations unless it can be robustly demonstrated it is not practicable to do so due to the physical characteristics of the site. Where exemptions are sought on practicality grounds, the minimum number of units necessary will only be exempted from the requirements.
- j) **On site utilities infrastructure:** proposals need to fully understand and address any on site utilities infrastructure which may be on, under, over or close by to the site.
- k) **Sustainable development:** proposals are required to fundamentally be sustainable. Example areas include adapting to different uses without the need for demolition, considering the embodied carbon of a property, being designed to make the most of solar gain, address overheating and be water efficient. See [Sustainable Development section](#) of this Local Plan.
- l) **Flood risk and resilience:** Development shall be designed to reduce flood risk but still be of a scale and design appropriate to its Broads setting. Traditional or innovative approaches may be employed to reduce the risks and effects of flooding. See [flood risk section](#) of this Local Plan.
- m) **Biodiversity:** The design and layout of development shall aim to protect, provide for, restore, and enhance biodiversity. See the [Natural Environment section](#) of this Local Plan.
- n) **High quality landscaping:** All proposals shall be designed to respond to and integrate effectively with the landscape character of the area, making a positive contribution through a high-quality landscaping scheme as appropriate. See the [Landscape section](#) of this Local Plan.



## Reasoned Justification

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

As stated in paragraph 131 of the NPPF (2024) *"The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve."*

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





## Design Guides

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

## Siting and layout

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

- [BS 8300: 2009+A1:2010](#) looks at the design of buildings and their ability to meet the requirements of disabled people.
- The RTPI have produced DEMENTIA AND TOWN PLANNING (2020) [RTPI | Dementia and Town Planning](#)
- Neighbourhoods for Life - Designing dementia-friendly outdoor environments: [www.idgo.ac.uk/about\\_idgo/docs/NfL-FL.pdf](http://www.idgo.ac.uk/about_idgo/docs/NfL-FL.pdf)

## Relationship to surroundings and to other development

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

## Appropriate facilities

Appropriate facilities for users of new development should be integrated effectively into its design and layout so they can be accessed in a safe and convenient manner and do not detract from the overall appearance of the development. The nature of the facilities will vary depending on the development proposed but should include waste management and storage facilities to aid recycling, provision for the safe, secure, and user-friendly storage of bicycles in locations

convenient to the cyclist, with good natural or CCTV surveillance to help reduce cycle theft, and connection to telephone and broadband networks.

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

Particular attention should be given to details regarding the appearance of development in the Broads' landscape. This should consider the form, mass and scale of a building or structure. Proposals should also consider the texture, colour<sup>157</sup>, pattern, and durability of materials used and reference Broads' vernacular and local detailing. Materials should aim to conserve and enhance the local identity and distinctiveness of the built environment and landscape character. Non-traditional unsustainable materials will be resisted if they are not considered to be a high-quality material appropriate to context or able to contribute to local distinctiveness. Many modern materials have a uniform and applied texture which does not weather or soften over time. Individually and cumulatively these materials are considered to erode the distinctive character of the Broads and will become increasingly incongruous in the area. However, it is acknowledged that there will be instances when modern construction methods and design solutions may necessitate the use of other sustainable materials.

### **Crime prevention**

The safety and security of the users of new development is an important consideration at an early stage in the design process. The attributes of good design include safer places. Well-designed development will create safe, sustainable, and attractive places to live and work. It is important that new development is designed to minimise both the opportunity for crime and the perception or fear of crime, while ensuring that other planning and design objectives are not compromised. Secured by Design aims to achieve a good standard of security for buildings and the immediate environment. There are Residential, Commercial, Hospital and Educational Developments Design Guides available from [www.securedbydesign.com](http://www.securedbydesign.com) which explain all the crime reduction elements of these schemes. The interactive design guide <https://www.securedbydesign.com/guidance/interactive-design-guide> is also a very good and self-explanatory tool that can walk you through the various elements of designing out crime in a visual manner.

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

Assessing design quality for major applications for residential development will be made using the Building for a Healthy Life<sup>158</sup> criteria, which are reflected in this policy. Applicants will be expected to demonstrate that the scheme positively addresses relevant categories within the Building for a Healthy Life criteria.

### **Detailed design and materials**

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<sup>157</sup> There may be occasions when it is considered necessary for us to require that an Environmental Colour Assessment is carried out. Environmental Colour Assessment (ECA) is a study undertaken to establish the naturally occurring colours within a landscape, or alternatively thematic colours within a townscape (for more information: [Environmental Colour Assessment - Landscape Institute](http://www.environmental-colour-assessment.co.uk)).

<sup>158</sup> [Building for a Healthy Life \(udg.org.uk\)](http://www.udg.org.uk)

Thatch is an important vernacular material in the Broads, the use of which is declining. The policy ensures that the use of thatch continues to contribute to the character of the Broads area and retains and strengthens the cultural heritage of the area, including heritage skills such as reed and sedge cutting and thatching. Traditional and honest materials are often the most appropriate for use on historic buildings and within historic contexts.

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

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

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

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

Residential refuse storage areas need to meet the requirements of the local waste collection service and demonstrate that commercial development proposals include adequate space for refuse storage and collection. Refuse storage areas need to be enclosed, secure and visually attractive, and user-friendly, integrated with the site and building design. The location and design need to suit the character of the area and development pattern.

### **Accessibility and adaptability**

The provision of homes that are adaptable and accessible from the outset helps to reduce the likelihood of people having to move house as their needs change and allows people to stay, helping to foster mixed and inclusive communities.

The Authority encourages the provision of some dwellings, in appropriate locations, to be designed to be **accessible** and accommodate wheelchairs by meeting M4(3) building regulations.

The policy goes on to require schemes that result in at least 10 affordable housing units to provide 10% of those units to be M4(3) compliant – this is likely to be schemes of around 30 dwellings, but it will depend on the specific affordable housing policies that are applied.

The policy also requires every dwelling to be designed and built to meet M4(2) building regulation requirements.

Accessible and adaptable housing are expected to provide safe and convenient approach routes into and out of the home and outside area, suitable circulation space and suitable bathroom and kitchens within the homes. Wheelchair user housing includes additional features to meet the needs of occupants who use wheelchairs or allow for adaptations to meet such needs. The details are set out in the Building Regulations part M<sup>159</sup>.

In summary, the justification for this policy requirements are as follows:

- The Census 2021 shows that the Broads Authority Executive Area has an ageing population; 36.6% of the population being over 65 and 22% are disabled under the Equality Act and 23% of people saying their daily activities are limited.
- The age profile of the Broads is likely to change in a similar manner to our districts. That is to say that the relative proportions of those aged 65 and over and 85 and over will increase during this plan period. Older people may experience health and mobility issues, and it is these issues which the Building Regulations M4(2) seeks to help address.
- The requirement can be designed in from the start at little or no cost. If sites are on steep hills, the cost could increase; but it is recognised that there are very few steep hills in the Broads. For conversions, there could be a slight cost increase but that depends on the level of works to the structure being converted. Generally, the 2024 Viability Assessment concludes that additional base costs of complying with M4(2) are capable of being absorbed as per the standards and thresholds set out in the policy and supporting text.

The NPPG<sup>160</sup> is clear, however, in saying that *‘Local Plan policies should also take into account site specific factors such as vulnerability to flooding, site topography, and other circumstances which may make a specific site less suitable for M4(2) and M4(3) compliant dwellings, particularly where step free access cannot be achieved or is not viable. Where step-free access is not viable, neither of the Optional Requirements in Part M should be applied’*. The Authority acknowledges that this standard may not be appropriate in some locations or for some schemes, but applicants are required to justify reasons for not including dwellings that are accessible and adaptable. Where developers demonstrate that the M4(2) or M4(3) requirements are not feasible, this will be determined on a case-by-case basis on the clear evidence submitted at planning application stage.

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<sup>159</sup> [Building Regulations Part M Access to and use of buildings \(pdf | publishing.service.gov.uk\)](#)

<sup>160</sup> <https://www.gov.uk/guidance/housing-optional-technical-standards>

The Authority is aware of the consultation in 2020 relating to accessibility standards for new homes: [Raising accessibility standards for new homes: summary of consultation responses and government response - GOV.UK \(www.gov.uk\)](#). The Government responded to the consultation saying the following. At the time of writing, the technical consultation had not been released.

- Government proposes that the most appropriate way forward is to mandate the current M4(2) (Category 2: Accessible and adaptable dwellings) requirement in Building Regulations as a minimum standard for all new homes – option 2 in the consultation. M4(1) will apply by exception only, where M4(2) is impractical and unachievable (as detailed below). Subject to a further consultation on the draft technical details, we will implement this change in due course with a change to building regulations.
- M4(3) (Category 3: Wheelchair user dwellings) would continue as now where there is a local planning policy in place in which a need has been identified and evidenced. Local authorities will need to continue to tailor the supply of wheelchair user dwellings to local demand.

### **High quality landscaping**

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

### **Other policies in the Local Plan**

When designing new development, consideration should also be given to the design implications set out in other policies in this plan. Of particular relevance are the policies in the [Sustainable Development section](#) and policies on [landscape](#), [water quality and resources](#), [historic environment](#), [energy generation and efficiency](#), [accessibility on land](#), [accessibility to water](#), [amenity](#), [flood risk](#), [land raising](#), and [disposal of excavated material](#). Applicants should also have regard to the planning guides produced by the Authority<sup>161</sup>.

### **Guidance**

- [Streets for a Healthy Life](#) - this document has been prepared to illustrate and explain what good residential streets look like, and how they function.

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<sup>161</sup> [Broads planning guides \(broads-authority.gov.uk\)](#)

- [Building for a Healthy Life](#): Building for a Healthy Life (BHL) updates England's most widely known and most widely used design tool for creating places that are better for people and nature.
- [Suffolk Design](#) - Suffolk Design is an initiative to ensure the quality of new buildings, public spaces and neighbourhoods throughout the county meets today's needs and tomorrow's challenges.
- [BREEAM UK New Construction: Residential](#) - HQM provides a comprehensive framework for creating homes that are not only environmental, and applicants may wish to consider the provisions of HQM.
- [Suffolk Design Guide for Residential Areas](#) - The Streets Guide is a guidance document designed to assist the delivery of well-designed places in line with the National Design Guide as well as the National Model Design Code.
- See also the parking guidance (for scooters, cycles and cars) relevant to the area the development is (which could be district or county standards).

#### **Policy PUBDM52A: Proposals for residential extensions**

1. Proposals for residential extensions will be permitted where they:
  - a) Incorporate a good quality design which maintains or enhances the character and appearance of the building, its setting, and the streetscape/landscape. Schemes shall not create an adverse effect on, or lead to undesirable changes to, the landscape or any other valued characteristic;
  - b) Are subservient and sympathetic to the existing property. Proposals shall not detract from the character, appearance, or amenity of the original building, its setting or neighbouring buildings and shall not amount to the creation of a separate independent dwelling;
  - c) Do not have an unacceptable impact on the amenities of neighbouring occupiers; and
  - d) Will not result in over-development of the plot and will retain suitable amenity space for the dwelling. The cumulative effects of extensions within the plot will be considered.
2. Where an extension provides ancillary accommodation, [Policy PUBDM49: Residential ancillary accommodation](#) will also apply.

#### **Reasoned justification**

Residential extensions can add greatly to the diversity and flexibility of the housing stock and help to meet a range of occupier needs. The Authority understands that householders may wish to extend their homes to improve the standard of the living accommodation, or to accommodate changing personal and family needs. Most householders generally benefit from permitted development rights, which means that some alterations and extensions do not require planning permission. However, in some cases permitted development rights might have been removed as a condition of previous permissions and in other cases, extensions and alterations would not fall within the definition of permitted development. It is the householder's responsibility to establish whether planning permission is needed. Where extensions need

permission, this is often acceptable, particularly if they are well designed and do not have any unacceptable impacts.

### **Delivery of the policy**

All development should achieve good design and maintain and create good levels of amenity for future and neighbouring occupiers, whilst enhancing the character of the area.

When considering proposals for extensions and conversions to ancillary residential uses, the Authority will have regard to parking standards and other guidance and standards for new dwellings.

The Authority considers the physical relationship of the buildings within the site and the wider built environment and landscape as more important than absolute size limits, but extensions must be physically subservient to the main dwelling.

Design and materials should work with and not against the building, and not adversely impact on other buildings in the vicinity, or valued landscape character. Applicants should refer to the Authority's overarching Design Guide.

The Authority may impose appropriate conditions or in exceptional circumstances remove permitted development rights to protect the amenities of adjoining occupiers.

Other policies of the Local Plan may apply, depending on the specific details of schemes. For example, biodiversity enhancements may be required and generally, any water fittings should be water efficient given the East is an area of water stress.

### **Policy PUBDM53: Source of heating**

#### **New buildings**

1. New buildings that include heating are required to be heat pump ready (if they do not intend to include heat pumps as part of the initial build). This could be water, ground or air source heat pumps, to reflect the individual circumstances of the scheme.
2. Oil heating of new builds and replacement dwellings will not be supported.
3. The Authority encourages the heating system of new and replacements buildings to be as high up the heating method hierarchy in section 4 (a to c only) as is feasible.

#### **Existing buildings, change of use and extensions**

4. Proposals to intensify an already permitted use and change of use and extensions, are required to improve the existing method of heating of the entire property if feasible, in line with the heating method hierarchy as set out below:
  - a) Heat pump and underfloor heating, powered by on-site solar and batteries;
  - b) Heat pump and underfloor heating, powered by the electricity grid;

- c) Gas heating, but with the overall heating system 'heat pump ready' (larger radiators etc);
- d) Oil Heating, but with the overall heating system 'heat pump ready' (larger radiators etc);
- e) Gas Heating with no adaptation of the system; and
- f) Oil Heating with no adaptation of the system.

### **Reasoned justification**

Some properties in the Broads are heated by oil. The Department for Business, Energy, and Industrial Strategy (BEIS) estimates domestic gas heating produces much less carbon dioxide emissions than oil heating. The Committee on Climate Change Sixth Carbon Budget Report<sup>162</sup> recommended that for a Balanced Pathway to Net-Zero, new boilers not on the gas grid – e.g. oil-fired boilers - should be low-carbon by 2028. For properties on the gas grid, the target date is 2033. In part this is due to gas boilers having a lower CO<sub>2</sub> footprint per kilowatt hour of heat produced.

### **Delivery and implementation of the policy**

The policy sets out a preferred method of heating hierarchy in respect of source of heating. Replacement buildings are required to improve their method of heating in line with the hierarchy. New buildings are required to be ready for other heating technologies. In all cases, oil as a source of heating is not supported. The approach of being ready for new or other heating technologies will reduce costs and resource consumption in the long term and make it more affordable to then switch to a low carbon heating system such as a heat pump when gas and oil boilers cease to be available.

It should be noted that towards the end of 2021 there were some Government consultations on fossil fuel heating. It could be that, during the production of the Local Plan, national standards are set. Furthermore, the Future Homes Standard was consulted on and may be brought in as building regulations and that may affect the implementation of this policy.

In terms of airborne pollutants, the Government's Interim Guidance on PM2.5 (or successor document) could be of relevance.

### **Policy PUBDM54: Heat resilient design**

1. All schemes for new buildings need to prevent and minimise the impacts of overheating in the built environment which may become more extreme and frequent as a result of future heat events, driven by climate change. Schemes will need to provide information on how they address the requirements of this policy in their Design and Access Statement or Planning Statement.

### **For all new buildings**

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<sup>162</sup> <https://www.theccc.org.uk/publication/sixth-carbon-budget> page 110-112.



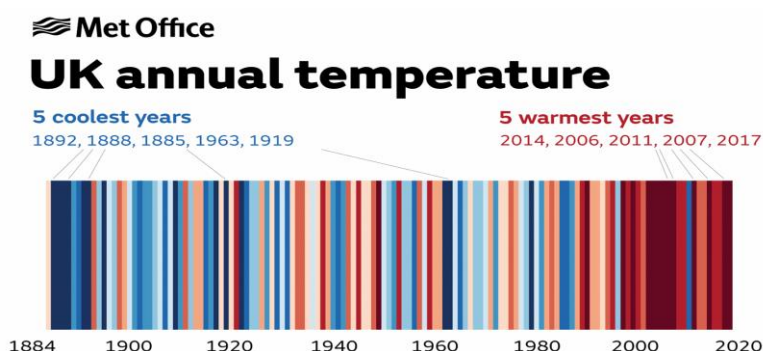
2. Schemes need to provide shade in public spaces, as appropriate.
3. Proposals for new buildings must demonstrate, commensurate with the scale and location of the proposal, consideration of the potential to incorporate a green roof<sup>163</sup> and/or walls to aid cooling, add insulation, assist water management and enhance biodiversity, wherever possible linking into a wider network of green infrastructure; unless such roof space is being utilised for photovoltaic or thermal solar panels; or on a whole life cycle basis, it is demonstrated that a lower specification roof has a significantly lower carbon impact than a green roof; or the nature of the development makes it impracticable to incorporate a green roof.

### Buildings not covered by Part O of the Building Regulations

4. Proposals for new buildings that are not covered by Part O of the Building Regulations<sup>164</sup> must demonstrate, commensurate with the scale and location of the proposal, consideration of:
  - a) How the design of the development minimises overheating and reduces demand on air conditioning systems, including considering:
    - i) orienting buildings to maximise the opportunities for both natural heating and ventilation and to reduce wind exposure;
    - ii) measures such as solar shading, thermal mass and appropriately coloured materials in areas exposed to direct and excessive sunlight;
    - iii) maximise passive cooling through natural ventilation and other passive means. Reliance on air conditioning systems should be avoided; and
  - b) In considering the above, the balance between solar gain versus solar shading will need to be carefully managed.

### Reasoned Justification

The following diagram shows the UK annual temperatures from 1884 to 2018<sup>165</sup>. Blue are cooler years and red are hotter years. The warmest years have been since 2006. We have experienced the warm temperatures in recent summers locally in Norfolk and Suffolk.



<sup>163</sup> [GRO-Code-2021-Anniversary-Edition.pdf \(greenrooforganisation.org\)](#) or successor document may be of relevance.

<sup>164</sup> It is acknowledged that residential buildings need to adhere to Building Regulations Approved Document Part O (or successor document).

<sup>165</sup> [Top ten UK's hottest years all since 2002 - Met Office](#)

Met Office scientists have published a new study detailing the increasing likelihood of extreme temperatures in the UK, revealing that the chance of exceeding 40°C in the UK is accelerating at pace: [Met Office report details rising likelihood of UK hot days - Met Office](#).

Modelling carried out by the Tyndall Centre<sup>166</sup> shows a significant increase in the incidence of heat related mortality in the UK as the climate warms. This increase is attributable to both rising regional temperatures, but also to an aging population. As the Broads population tends to be older than the UK average, this means a particular focus is needed on ensuring housing is heat resilient.

The policy seeks proposals for new buildings to consider the impact of higher temperatures considering shade, passive cooling and natural ventilation. The policy also applies to the public realm associated with the scheme, seeking shade in public spaces.

#### **Policy PUBDM55: Non-residential development and BREEAM**

##### **Required standard**

1. Proposals for non-residential development above 250sqm floor space are required to achieve a minimum of BREEAM Very Good Standard or equivalent unless it can be demonstrated that it is not viable or feasible to do so.

##### **Water**

2. Non-residential development above 250sqm but below 1,000sqm floor space must achieve 3 credits in BREEAM category WAT 01.
3. Non-residential development above 1,000sqm floor space must achieve 5 credits in BREEAM category WAT 01.
4. Non-residential development above 250sqm should aim to achieve full credits within the other WAT calculators.

#### **Reasoned justification**

[BREEAM](#) is the world's leading sustainability assessment method for master planning projects, infrastructure and buildings. Assets are assessed through third party certification, using standards developed by BRE (The Building Research Establishment). BREEAM assesses much wider issues than just energy use, such as water, waste, health and wellbeing and building materials. Each category is sub-divided into a range of assessment issues, each with its own aim, target and benchmarks. When a target or benchmark is reached, as determined by the BREEAM assessor, the development or asset score points, called credits. The category score is then calculated according to the number of credits achieved and its category weighting. Once the development has been fully assessed, the final performance rating is determined by the sum of

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<sup>166</sup> Updated projections of UK heat-related mortality using policy-relevant global warming levels and socio-economic scenarios, Kenkins et al 2022. [Updated projections of UK heat-related mortality using policy-relevant global warming levels and socio-economic scenarios — University of East Anglia \(uea.ac.uk\)](#)

the weighted category scores. The policy specifies that at least three water credits are required – this reflects that the area is in water stress. Compliance will be required through planning conditions including BREEAM certification for non-residential proposals.

Anglian Water have advised that they can no longer guarantee to supply non-domestic water requirements for intensive/high water consumptive uses such as manufacturing/ food processing and production, due to water supply being squeezed by abstraction reduction, climate change and a fast-growing population. Therefore, where new and unplanned non-domestic requests are received, which exceed 20,000 litres per day (0.020 Ml/d) (this may be less, dependent on the availability of water in that area) Anglian Water will need to decline the request for more water ~~there might be the need to decline~~ in order to protect existing supplies and the environment. Their regulatory position means they are unable to supply new non-domestic demands if this jeopardises domestic supplies for existing and new residential customers and businesses. ~~As a result of limited water availability, they are undertaking more modelling and decisions on non-household growth looking at available headroom in the water resource zones. They are looking to work together with new or expanding non-household users that are requesting significant non-domestic water supplies to find solutions such as opportunities for water recycling, reuse, and final effluent reuse.~~

Similarly, Essex & Suffolk Water also advise that businesses should not assume that Essex & Suffolk Water can meet all new non-domestic water demand in the Blyth or Northern Central Water Resource Zones.

As such, major non-household developments that require significant non-domestic water use need to liaise with the relevant water company about availability and produce a Water Resource Assessment which shall be shared with the relevant water company as any application is considered.

#### **Policy PUBDM56: Electric Vehicle (EV) Charging Points – fire safety, design, location, and lighting.**

1. Proposals that include the installation of electric vehicle charging points are welcome, but they need to consider the location, design, and lighting of such charging points. In terms of the charging infrastructure, the location, design, and any lighting associated with the charging points will be key considerations.

##### **Location**

2. Electric vehicle charging points should be placed where the impact of any vehicle or battery igniting/vapour cloud explosion hazard is minimal and to some extent, deemed acceptable. Considerations may include the risk of the spread of fire, and if the fire would prevent escape.

3. In terms of electric scooter or bicycle charging, provision in a suitable location for charging of these batteries should be included in a scheme and should be placed where the impact of any vehicle or battery igniting/vapour cloud explosion hazard is minimal and to some extent, deemed acceptable. Considerations may include the risk of the spread of fire, and if the fire would prevent escape.
4. EV charging points will be located where they do not cause a hazard or obstruct access. This includes how cables will be laid between the charging point and vehicle.

### **Design and lighting**

5. EV charging infrastructure will be designed and located to not negatively impact the townscape, landscape, and dark skies of the Broads.
6. Fundamentally, in line with policy [PUBDM28](#) on dark skies, dark skies will be protected, and light pollution associated with units not permitted.
7. Schemes will be required to provide information about how they are to look at night, showing lighting of the units as well as other related lighting.

### **Reasoned justification**

EV charging points for vehicles on land and water are generally welcomed and supported in the Broads, subject to appropriate location, lighting, and design.

### **Light pollution**

The Broads has good dark skies. Different types of EV charging units have varying levels of light associated with them. The units installed in the Broads must address light pollution, comply with policy [PUBDM28](#) and protect the dark skies of the Broads. Planning applications must show the lighting associated with any units proposed to be installed.

### **Trip hazards and obstacles**

EV charging units need to be sensibly and considerately located to not cause difficulties for those wishing to pass by where they are to be located. Indeed, the cables that link the charging points to the vehicle that is charged are part of this consideration - EV charging cables should not trail over pavements, as this could be a trip hazard.

### **Design**

Other than lighting, the choice of style of EV charging point needs to be acceptable in terms of design and bulk and scale for the use and its location, particularly considering the historic environment and landscape and townscape character.

### **Fire Hazard**

The risks of an electric vehicle fire are that:

1. It occurs very rapidly without much warning;
2. The fires are very hot and intense and cannot be easily extinguished and can reignite; and

3. The nature of the thermal runaway process is that a lot of very dangerous smoke is produced.

Electric vehicle fires can occur when a battery is damaged, or if there is overcharging. Overcharging should be prevented by software and some technical blocks. However;

- a) Software can fail
- b) If a battery is used with a charger that doesn't match the battery chemistry, it can cause a failure.

At the time of writing, whilst there are regulations addressing the number of charging points for certain developments<sup>167</sup> (and hence no policy is included in the Local Plan relating to that issue), there are no regulations that raise or address the fire risk of electric vehicles. As such, the Authority includes a related policy to ensure applicants consider the location of charging points. If, during the production of this Local Plan, regulations are put in place that address the locations of charging points, the policy may not be required. When considering the location of electric charging points, applicants should think about where is best should the battery/vehicle ignite. It is recommended that this is ideally away from property, and not inside a residential house.

The other safety issue highlighted in this policy is charging of e-bikes and e-scooters. A half kWh battery for example can produce 3000L of smoke very quickly and is powerful enough to devastate a house. A particular concern is the charging of e-scooters and e-bikes in access areas. Provision for charging of such batteries, again in an area where it is deemed acceptable if they were to ignite, should be considered.

#### **Policy PUBDM57: Fibre to the Premises (FTTP)**

1. Prior to first occupation/use, all new dwellings, and all new commercial proposals of 100sqm or over shall be provided with fibre connections to an approved industry standard within the dwelling/building together with suitable ducting/cabling to the public highway to allow connections to be made.
2. Where it can be demonstrated<sup>168</sup> that FTTP is not cost effective, then alternative technological options, for example Superfast Fibre to the Cabinet or Fixed Wireless Access, should be provided. For such schemes, provision in the form of ducting and other necessary infrastructure for the future delivery of FTTP should be provided.

#### **Reasoned Justification**

The purpose of this policy is to improve the provision and quality of digital communications including broadband across the Broads and to ensure that all new dwellings and workplaces are connected by fibre or are able to be connected in the future. This policy applies to both new

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<sup>167</sup> [Infrastructure for charging electric vehicles: Approved Document S - GOV.UK \(www.gov.uk\)](#).

<sup>168</sup> The Authority will require applicants to demonstrate evidence of discussions with service providers and documentary evidence in relation to the cost effectiveness of providing connections via the submission of a Digital Infrastructure Delivery Plan.

build proposals and those seeking the change of use of existing buildings. **The policy complements The Building etc. (Amendment) (England) (No. 2) Regulations 2022.**

The availability, reliability and speed of mobile and fixed broadband provision is now a key consideration for most house buyers as well as tourists and many view it as essential as the traditional utilities. Similarly, it is also a key concern for the business sector. It is easier to plan for now rather than retrofit once the scheme has been completed. We will all continue to have increased dependency on technology in our everyday lives. Access to fast broadband is a vital component of infrastructure in today's world. It is key to growing a sustainable local economy, vital for education and home working and an increasingly central part of community cohesion and resilience, particularly in the rural areas of the county.

High quality digital infrastructure is crucial to the success of businesses and also plays a vital role in enhancing the provision of local community facilities, services, and employment. Well-connected places attract modern businesses and can create the conditions for new clusters of digital and creative businesses to emerge. Access to high quality digital infrastructure can also facilitate social inclusion, enable home working, diversify the rural economy, enhance educational and social opportunities, as well as improve access to a wide range of services that are increasingly provided online. Consequently, high quality digital infrastructure will make a significant contribution towards the delivery of sustainable development.

Fibre to the Premises (FTTP) uses fibre-optic cable direct from the exchange to a business or home. Unlike FTTC (fibre to the Cabinet), there is no use of the traditional copper wire from a street cabinet.

### **Delivery and implementation of the policy**

New development should ensure that it has considered any need and demand resulting from the development and taken proactive steps in engaging with service and infrastructure providers to ensure that there is high-speed fibre broadband connectivity or mobile internet coverage in the development.

Proposals should be supported by a proportionate Digital Infrastructure Connectivity Plan/Statement demonstrating that digital infrastructure has been planned for as part of development proposals. This should provide evidence that developers have engaged with infrastructure and service providers to ascertain fibre connectivity and mobile internet coverage for the site and provide evidence that an agreement to connect to the development site to the fibre broadband network has been secured, and details on how the physical infrastructure on site is capable of supporting gigabit-capable networks. Where there are deficiencies in mobile coverage, development proposals must provide information on how the coverage is to be improved if practicable.

Where FTTP is not practical due to special circumstances, then Next Generation Access (NGA) technologies that can provide speeds in excess of 24Mbps should be delivered wherever practical. See [https://www.ofcom.org.uk/data/assets/pdf\\_file/0013/63220/nga\\_glossary.pdf](https://www.ofcom.org.uk/data/assets/pdf_file/0013/63220/nga_glossary.pdf) for definition of NGA

## 32 Visitor and community facilities and services

### **Policy PUBSP17: Community facilities**

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

### **Reasoned Justification**

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

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

This strategic policy includes public houses. A detailed policy on pubs can be found at Policy [PUBSSPUBS](#).

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

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

The Localism Act (2011) aims to help the devolution of decision-making powers from central government control to individuals and communities. Of relevance to this policy is the Community Right to Bid, where community groups can nominate land or buildings (assets) in their area which they think are of 'community value' to be included on a list held by the Council. Adding an Asset of Community Value to the list triggers a stand still period, to allow community groups to plan and assemble funds that would allow them to bid for the asset should it be placed for sale on the market. Assets can be owned by a council or have private owners. Assets of Community Value can include buildings or land that promotes the social interests or wellbeing of the area (e.g. cultural, recreational, shopping or sporting) or which have had such a use in the recent past, for example libraries, community centres, pubs, and shops. The power to list an asset does not mean the owner must sell to the community group. The Broads Authority does not hold or maintain a list as it is a function of our constituent district councils. Applicants should contact the councils directly for information<sup>169</sup>.

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<sup>169</sup> More information is provided at [mycommunity.org.uk](http://mycommunity.org.uk) and [A plain English guide to the Localism Bill - Update \( pdf | publishing.service.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/444444/A_plain_English_guide_to_the_Localism_Bill_-_Update.pdf)



## **Policy PUBDM58: Visitor and community facilities and services**

### **Existing facilities**

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

### **Assets of Community Value (ACV)**

4. Proposals for a change of use to an ACV registered on one of our districts registers will need to address part 1a and 1b of this policy as well as the following criteria:
  - a) The provision of alternative facilities in an equally accessible location;
  - b) Mitigation measures to reduce the impact of the loss of an ACV; and
  - c) Whether the proposed use would be preferable to the current ACV.

### **New visitor and community facilities and services**

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

### **Village halls and community centres**

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

### **Diversification**

7. Proposals for the diversification of visitor and community facilities and services will be supported where evidence demonstrates:
- a) the development improves the viability of the service and facility, and is necessary to resolve inherent viability problems, rather than the circumstances or needs of the present owner; and
  - b) the development is subservient and well related in scale and kind to the existing service and/or facility; and
  - c) there is no other source of funding that might achieve the same benefits; and
  - d) the proposed development will secure the long-term future of the service and facility.

### **Education and conservation proposals**

8. Facilities which are educational in nature or relate to the promotion of the conservation of the Broads environment will be supported.

### **Reasoned Justification**

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

### **Delivery and implementation of the policy**

The loss of facilities would result in people having to travel further to meet their everyday needs, which can have a particularly adverse impact on those who do not have the ability to travel easily, such as the elderly. Serving both residents and visitors, they can contribute significantly to the quality of experience. Furthermore, many of the employment generating businesses within the Broads serve visitors as well as the resident market, such as shops and pubs (although pubs are not covered in this policy, see policy [PUBSSPUBS](#)), and their loss can have a wider than local impact. To maintain a level of local servicing, the Authority will seek to protect existing

community facilities and services and will only approve proposals that would lead to their loss where it can be robustly demonstrated that the facility is no longer suitable or viable for its community use. Only then will alternative uses be permitted, again subject to demonstrating that the existing uses would be unviable. Applications should be accompanied by a statement, completed by an independent chartered surveyor, which demonstrates that current uses are not viable. This statement should provide an assessment of the current and likely future market demand for the site or property, attempts to market it for a sustained period of 12 months, and its value. The level of detail and type of evidence and analysis presented should be proportionate to the scale and nature of the site and/or property in question. The Authority will need to verify the content of such a report and may need to employ external expertise to do so. The applicant will need to meet this expense. The Broads Authority have produced [A guide on marketing and viability assessment requirements](#) (or successor document) which will be of relevance.

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

The siting of any development will vary depending on the facility being replaced and the location, but accessibility by a variety of transport modes will be an important factor. The policy therefore requires proposals for new facilities likely to attract large numbers of people to be located where they are accessible by a choice of transport means. Applicants are required to justify the sustainability of the location for the proposed development. Development proposals will also be expected to be accompanied by a needs assessment that demonstrates the demand for the proposed facility and why an alternative site outside the Broads could not accommodate the development.

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

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

The [retail](#) and [tourism](#) policies may be of relevance to schemes and will be applied as necessary.

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

- Community facility – post offices, cemeteries (see policy [PUBDM10](#)), libraries, village halls, shops, sports facilities (also see policies [PUBDIT1](#) and [PUBFLE1](#)). Please note that pubs are addressed in their own policy, [PUBSSPUBS](#).
- Visitor facility – car parks, visitor moorings, bike stands, slipways.

Proposals relating to play areas, sports fields, open space, and allotments are addressed in policy [PUBDM10](#).

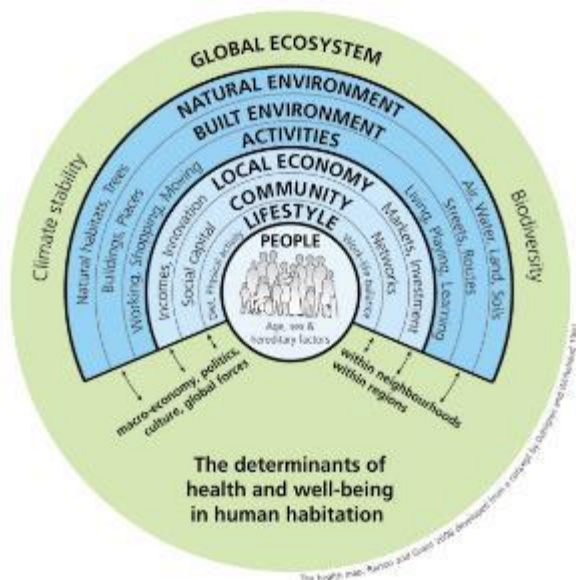
If a proposal is considered to potentially have an effect on a habitats site, it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken.

Ancillary provision to these facilities, such as parking (for scooters, cycles and cars, provided securely and in line with the relevant parking standards) and litter bins, will be an important consideration.

## 33 Health and wellbeing

### Policy PUBDM59: Designing places for healthy lives

1. Development proposals that support healthy choices, healthy behaviours and reduce health inequalities will be supported.
2. All new housing, commercial and recreational development are required to explain how their development facilitates enhanced health and wellbeing through the provision of conditions supportive of good physical and mental health. This shall be done as follows:
  - a) For developments of over 50 dwellings, developments of fewer than 50 dwellings but which are deemed to impact health services potentially significantly, development that includes care homes, housing for the elderly, or student accommodation and development that involves the significant loss of public open space, the Norfolk and Waveney Health Protocol shall apply.
  - b) For all new housing below the threshold set out in a) as well as commercial and recreational developments, the Small Sites Healthy Planning Checklist as set out in [appendix 12](#) shall apply.



#### Reasoned Justification

The link between planning and health has been long established, and the built and natural environments are major determinants of health and wellbeing. The Health Map shows how individual determinants, including a person's age, sex and hereditary factors, are nested within wider determinants such as lifestyle choices, social and community influences, living and working conditions and general socio-economic, cultural and environmental conditions.

The Government is clear about the role of health and wellbeing in planning, stating that '*local planning authorities should ensure that health and wellbeing, and health infrastructure are considered in local and neighbourhood plans and in planning decision making*' (NPPG).

#### Delivery and implementation of the policy

Working with Norfolk and Suffolk Public Health and Norfolk and Waveney NHS colleagues, a [Health Protocol](#) has been produced **(please note that at the time of writing, this was being updated and so therefore, the most up to date version will be used)**. This sets out how to engage with various health related organisations for certain planning applications. It also includes a checklist to ensure that health is considered as part of applications. The checklist, however, is more orientated towards larger schemes. As and when these thresholds are met then that checklist will be used:

- A housing development of 50 dwellings or more
- A development of fewer than 50 dwellings but which is still deemed to impact health services potentially significantly
- A development that includes care homes, housing for the elderly, or student accommodation
- A development that involves the significant loss of public open space

The threshold of this policy is all new housing, commercial and recreational development.

Working with health colleagues, we have produced a small sites checklist to reflect smaller development. The Small Sites Healthy Planning Checklist can be found at [Appendix 12](#) and is expected to be filled out for all new housing, commercial and recreational development (although if the threshold for the protocol is met, then that will take precedence). This is a self-assessment type checklist.

As set out in the Design Policy ([PUBDM52](#)), the Authority seeks the use of the principles set out in [Building for a Healthy Life \(2020\)](#). This aims to create places that are better for people and nature. Twelve considerations are presented to help those involved in new developments to think about the qualities of successful places and how these can be best applied to the individual characteristics of a site and its wider context. Aspects of Building for a Healthy Life have been incorporated into the checklists.

There are six themes under which planning applications for new housing, commercial and recreational development can provide ‘*conditions supportive of good physical and mental health*’ and these are reflected in the checklist. All new housing, commercial and recreational development are required to produce a statement saying how their proposal addresses:

- i. Partnership and inclusion, including engagement and integration.
- ii. Vibrant neighbourhoods, including access to social infrastructure, access to local food shops and the public realm.
- iii. Active lifestyles, including access to green space and active travel.
- iv. Healthy environment, including construction, equality, noise, open space, renewable energy, biodiversity, local food growing, flood risk and overheating.
- v. Healthy housing, including accessible housing, healthy living, and housing mix and affordability.
- vi. Economic activity, including local employment and healthy workspaces.

Sport England offers guidance on designing and adapting where we live to encourage activity in our everyday lives (Sport England, Active Design, [Active Design | Sport England](#)).

It is important to note that other policies in this Plan are also relevant to a healthy community, such as those on tranquillity, amenity, sport and recreation, pollution and housing need, all of which have an impact on health and wellbeing.

## 34 Planning obligations/developer contributions

### **Policy PUBDM60: Planning obligations and developer contributions**

1. The Authority will seek appropriate contributions from developers to serve the development and its occupants. Where the development is of a type that will introduce additional pressure on the Broads Authority Executive Area, including for permanent moorings, contributions will be sought towards the appropriate provision of social facilities and benefits including affordable housing, biodiversity enhancement and mitigation of the impact on biodiversity, recreational, community and navigation facilities, and to achieve sustainable development.
2. Contributions may be sought in appropriate circumstances. Where appropriate, the standards and thresholds adopted by the relevant authority, including Housing Authorities and County Councils, will apply. Contributions may be pooled with others from outside the Broads area to fund wider community infrastructure/mitigation.
3. Reduced contributions, where necessary (for example due to the exceptional costs of redeveloping a particular site), will be negotiated on an 'open book' basis, based on the financial viability of the scheme.
4. Occasionally, planning obligations may be used to require a certain element of a scheme to happen, such as a schedule of repairs to a listed building.

### **Reasoned Justification**

Development can place additional pressure upon physical infrastructure, social facilities, biodiversity, and green infrastructure, and it is a well-established principle that new development should contribute towards the cost of meeting these additional demands. Developer contributions (also referred to as Planning Obligations) are a means of funding works to mitigate the impact of development, and to provide benefits to local communities and support the provision of local infrastructure.

Where existing infrastructure is inadequate to meet the needs of new development, the Authority will use conditions or planning obligations to ensure that proposals are made acceptable through securing the provision of necessary improvements to facilities, infrastructure, and services.

The nature and scale of any contribution sought for this purpose will be related to the development proposed and its potential impact upon the surrounding area. It is important to consider the following in relation to Developer Contributions (as set out in the Community Infrastructure Levy Regulations 2010 as amended, regulations 122 and 123):

- Developer contributions must be necessary to make the development acceptable in planning terms, be directly related to the development, and be fairly and reasonably related in scale and kind to the development.
- The combined total impact of contributions should not threaten the viability of the scheme.

The Authority will seek contributions towards transport, police and fire service provision, education facilities, libraries, health facilities and social service provision where appropriate, using Planning Obligations standards prepared by Norfolk and Suffolk County Councils. The Authority will also apply the standards and thresholds adopted by the relevant constituent District Council to calculate the contributions to be sought (for example in relation to play and open space and waste management). Contributions to affordable housing will be sought in accordance with the approach set out in policy [PUBDM43](#) on affordable housing and policy [PUBDM10](#) on open space.

In relation to the protection and use of the waterways and navigation, contributions will be sought from development, where appropriate<sup>170</sup>, towards dredging and provision of moorings (see [PUBDM40](#)). The dredging and proper disposal of sediment from the bed of the rivers and broads is the largest cost in the maintenance of the navigation area. The required level of contribution will be calculated on a site-by-site basis, using the Authority's latest available dredging costings, and reflecting site-specific characteristics such as quantity, contamination and ease of disposal.

Any financial contributions resulting from planning obligations will be held by the Authority until agreement is reached with the providing body for the relevant facilities to be provided. If agreement is not reached or the infrastructure is not constructed, those monies will be returned to the developer after a period of 10 years. Maintenance sums will be sought for the first 10 years of the life of a facility where relevant (15 years for highways maintenance in relation to bridges or other highway structures, 120 years for lifetime replacement).

### **The Broads Authority and CIL**

The Community Infrastructure Levy (CIL) is a planning charge introduced by the Planning Act 2008. It is a discretionary charge that can be used as a tool by local authorities in England and Wales to help deliver infrastructure to support the development of their area. The Broads Authority has not introduced a CIL, due to the low levels of development in the area, difficulties involved in identifying specific Broads' infrastructure, and the costs of collecting and monitoring CIL when balanced against the sums likely to be generated.

### **Recreational Avoidance and Mitigation Scheme (RAMS) and Nutrient Neutrality**

As mentioned elsewhere in this Local Plan, the issue of recreation impact and the impact from development on nutrients needs to be mitigated. RAMS is a payment that tends to be secured from S111 payments. Nutrient Neutrality will also need to be addressed in some locations by certain developments. ~~and the exact mechanism and cost are being developed at the time of writing but will be reflected in future local plans.~~

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<sup>170</sup> The development may be in an area which is not usually dredged and might attract more vessels. Or might be in an area where larger boats are attracted so would need more dredging to increase the water depth.



**Government changes to planning obligations.**

The Authority will monitor the progress of any such changes, and these will be reflected in future local plans as necessary.

**Infrastructure Funding Statements**

The Community Infrastructure Levy (CIL) regulations require all local planning authorities that issue a CIL liability notice or enter into Section 106 planning obligations during a reporting year to publish an infrastructure funding statement (IFS) at least annually. The Statement for the Broads is here: [Developer contributions \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/development/infrastructure-funding-statements).

## 35 Other Development Management policies

### Policy PUBDM61: Advertisements and signs

1. All proposals for the display of advertisements must comply with relevant national regulations and guidance.
2. Advertisements and signs should be appropriately and sensitively designed and located, having regard to the character of the building/structure/area on/near which they are to be displayed, and/or the general characteristics of the locality including their location relative to the dark sky zones (policy [PUBDM28](#)) (see point [54](#)).
3. Advertisements and signs will only be permitted where the size, design (see point 4), positioning, materials and degree of illumination (see point 5) of the sign or advertisement would not have an adverse visual impact on the built or landscape character of the Broads, [historic assets](#) or a detrimental effect on nocturnal species, public safety on land, water or on the operational safety of the highway, railway and water network.
4. Advertisements and signs need to be designed with colours and materials compatible with the building and area.
5. There is a general presumption against illuminating advertisements to reflect the dark skies of the Broads. If signs are proposed to be illuminated, in line with policy [PUBDM28](#) on light pollution and dark skies, this needs to be thoroughly justified and designed to not produce any type of light pollution/spillage.
6. Where an advertisement or sign would have an adverse impact on the [special qualities](#) of the Broads, it will be refused.
7. The cumulative impact of signs and/or advertisements in a particular area will also be a key consideration. The proposal shall not result in a cluttered street scene, excessive signage, or a proliferation of signs advertising a single site or enterprise.
8. The proposal shall not cause a hazard to pedestrians or road users.
9. Advertisements and signs should be designed to be neurodiverse friendly<sup>171</sup>.

### Reasoned Justification

The Authority recognises that advertisements provide businesses with an important means of attracting customers and can play an important role in informing visitors to the Broads and supporting visitor trade. By their very nature, advertisements and signs are designed to attract attention and are frequently displayed in prominent positions. Their impact on the character and appearance of buildings, settlements and the landscape can, as a result, be significant.

Illuminated advertisements and signs can have a particularly significant visual impact and detract from the tranquillity and dark skies of the Broads.

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<sup>171</sup> Neurodiverse signage uses straightforward language, avoiding complex jargon or idiomatic expressions that might be difficult for some to understand. Clarity and simplicity are paramount.

### **Delivery and implementation of the policy**

The Authority will therefore carefully consider proposals for advertisements and signs to make sure they are sympathetic to the special character of the Broads and do not have an unacceptable impact on public safety on land and water. The design of an advertisement or sign, together with its size, positioning and materials, can determine how well it fits into or stands out from the surrounding area. To reduce unnecessary visual intrusion, the number of advertisements/signs will be kept to a minimum and amalgamated with existing signage. An advertisement or sign should complement existing architecture and the local context. Cumulative impact in relation to other signage in the vicinity will also be an important consideration.

Particular regard should be had to any impact of proposals on conservation areas and the historic environment. Proposals that obscure features of architectural or historical interest, or are uncharacteristic of a building's design, will not be permitted.

Some types of advertisement are exempted from detailed control. Other specific categories do not require express consent from the Local Planning Authority and instead qualify for 'deemed consent' provided they conform to stated conditions and limitations for each category. Further information on advertisement control can be found in the NPPG<sup>172</sup>.

### **Policy PUBDM62: 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) A structural survey demonstrates that the building is structurally sound and capable of conversion without major rebuilding and/or substantial extension;
  - b) The building can be re-used, converted or changed without an adverse effect on the character of the Broads' landscape, or its setting and the re-use, conversion or change takes the opportunity to make a positive contribution to the appearance of the locality;
  - c) The proposal is of a high-quality design, retaining the features that contribute positively to the character of the building;
  - d) The nature, scale and intensity of the proposed use are compatible with, and would not prejudice, surrounding uses and the character of the locality;
  - e) The highway network is able to accommodate safely the demands resulting from the proposed use;
  - f) The design and details of conversion will maintain, and enhance, restore, or add to biodiversity; and

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<sup>172</sup> NPPG: [Advertisements - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/advertisements)

- g) 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.
- 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 g 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.

### **Delivery and implementation of the policy**

This policy is in line with the Embodied Carbon policy, which may be of relevance to proposals – see [PUBDM2](#).

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 [PUBDM37](#), 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 [PUBDM15](#), 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 on a habitats 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 [PUBDM14](#) on the re-use of historic buildings. For re-use or conversions of historic buildings (designated or non-designated), please refer to [PUBDM14](#).

Where the existing building is located within an area of flood risk, the development proposal must be in accordance with the NPPG and NPPF. See related Policy [PUBDM8](#) (development in flood risk) and [PUBDM50](#) (replacement dwellings).

[PUBDM62](#) does not relate to buildings currently in employment use – see [PUBDM31](#) and [PUBDM32](#).

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.

**Policy PUBDM63: Leisure plots, amenity plots, conservation 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, mooring and conservation plots (and plots that have become conservation plots), permission will not normally be granted for the erection of buildings, yurts, enclosures, or structures, and the permanent or seasonal occupation of the land, vehicles, boats, etc., or the stationing of caravans, will not be permitted. The provision and maintenance of additional landscaping will be encouraged, having regard to the existing character of the area, and limiting wind shadow on the river in the interests of sailing.

**Reasoned Justification**

Leisure, amenity, and mooring plots and on occasion conservation plots often result in the creation of a suburban appearance, with associated domestic paraphernalia that detracts from the landscape character of the Broads and the visual quality of the waterscape. Such plots can

lead to an incremental erosion of character on edges of settlements. Consequently, the creation of new leisure, amenity and mooring plots will not normally be supported by the Authority (see below regarding conservation plots). There may be occasions when this type of development could only be permitted where the degree of change would not have an adverse effect on the existing landscape character and visual appearance of the area.

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

For the purpose of this policy, the term 'leisure plot' describes a plot resulting from the sub-division of land and its use for leisure purposes, such as quiet enjoyment of the plot and scenery, and informal recreation. Amenity plot means a piece of land being used for amenity purposes. 'Conservation plot' means a piece of land that the owner or occupier is managing for wildlife benefits. A conservation plot may have been an amenity, leisure or mooring plot, but the owner/occupier has decided that they will manage it for wildlife. For the purpose of this policy, the term 'leisure plot' 'conservation plot' and 'amenity plot' describes a plot resulting from the sub-division of land and its use for leisure and amenity purposes, such as quiet enjoyment of the plot and scenery, and informal recreation.

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

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

Please note that there are specific policies for the plots in the [Potter Heigham area](#).

## 36 Site-Specific policies

### Introduction

The Site-Specific policies section of the Local Plan allocates land for certain uses **as well as identifies criteria to guide proposals that come forward**. The policies may refer to change of use or may seek to protect certain assets from inappropriate change.

### Flood risk and the Site-Specific policies

The underlying principle of development and flood risk is summarised in the **2024 NPPF (170)**: *‘Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere’*. A [sequential test](#) has been produced to support the Local Plan. Where development is required to undertake an Exception Test as guided by the NPPG, there is further guidance available in the flood risk policy (policy [PUBDM8](#)).

The [Strategic Flood Risk Assessment](#) (2017) provides best available data to help inform flood risk considerations of the site specific policies. Each policy, in its constraints and features section, reflects the flood risks the SFRA indicates are experienced by these sites. Indeed, the policies maps that accompany the Local Plan display the SFRA flood risk data for the sites.

### Environment Agency permit or rules for works near to a main river or flood defence

Under the Environmental Permitting (England and Wales) Regulations 2010, an environmental permit may be required for works in, under, over or within 8m of a main river or flood defence, or within 16m of a tidal main river or flood defence. ‘Flood Risk Activities’ may require the Environment Agency to issue a bespoke permit or may be covered by a standard rules permit that includes a set of fixed rules. Activities identified as lower risk may be excluded from the need for a permit or may need to be registered as an exempt activity and comply with certain rules. Anyone carrying out these activities without a permit where one is required is breaking the law.

- Further information on Flood Risk Activity permits: [www.gov.uk/guidance/flood-risk-activities-environmental-permits](http://www.gov.uk/guidance/flood-risk-activities-environmental-permits)
- To apply or get further advice, contact the Environment Agency by email: [floodriskactivity@environment-agency.gov.uk](mailto:floodriskactivity@environment-agency.gov.uk) or by telephone: 03708 506 506.

### Settlement fringe

Some policies, such as the cemetery and playing field extensions in Acle, could be seen to be contrary to the Settlement Fringe policy [PUBDM26](#). However, these are important infrastructure requirements that the Local Plan seeks to address. While a cemetery may urbanise compared to, for example, a field in agricultural use, landscaping and design are important considerations throughout the Local Plan.



## 37 Acle

It is important to be aware that the [Acle Neighbourhood Plan](#) was ‘made’ in 2015 and is part of the Development Plan and the policies it contains may be of relevance to proposals for this area of Acle.

### **Policy PUBACL1: Acle Cemetery extension**

**Policy Map 1:** <https://www.broads-authority.gov.uk/acle.pdf>

1. Land to the rear of the existing cemetery is allocated as an extension to the cemetery. This development will be:
  - a) Subject to a prior archaeological assessment;
  - b) Subject to a prior groundwater protection risk assessment in accordance with Environment Agency Guidance: Assessing Groundwater Pollution for Cemetery Developments<sup>173</sup> (or successor document or advice);
  - c) Integrated into the wider surroundings by a landscaping scheme, including boundary hedge and tree planting; and
  - d) Coordinated with any adjacent proposed playing field extension in terms of design and boundary treatment.
2. A management plan that addresses how the site will be managed to benefit biodiversity is required as part of any application.
3. Proposals will also be designed to avoid contributions to light pollution.
4. There may be a requirement to assess the area for peat as there is peat known in the vicinity.

### **Constraints and features**

- Archaeological interest in vicinity (contains and adjacent to cropmarks of enclosures and field systems).
- Outside identified high flood risk areas (zone 1 by Environment Agency mapping and SFRA 2017).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- As a minimum, a basic Tier 1 risk screening assessment is required for all cemetery extensions (as set out in guidance on the Environment Agency website).
- Peat nearby.

### **Reasoned Justification**

The existing cemetery at Acle is close to capacity. Acle Parish Council has, over a period of time, actively sought a site to accommodate further burials. Following a search of potential locations around the village, this was its preferred site and is understood to have widespread local support. The location adjacent to the existing cemetery makes practical sense, and the use can be satisfactorily accommodated here, subject to the considerations outlined in the policy. The

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<sup>173</sup> This guidance has been withdrawn. The EA will need to be contacted regarding the successor document: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/290462/scho0404bgla-e-e.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/290462/scho0404bgla-e-e.pdf)

Parish Council has yet to secure ownership of the site. Planning permission has been granted for another site in the village; however the Parish Council have requested that this site continue to be allocated for Cemetery use in this Local Plan.

The area concerned is around 0.8ha (2 acres), gently sloping and currently part of an arable field adjacent to the existing cemetery and bounded on one side by a narrow track/public footpath. The Parish Council's intention is that the immediately adjacent piece of land to the east would be used as an extension to the existing recreation centre playing fields, and this is supported by a complementary policy. Together they would form a reasonable extension to the existing urbanised extent of Acle, forming a new boundary line linking the extremity of the existing playing fields to the east with the approximate limit of housing development to the west.

### **Delivery and implementation of the policy**

The site lies wholly in Flood Zone 1 by both Environment Agency (EA) mapping and the Broads Strategic Flood Risk Assessment (SFRA 2017) mapping and there are no flood risk issues constraining the development. However, the EA wishes to ensure that any risk of pollution to groundwater is adequately assessed before any planning permission is granted, and the policy reflects this. The EA is content with the allocation for the proposed use based on the results of preliminary investigations by the Parish Council.

The area is of archaeological interest and this development should be subject to prior assessment of the archaeological value, and arrangements for archaeological recording in the event the development proceeds. A requirement for suitable boundary treatment and planting would help integrate the development into the wider Broads landscape.

A management plan will be needed, setting out steps to manage the site so it can benefit biodiversity in the area, in recognition of its location at the edge of an urban area and a protected landscape. The extension to the cemetery also needs to be designed to avoid light pollution.

### **Policy PUBACL2: Acle Playing Field extension.**

**Policy Map 1:** <https://www.broads-authority.gov.uk/acle.pdf>

1. Land is allocated for an extension to the playing fields at Acle Recreation Centre. This development will be:
  - a) Subject to a prior archaeological assessment;
  - b) Integrated into the wider surroundings by a landscaping scheme including boundary hedge and tree planting; and
  - c) Coordinated with any adjacent proposed cemetery extension and neighbouring/nearby land uses in terms of design and boundary treatment.
2. Any floodlighting shall be designed to minimise light spillage into the wider Broads landscape and avoid adverse effects on neighbouring residents' amenity.

3. Any proposals that result in excavation of soil will need to consider the peat policy ([PUBDM12](#)) as part of the site is peat.

### **Constraints and features**

- Outside identified high flood risk areas (zone 1 by EA mapping and Broads SFRA 2017).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Archaeological interest in vicinity (contains and adjacent to cropmarks of enclosures and field systems).
- Partially on safeguarded minerals (sand and gravel) resource.
- Part of extension is on peat.

### **Reasoned Justification**

The area concerned is a piece of gently sloping land, currently part of an arable field adjacent to the existing playing fields. It is immediately adjacent to the land subject of Policy [PUBACL1](#) for a cemetery extension. Together they would form a reasonable extension to the existing urbanised extent of Acle, forming a new boundary line linking the extremity of the existing playing fields to the east with the approximate limit of housing development to the west.

The Recreation Centre is a well-used local resource. The Trust that runs it has identified a need for additional playing field capacity. Extending the existing playing fields makes practical sense and meets a social need in a location well related to the village and built surroundings. The proposed extension is around 0.44ha (1 acre), and would increase the existing playing fields area, which is largely outside the Broads area, by about 10% (they are currently around 4ha or 10 acres). The location also enables coordination and landscaping with the proposed cemetery extension adjacent. The scheme has the active support of Acle Parish Council. It is also supported in principle by Sport England and Broadland District Council.

### **Delivery and implementation of the policy**

The playing fields extension could be satisfactorily integrated into the Broads landscape in this location, and integrated with the proposed cemetery extension adjacent, by means of a landscaping scheme including boundary planting, and the policy provides for this.

The site is partly on a safeguarded mineral (sand and gravel) resource, but Norfolk County Council has no objection to the sports field use, provided that no permanent buildings are erected on the site. The potential need for additional ancillary facilities such as car parking and changing rooms has been considered by the Trust. It plans to provide these within its existing area and does not plan to erect buildings on the area subject to this policy.

Please note that this allocation received planning permission in 2014 and again in 2017. The policy is carried forward from the Local Plan for the Broads as the permission is yet to be built out and there is still an infrastructure deficit.

## 38 Brundall Riverside

It is important to be aware that the [Brundall Neighbourhood Plan](#) was ‘made’ in 2016 and is part of the Development Plan and the policies it contains may be of relevance to proposals for this area of Brundall.

### **Policy PUBBRU1: Riverside chalets and mooring plots**

**Policy Map 2A:** <https://www.broads-authority.gov.uk/brundall-riverside.pdf>

1. The area of riverside chalet and mooring plots will be managed to retain its contribution to the enjoyment and economy of the Broads, and to the river scene.
2. Further development will be limited by the area’s vulnerability to flooding and the retention of its semi-rural and holiday character.
3. Permission will not be granted for:
  - a) New permanent residential dwellings;
  - b) New holiday homes;
  - c) The use as permanent dwellings of buildings restricted to holiday or day use;
  - d) The use for holiday or permanent occupation of buildings constructed as day huts, boatsheds or temporary buildings; or
  - e) The stationing of caravans.
4. Extensions to existing buildings, and replacement buildings, will be permitted provided that:
  - a) The building and use proposed comply with policies for development in areas of [flood risk](#);
  - b) Proposals do not have adverse impacts on the river or nearby important wildlife habitats;
  - c) The design, scale, materials, and landscaping of the development:
    - i) Meet the requirements of the Broads Authority Design Guide/code SPD<sup>174</sup> (or successor document) and [PUBDM52](#);
    - ii) Contributes positively to the semi-rural and holiday character of the area;
    - iii) Pays appropriate regard to the amenity of nearby occupiers;
    - iv) Meet requirements of other policies in the Development Plan such as biodiversity enhancements, dark skies, climate change adaptation and resilience, flood risk resilience and energy and water efficiency;
    - v) Ensures that the extent of hard surfacing does not dominate the plot and where provided is permeable; and
    - vi) Provides additional landscape planting where practicable and having regard to navigation interests;
  - d) Care is to be taken to avoid over-development of plots, and in particular:
    - i) A significant proportion of the plot area (excluding mooring areas) should remain un-built;

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<sup>174</sup> Design Guide SPD link: [Supporting documents and evidence](#)

- ii) Buildings should not occupy the whole width of plots;
  - iii) Buildings should be kept well back from the river frontage; and
  - iv) Buildings should be of single storey of modest height. This may limit room heights where floor levels need to be raised to meet flood risk mitigation requirements.
5. Applications to vary existing occupancy conditions that allow less than 12 months holiday use to allow 12 months holiday use will be permitted as long as the building remains in holiday use only and is not used as the sole or main residence.

### **Constraints and features**

- Whole area at serious risk of flooding (zones 2 & 3 by EA mapping, zone indicative 3b by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- **Small part of the area is affected by surface water.**
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- Road access is via a railway level crossing, limited in width and alignment, and at risk of flooding.
- Area is just across river from Site of Special Scientific Interest (SSSI).
- Article 4 Direction (1954) removes all Permitted Development Rights.
- Adjacent to a main river. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned justification**

The chalets make an important contribution to the enjoyment of the Broads and to the local economy. However, the management of incremental development of the Riverside Estate area, including that covered by this policy, has been contentious and problematic since at least the 1950s.

Further development of the area is largely constrained by national flood risk policies, together with landscape and visual amenity considerations. The policy continues to support adaptation and updating of the existing chalets and retain its best features, while avoiding increases in flood risk.

### **Delivery and implementation of the policy**

Proposals will need to meet the requirements of policy [PUBDM28](#), as the Brundall riverside area generally has good dark skies. Furthermore, Policy [PUBDM50 Replacement Dwellings](#) will be of relevance and so too will flood risk policies.

The Environment Agency supports the intention to keep buildings back from the river frontage. While 'well back' is difficult to define and depends on local circumstances, in general, setting the building back by a third of a plot could be appropriate. Being hard up or too close to the water's

edge could enclose the river and be overbearing. Setting of buildings with an undeveloped area in front will also allow architectural interest of buildings to be appreciated.

**Policy PUBBRU2: Riverside Estate Boatyards, etc., including land adjacent to railway line**

**Policy Map 2A:** <https://www.broads-authority.gov.uk/brundall-riverside.pdf>

1. In this area, the development and retention of the boatyards and related uses will be supported and Broads Local Plan policies on general employment and boatyards in the economy section will apply.
2. Full regard will be given to the limitations of the road access, avoidance of potential water pollution, and the risk of flooding to the site.
3. All proposals are required to meet the requirements of the Broads Authority Design Guide/code SPD and [PUBDM52](#).
4. Proposals are **required to provide the following unless proven to be unfeasible encouraged** to:
  - a) Include provision for public moorings.
  - b) Include provision for appropriate public access to the river to allow the public to appreciate the area.
  - c) Include **suitable and safe access to the water for small craft and paddle craft (in the form of slipways and/or access for paddle craft)**.
5. The Authority encourages and supports master planning to guide development of larger boatyards in the area.
6. Proposals will need to meet requirements of other policies in the Development Plan such as biodiversity enhancements, dark skies, climate change adaptation and resilience, flood risk resilience and energy and water efficiency.
7. Retention of existing, and provision of new or replacement landscape planting, including trees and nectar-mixes, will be encouraged. The type and location of planting should have regard to limiting wind shadow on the river in the interests of sailing.

**Constraints and features**

- Whole area at serious risk of flooding (zones 2 & 3 by EA mapping and zone 2 and indicative 3b by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- Parts of site are affected by surface water.

- Road access is constrained, especially to the southeastern portion of the area.
- Area is close to SSSI, SAC, SPA, Ramsar site.
- Article 4 Direction (southern portion only) (1954) – removes all PD Rights.
- Adjacent to a main river. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

The boatyards and associated developments contribute to navigation and to the character, enjoyment, and traditional skills of the Broads. The policy seeks to encourage the retention and adaptation of the existing uses, providing scope for new development including diversification. This will help secure these important uses, while balancing these objectives with the flood risk and infrastructural limitations of the area.

### **Delivery and implementation of the policy**

The Environment Agency confirms that boatyard uses are compatible with the flood risk to the site. A small part of the area is outside the higher flood risk zones and potentially less constrained, and the application of national flood risk policy would steer any vulnerable uses to this part of the site. However, any development that relied on this lower risk for acceptability would need to be supported by a site-specific flood risk appraisal and consider the higher flood risk to the surroundings (see section on Dry Islands of the Flood Risk policies), including the road access. The Environment Agency also highlights the need to address the risks of water pollution for waterside sites in industrial/boatyard use.

A measure of appropriate planting within the constraints of the business use of the site will help soften the visual impact of the buildings and boats on the local landscape and strengthen the biodiversity of the Broads.

Norfolk County Council as Highways Authority has indicated that because of the access constraints (the road and level crossing) they would not support residential moorings at this site.

The policy **encourages** **seeks** greater public access to appreciate the river scene. It also seeks more public moorings and more slipways to access the water.

Larger operators are encouraged to undertake master planning to help plan future changes to sites.

Proposals will need to meet the requirements of policy [PUBDM28](#) as the Brundall Riverside area generally has good dark skies.

### **Policy PUBBRU3: Brundall Mooring Plots**

**Policy Map 2A:** <https://www.broads-authority.gov.uk/brundall-riverside.pdf>

1. The continued use of this area for mooring of boats and uses incidental to that activity will be supported, and the generally open character of the area retained.
2. The defined area will be kept generally free of buildings and above ground structures. Provision of unobtrusive moorings, steps, ramps, and small-scale storage lockers, for use incidental to the enjoyment of the moorings, will be permitted.
3. The provision and maintenance of additional shrub or tree planting will be encouraged, having regard to limiting wind shadow on the river in the interests of sailing.
4. The permanent or seasonal occupation of the land with vehicles, boats, etc., or the stationing of caravans, will not be permitted.
5. Particular attention will be given to any lighting proposals, in line with policy [PUBDM28](#).

### Constraints and features

- The area is at serious risk of flooding (zone 3 by EA mapping; wholly in zone indicative 3b by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- **Small part of the area is affected by surface water.**
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- Road access is constrained.
- Area is close to SSSI, SAC, SPA, Ramsar site.
- Article 4 direction covers Part 4 temporary buildings and uses and Part 5 Class C use of land by members of certain recreational organisations.
- Dark skies zone 2.
- Adjacent to a main river. Environment Agency should be consulted on any alteration of or discharge to the main river.

### Reasoned Justification

The management of incremental development of the Riverside Estate area, including that covered by this policy, has been an issue since at least the 1950s. This part of the riverside area remains largely open and free of buildings and structures. The policy seeks to retain this openness and balance with the more developed parts of the riverside, and the contribution this makes to the character of the wider area, while continuing the mooring uses that support the local economy and the enjoyment and navigation of the Broads.

### Delivery and implementation of the policy

Use of the area for moorings, and the presumption against permanent or seasonal occupation and the stationing of caravans, is supported by the Environment Agency on flood risk grounds.

Applicants are directed to the Authority's adopted Mooring Design Guidance<sup>175</sup>.

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<sup>175</sup> Mooring Design Guide which can be found here: [Broads planning guides \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/broads-planning-guides).



The area is in dark skies zone 2 and so policy [PUBDM28](#) is of relevance.

#### **Policy PUBBRU4: Brundall Marina**

**Policy Map 2A:** <https://www.broads-authority.gov.uk/brundall-riverside.pdf>

1. In this area:
  - a) The development and retention of marina, boatyard and related uses will be supported; and
  - b) Broads Local Plan policies on general employment and boatyards in the economy section will apply.
2. To retain the openness of the southern majority of the area (where vessels are moored), the development of buildings and large structures will be generally restricted to the northern portion of the site (where existing buildings are located), except where a specific locational need is demonstrated, and the scale and design of the proposal are compatible with this objective.
3. ~~The provision of an appropriate number of visitor moorings would be welcomed. Proposals are required to provide the following unless proven to be unfeasible encouraged to:~~
  - a) Include provision for public moorings.
  - b) Include provision for appropriate public access to the river to allow the public to appreciate the area.
  - c) Include suitable and safe access to the water for small craft and paddle craft (in the form of slipways and/or access for paddle craft).
4. In assessing development proposals, full regard will be given to:
  - a) The flood risk;
  - b) The limitations of the road access;
  - c) Management of risks of water pollution;
  - d) Light pollution and dark skies (see policy [PUBDM28](#));
  - e) Increasing the number of trees and other planting on the site (with due regard to avoiding creating wind obstruction near the riverside which might affect the sailing on the river); and
  - f) Providing permeable surfaces and controlled drainage.

#### **Constraints and features**

- The area is at serious risk of flooding (zones 1, 2 & 3 by EA mapping; almost wholly in zone indicative 3b by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Small part of the area is affected by surface water.
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- Road access is limited.
- Area is close to SSSI, SAC, SPA, Ramsar site.
- Potential archaeological interest.

- An Article 4 Direction removes all PD Rights in the area.
- Dark sky zone 2.
- Adjacent to a riparian watercourse and a main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

The marina is an important resource for enjoyment and navigation of the Broads and contributes to the local economy and the retention of marine skills in the area. The policy seeks to encourage its retention and future development, while protecting and enhancing the best qualities of the area, within the constraints of the flood risk to the area.

### **Delivery and implementation of the policy**

The Environment Agency confirms that the uses supported by the policy accord with national flood risk policy. The EA also highlights the need to address the risks of water pollution for waterside sites in industrial/boatyard use.

Norfolk County Council as Highways Authority has indicated that because of the access constraints (the road and level crossing) they would not support residential moorings at this site.

Proposals will need to meet the requirements of policy [PUBDM28](#) as the Brundall Riverside area generally has good dark skies.

### **Policy PUBBRU5: Land east of the White Heron Public House**

**Policy Map 2A:** <https://www.broads-authority.gov.uk/brundall-riverside.pdf>

1. This land will be kept generally free of built development to help conserve its trees and contribution to the visual amenity and biodiversity of the area, provide a wildlife corridor between the Natura 2000 site to the east and the river to the west, and reflect flood risk to the area and retain flood capacity.
2. It is recommended that a Flood Warning and Evacuation/Response Plan is developed and operated for the car park.

### **Constraints and features**

- Flood risk (site includes zones 1, 2, & indicative 3b by SFRA 2017 mapping; and zones 1, 2, & 3 by EA mapping).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- Parts of site are affected by surface water.
- Adjacent SAC, SPA, SSSI, Ramsar site.
- Archaeological interest (brick kiln).

- Tree Preservation Order.
- Part of the area covered by the policy is a car park.
- Near to railway station
- Several riparian watercourses within and adjacent to the site. Consent required from the IDB for any alteration or discharge to a riparian watercourse.

### **Reasoned Justification**

This policy continues the long-term protection of this valuable semi-natural green area, providing a backdrop to the Riverside area, separation from the housing and other development to the north of the railway line, and a link with the marshland to the east, which has multiple national and international environmental designations. The avoidance of built development of the area is supported by the Environment Agency on the grounds of flood risk.

### **Policy PUBBRU6: Brundall Gardens Marina Residential Moorings**

**Policy Map 2:** <https://www.broads-authority.gov.uk/brundall-gardens.pdf>

#### **Large Marina**

1. Proposals for up to a maximum of six residential moorings will be supported in the area marked on the policies map (subject to the criteria listed below).

#### **Smaller Marina**

2. Proposals for up to a maximum of two residential moorings will be supported in the area marked on the policies map (subject to the criteria listed below).

#### **For both sites**

3. It needs to be satisfactorily demonstrated that the proposals for residential moorings would not compromise existing business on the sites and that the proposals for residential moorings meet the criteria in the Broads Local Plan policies on general employment and boatyards.
4. Applicants will need to demonstrate access rights for continued use of the bridge over the railway and Laurel Drive and West End Avenue to the satisfaction of the Local Highways Authority.
5. Road access improvements in terms of visibility and access width would need to be a consideration to taking development forward.
6. It needs to be satisfactorily demonstrated that the proposal would meet the criteria in the Policy [PUBDM46](#) (New Residential Moorings) which will apply.
7. Quay heading and decking will need to be upgraded to a satisfactory and safe standard of a design in keeping with the local character, prior to use as residential moorings.
8. Proposals must ensure no adverse effects on trees, water quality and the conservation objectives and qualifying features of the nearby SAC, SPA, SSSI (site is within SSSI Impact Zone).

9. Cabinets and storage of any kind for those living on the boats, if required, will be kept to a minimum and sensitively designed and appropriately located.
10. The scheme must take particular care relating to lighting in line with [PUBDM28](#) (Light Pollution and Dark Skies).
11. An assessment is required of the foul sewerage network to demonstrate that capacity is available or can be made available in time to serve the development.
12. Conditions will be used to restrict the number, scale and size of boats using the residential moorings in order to protect navigation and control the visual appearance.
13. Project Level Habitats Regulation Assessments will be needed to assess implications on sensitive habitats sites. Measures to mitigate for the recreation effects of new growth will be required (through the GI RAMS tariff or equivalent mitigation), so too will measures to mitigate nutrient enrichment (nutrient neutrality).
14. A management plan for the site and a register of those who live on boats will be required and will be covered by a planning condition imposed on any planning permission granted.

### **Constraints and features**

- The area is just across the river from Site of Special Scientific Interest. Yare Broads and Marshes SSSI is a component SSSI of Broadland SPA and Ramsar site and The Broads SAC
- Brundall Gardens Railway Station next to the Marina.
- Area in flood zone 3 (EA) and indicative 3b (SFRA 2017).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- Area of good dark skies.
- The site is in the Norfolk RAMs area.
- The site is in scope in relation to Nutrient Enrichment.
- Adjacent to a riparian watercourse and a main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

The Authority would support up to six of the moorings at the large marina and two at the small marina being converted to residential moorings. The benefits of a regular income as well as passive security which residential moorings can bring are acknowledged. However, in accordance with Broads Local Plan Policies on general Employment and boatyards in the economy section, conversion of an entire business to residential moorings would not be supported. The site promoter has indicated that the residential moorings could be delivered immediately following adoption of the Local Plan – therefore a date of 2027 is presumed.

These sites have good access by foot to everyday services and facilities provided in Brundall (such as a supermarket, pharmacy, school, and post office). Bus stops and railway stations to wider destinations are also within walking distance of these areas.

### **Delivery and implementation of the policy**

Proposals will need to show that there are adequate facilities for water supply, electricity, and pump out for example.

The railway bridge, Laurel Drive and West End Avenue are not public highway. Applicants will need to demonstrate as part of any application that the users of the residential moorings are able to use the bridge and roads to access central Brundall.

The policy requires a management plan for the site as well as a register of those boats being lived on within the marina. These will be required through conditions on planning application(s). The management plan will help ensure the site as a whole is appropriately managed. This would normally cover things like noise, waste, delivery times etc. and would have contact details of who to contact if the management requirements of the site are not adhered to. A breach of this management plan would then be a breach of condition and could be enforced. The register of who lives on which boat will be maintained at all times.

The provision of residential moorings here could increase pressure for an increase in lighting; however, the impact of artificial light on local amenity, intrinsically dark landscapes, and nature conservation should be minimised as the Brundall area is an area of good dark skies – see policy [PUBDM28](#).

The scheme will need to mitigate recreation impacts, and this is most easily done through paying the GI RAMS tariff. The scheme will need to mitigate nutrient enrichment as well.

The quay heading and decking used to moor and access boats may need improvements and any application should address this.

The highway access to Postwick Lane, whilst altered in recent years, has restricted visibility due to an adjacent tree. Given the allocation proposed, there would be a material increase in traffic movements through the access, and this could give rise to conditions detrimental to highway safety. As part of any application/scheme, the concerns of the Highways Authority will need to be addressed.

In terms of the provision of storage and cabinets, these should be located and designed to fit in with the character of the boatyard. It may be the case that being next to the waterway for example, is not the appropriate location, but they may be better located nearer to the boatyard buildings. Any such provision will be kept to the minimum needed.

The Broads Authority has adopted a [residential moorings guide](#) (or successor document) which will be of relevance to this scheme.

HSE Safety in docks ACOP ([www.hse.gov.uk/pubns/books/l148.htm](http://www.hse.gov.uk/pubns/books/l148.htm)) is applicable to Marinas and will set out the minimum standards expected in relation to the safety provision.

## 39 Cantley

### Policy PUBCAN1: Cantley Sugar Factory

See map 3: <https://www.broads-authority.gov.uk/cantley.pdf>

1. This site is defined as an employment site for the purposes of Broads Local Plan Policies on general employment (see the [Economy section](#)).
2. Development on this site which secures and enhances the sugar works' contribution to the economy of the Broads and wider area will be supported where this also:
  - a) Protects and where appropriate enhances wildlife and habitats;
  - b) Meets the requirements of Biodiversity Net Gain, where appropriate;
  - c) Protects or enhances the amenity of nearby residents;
  - d) Does not negatively impact on the neighbouring pub (The Reedcutter which is covered in policy [PUBSSPUBS](#));
  - e) Avoids severe residual impacts on highway capacity or safety;
  - f) Improves the appearance of the site, particularly in views from the river and other receptors in the locality, through design, materials and landscaping and have regard to the setting of the nearby designated heritage assets;
  - g) Retains and does not impact the tree belt along the eastern edge of the track to the river (see policy [PUBDM19: Trees, woodlands, hedges, scrub and shrubs and development](#));
  - h) The lighting associated with a scheme is fully justified, and if needs to be put in place, designed in line with the dark skies/light pollution policy [PUBDM28](#). Opportunities to reduce the current impact of the lighting would be strongly encouraged and supported;
  - i) Uses the disposition, bulk and location of buildings and structures to avoid extending the built-up part of the site into the open areas around or more prominent in the skyline;
  - j) Can be demonstrated to be in conformity with local and national policy on flood risk;
  - k) Protects and where possible enhances public access to the staithe and slipway;
  - l) Results in minimal additional carbon dioxide emissions and uses best available technology to reach highest technically achievable reduction of emissions;
  - m) Enables appropriate adaptation and resilience to climate change;
  - n) Uses water efficiently, with potential for water re-use;
  - o) Takes into account and accommodates Anglian Water's assets (water main);
  - p) Appropriately manages any risk of water pollution; and
  - q) As appropriate, enables the use of zero emission technology for vehicles supplying the site.
3. Proposals may be required to undertake a project level Habitats Regulation Assessment, as appropriate.
4. Renewed use of the railway or river for freight associated with the plant would be particularly encouraged.

5. Employment uses other than that associated with the sugar works will be supported only where they do not prejudice the future of that use (and associated waste operations) and also meet the above criteria.

### **Constraints and features**

- A prominent riverside location.
- Flood risk (zones 1, 2 & 3 by EA mapping; zones 1, 2 & indicative 3b by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Parts of site are affected by surface water.
- Mapping shows a very small part could be affected on a dry day if North Lake Cantley floods (reservoir flooding).
- Site is close to SPA, SAC, SSSI and Ramsar designated areas.
- Public footpaths cross the site.
- Tree belt along the eastern edge of the track to the river.
- Cantley Staithe.
- Near to Reedcutter Pub.
- The policy area is within the consultation zone of a waste operation associated with the sugar works.
- Nearby designated heritage assets, specifically the Langley Conservation Area, and the two Grade II\* Churches of St Botolph at Limpenhoe and St Margaret at Cantley, and the grade II listed Hardley Mill.
- The discovery of artefacts and the sites of two drainage mills within the area of the sugar factory, plus the recovery of Iron Age to medieval objects in the wider area, suggests some areas of the sugar factory have potential to contain undisturbed archaeological remains.
- A heavy water user and a significant carbon dioxide emitter, although this is recognised by British Sugar.
- A water main is within the site area.
- Cantley Water Recycling Centre has limited capacity.
- Several riparian watercourses within and adjacent to the site. Also adjacent to a main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

The Cantley sugar works is a major contributor to the local economy and supports jobs and agriculture (beet production) over a wide area. Around 120 people are employed on the site, but many more are employed seasonally and in the sugar beet supply chain.

The policy continues the long-standing approach of supporting the continuation and upgrading of the works, while encouraging this to happen in a way that minimises adverse impacts and makes the most of opportunities for improving the local environment and amenities.



### **Delivery and implementation of the policy**

The works are a major emitter of carbon dioxide within the Broads, and the heavy road freight associated with the works has negative impacts on residents' amenity, and on highway safety and capacity. The policy recognises that Cantley is a significant emitter of carbon dioxide in the area and seeks betterment and that schemes should be designed with minimal carbon dioxide emissions in mind.

Cantley Sugar factory receives substantial amounts of raw material from local farms, requiring substantial amounts of HGV movements. These will be required by law to move to zero-emission vehicles, potentially Battery Electric or Hydrogen powered. As these vehicles may have shorter range than existing diesel vehicles, new refuelling equipment may be needed at the site.

There is potential to use the water for moving goods to and from the site. This would reduce the impact on road travel and as such, the Authority encourages suitable and appropriate use of the river for freight. Although there is no immediate prospect of this being achieved, it remains an aspiration should circumstance permit.

Habitats Regulations Assessment identified that any development on the site should be subject to assessment under the Habitats Regulations at the planning application stage. This is secured through the Habitats Regulations and Local Plan policy [PUBDM15](#). The policy also seeks biodiversity enhancements on site and the Biodiversity Enhancements Guide<sup>176</sup> (or successor document) should be used to inform schemes.

The [BREEAM policy \(PUBDM55\)](#) may be of relevance, depending on the scale of proposals.

The risk of water pollution needs to be mitigated where new development is undertaken, and on an ongoing basis to ensure the water environment is protected. The Environment Agency highlights the need to address the risks of water pollution for waterside sites in industrial use.

Parts of the site are vulnerable to flood risk (and have experienced flooding), but the precise extent of different levels of risk in the immediate area could not be ascertained by the Broads' SFRA. A site-specific flood risk assessment will be needed to demonstrate the level of the risk associated with any future proposed development.

The Authority acknowledges the work undertaken to reduce light pollution, which gained an award in 2010 for sky friendly night-time exterior lighting and restricting light above the horizontal. The requirement to address light pollution remains in the policy to reflect the good

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<sup>176</sup> Found here: [Broads planning guides \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/broads-planning-guides)

dark skies in the area, particularly when further away from the works. The Authority would like to see further reduction in light pollution to improve the dark skies of the area as a whole.

The policy requires improvements in the water efficiency of the site. This is an area that British Sugar have made improvements and seek to do more<sup>177</sup>.

Where the policy seeks to address water usage, carbon dioxide emissions and lighting, it is important to note that this does not have to be restricted to the industrial processes; provision for staff such as staff rooms, restrooms etc could be an area that could be improved.

Part of the site covered by this policy is near to the Reedcutter Pub and any proposal must ensure it does not negatively impact that pub.

In terms of airborne pollutants, the Government's Interim Guidance on PM2.5 (or successor document) could be of relevance.

**During the Preferred Options consultation, we proposed the idea of extending the area to which the policy applies. We have assessed the comments received and consider that it is appropriate to extend the area as per the proposal in the Preferred Options document. This is reflected in the Publication policies maps.**

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<sup>177</sup> [Improving Processes to Save Water at British Sugar | Case study](#)

## 40 Chedgrave

### Policy PUBCHE1: Greenway Marine residential moorings

Policy Map 4: <https://www.broads-authority.gov.uk/chedgrave.pdf>

1. Proposals for up to a maximum of five residential moorings will be supported in the area marked on the policies map subject to the following criteria:
  - a) It needs to be satisfactorily demonstrated that the proposals for residential moorings would not compromise existing business on the site and that the proposals for residential moorings meet the criteria in the Broads Local Plan policies on general employment and boatyards;
  - b) A satisfactory solution will be required to address the Highways Authority concerns regarding visibility at the junction of the access road to Greenway Marine (and other properties) with Bridge Street;
  - c) The residential boats moored here must not encroach further into the river than existing boats;
  - d) Detail regarding sewerage disposal would be needed as part of a planning application.
  - e) It needs to be satisfactorily demonstrated that the proposal would meet the criteria in the Policy [PUBDM46](#) (New Residential Moorings);
  - f) Proposals must ensure no adverse effects on water quality and the conservation objectives and qualifying features of the nearby SSSI and habitats site;
  - g) Cabinets and storage of any kind for those living on the boats, if required, will be kept to a minimum and sensitively designed and appropriately located;
  - h) The scheme must take particular care relating to lighting in line with [PUBDM28](#) (Light Pollution and Dark Skies); and
  - i) An assessment of the foul sewerage network is required to demonstrate that capacity is available or can be made available in time to serve the development.
2. Conditions will be used to restrict the number, scale and size of boats using the residential moorings to protect navigation and control the visual appearance.
3. Project Level Habitats Regulation Assessments will be needed to assess implications on sensitive habitats sites. Measures to mitigate for the recreation effects of new growth will be required (through the GI RAMS tariff or equivalent mitigation).
4. A management plan for the site and a register of those who live on boats will be required and will be covered by a planning condition imposed on any planning permission granted.

### Constraints and features

- Near Hardley Flood SSSI part of the Broadland SPA.
- Flood Zone 3 (EA Mapping) and indicative 3b (SFRA 2017).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Parts of site are affected by surface water.

- Affected on a wet day if Reeders Reservoir floods according to mapping.
- Loddon and Chedgrave Conservation Area is across the river.
- Generally, the approach to the boatyards in this area is quite busy with occupied moorings.
- Electricity, water and pump out facilities available on site although uses a septic tank.
- Many services and facilities walking distance from site.
- Visibility concerns at junction with Bridge Street.
- Area of good dark skies
- The site is in the Norfolk RAMs area.
- The site is NOT in scope in relation to Nutrient Enrichment.
- On the main river. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

Whilst the entire length of moorings at Greenway Marine is allocated for residential moorings, the Authority would only support up to five of the moorings at the Greenway Marine Boatyard being converted to residential moorings in line with policy [PUBDM46](#). The benefits of a regular income as well as passive security that residential moorings can bring are acknowledged. However, in accordance with other Local Plan policies, the conversion of an entire business to residential moorings would not be supported.

The Greenway Marine Boatyard has good access by foot to everyday services and facilities provided in Loddon and Chedgrave (such as a supermarket, pharmacy, school, and post office). Bus stops to wider destinations are also within walking distance from these areas.

### **Delivery and implementation of the policy**

Proposals will need to show that there are adequate facilities for water supply, electricity, and pump out for example.

To make sure the residential boats moored here do not impact navigation and as the moorings are stern on, there could be a length restriction on boats here as part of any application.

Proposals must also take into consideration the SSSI and Conservation Area near to this Boatyard.

The quay heading used to moor and access boats may need improvements and any application should address this.

The Authority is aware of plans to improve the toilet and include a shower available to residential moorings users. We would expect this to be completed prior to any occupation of the moorings for residential purposes. It is also noted that the site uses a septic tank and policy [PUBDM5](#) may be of relevance.

The Highways Authority has raised concerns regarding the visibility available to vehicles exiting the track from Greenway Marine (and the other properties along this track) at the junction to Bridge Street, and this will need to satisfactorily be addressed.

The policy requires a management plan for the site as well as a register of those boats being lived on within the marina. These will be required through conditions on planning application(s). The management plan will help ensure the site as a whole is appropriately managed. This would normally cover things like noise, waste, delivery times etc. and would have contact details of who to contact if the management requirements of the site are not adhered to. A breach of this management plan would then be a breach of condition and could be enforced. The register of who lives on which boat will be maintained at all times.

The provision of residential moorings here could increase pressure for an increase in lighting; however, the impact of artificial light on local amenity, intrinsically dark landscapes, and nature conservation should be minimised as the Chedgrave area is an area of good dark skies – see policy [PUBDM28](#).

The scheme will need to mitigate recreation impacts, and this is most easily done through paying the GI RAMS tariff.

In terms of Nutrient Neutrality, the Broads Authority consider that the site itself is outside of the Broads SAC catchment and this scheme's foul water would drain to a Water Recycling Centre that is not within the Broads SAC catchment and so does not need to mitigate for Phosphate or Nitrates.

In terms of the provision of storage and cabinets, these should be located and designed to fit in with the character of the boatyard. It may be the case that being next to the waterway for example, is not the appropriate location, but they may be better located nearer to the boatyard buildings. Any such provision will be kept to the minimum needed.

The Broads Authority has adopted a [residential moorings guide](#) (or successor document) which will be of relevance to this scheme.

HSE Safety in docks ACOP ([www.hse.gov.uk/pubns/books/l148.htm](http://www.hse.gov.uk/pubns/books/l148.htm)) is applicable to marinas and will set out the minimum standards expected in relation to the safety provision.

It is anticipated that the moorings could be delivered soon after adoption of the Local Plan. It is anticipated that the moorings will be in place after 2025, by 2030.

## 41 Dilham

### Policy PUBDIL1: Dilham Marina (Tyler's Cut Moorings)

Policy Map 5: <https://www.broads-authority.gov.uk/dilham.pdf>

1. The continued use of this area for mooring of boats and uses incidental to that activity will be supported, and the semi-natural quality of the area retained.
2. The defined area will be kept generally free of buildings and above ground structures.
3. Provision of unobtrusive moorings, steps, ramps, and small-scale storage lockers, for use incidental to the enjoyment of the moorings, may be permitted, subject to design and location.
4. Residential moorings will not be permitted, as per locational criteria set out in the residential moorings policy [PUBDM46](#).
5. The dark skies of the area will be protected in line with policy [PUBDM28](#).
6. A predominantly green and semi-natural appearance of the area will be retained. The management and renewal of trees and other planting will be supported in a way which gives due regard to navigation and facilitates security and the enjoyment of the moorings, while also supporting wildlife and enhancing the landscape and visual amenity of the area.
7. The permanent or seasonal occupation of the land, vehicles, boats, etc., or the long-term stationing of caravans, will not be permitted.
8. Any proposals shall have no adverse impacts on any designated sites downstream.

### Constraints and features

- Flood risk (site partly in zone 2, and indicative 3b by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – 50% - 75%
- Parts of site are affected by surface water.
- The area is close upstream from SSSI, SAC, SPA, and Ramsar site.
- Dark sky zone 2.
- Priority habitat – deciduous woodland.
- On the main river. Environment Agency should be consulted on any alteration of or discharge to the main river. Also adjacent to a riparian watercourse. Consent required from the IDB for any alteration of or discharge to a riparian watercourse.

### Reasoned Justification

This policy is intended to retain the existing positive qualities and facilities of the area and harmonise its policy treatment with similar mooring areas across the Broads. While it provides valuable mooring facilities, there is a perceived need to control ancillary development, and this is best achieved by applying a similar policy to those for other mooring areas in the Broads, but with specific reference to the importance of the semi-natural quality of this area. The site is at risk of flooding, but the Environment Agency supports both the current use and restriction on permanent and seasonal occupation. Applicants are directed to the Authority's adopted Mooring Design Guidance<sup>178</sup>.

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<sup>178</sup> Which can be found here: [Broads planning guides \(broads-authority.gov.uk\)](https://www.broads-authority.gov.uk/broads-planning-guides)

## 42 Ditchingham Dam

### **Policy PUBDIT1: Maltings Meadow Sports Ground, Ditchingham**

**Policy Map 6:** <https://www.broads-authority.gov.uk/ditchingham.pdf>

1. The continued use of the area for sports facilities will be supported.
2. Any proposal to improve existing and provide new facilities will be supported if:
  - a) It retains the general character of openness of the area;
  - b) It avoids unacceptable impacts on neighbouring occupiers;
  - c) Particular care is taken to consider the landscape impacts of fencing, lighting columns and other structures;
  - d) It is of a high standard of design, materials and landscaping;
  - e) Steps are taken to reduce existing light pollution;
  - f) New lighting installations are fully justified and designed so they do not contribute to light pollution;
  - g) It manages flood risk on the site and does not increase flood risk elsewhere. A site-specific flood risk assessment and sequential test may be required, depending on the proposal and location of the proposal. Built development should be located to reflect flood risk on site. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application;
  - h) Appropriate steps are taken to promote walking, wheeling and cycling to the sites (see later about travel plan); and
  - i) Any proposals for additional car parking are thoroughly justified. These will be considered in light of how the proposed scheme meets criterion h on walking, wheeling and cycling.
3. Any development permitted here would be subject to a condition requiring the production and implementation of a robust travel plan for the entire site.
4. Any 'assembly and leisure' uses which are otherwise acceptable under this policy will be restricted to those parts of the site demonstrated to have a lower than 1-in-20-year return flood risk.
5. The site lies on a safeguarded mineral resource (sand and gravel) and any development proposals will need to address this (see Norfolk County Council's Core Strategy Policy CS16 - Safeguarding mineral and waste sites and mineral resources or successor policy/document).

### **Constraints and features**

- Risk of flooding (almost wholly zone 3 by EA mapping; zones 1, 2, 3a & modelled 3b by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – more than 25% and more than 75%

- **Small area of surface water flood risk.**

- Minerals (sand and gravel) safeguarding area.
- Contains cropmarks of enclosures and a field system. Prehistoric, Roman, medieval and post objects have been recovered from or immediately adjacent to the site. A Roman settlement is known to have existed less than 500m away to the southwest.
- No adjacent watercourses but near to riparian watercourses to the southeast. Consent required from the IDB for any alteration of or discharge to a riparian watercourse.

### **Reasoned Justification**

The site provides valuable sports and recreation facilities for a wider area. The policy is intended to support the continuation of this, while ensuring the interests of the landscape, neighbour amenity, and flood risk are appropriately addressed.

This policy is intended to provide clarity and consistency in the approach to future development of the area, and in particular to stress the importance of the landscape sensitivity of this area of floodplain and grazing marshes, and potential impacts on neighbours' amenity.

The Authority is aware of the management committee's aspirations to improve the layout of the venue and provide further sport and recreation facilities, both indoors and outdoors. This policy generally supports appropriate improvements to the facility that would benefit the health and wellbeing of the community, as well as appropriate amendments to enable greater and improved social use of the site.

### **Delivery and implementation of the policy**

On the issue of transport and access to the venue, the requirement of the policy for a robust, deliverable travel plan will assist the venue to accommodate demand for parking, especially at peak times. Further, the policy requires improvements for walking, wheeling and cycling. The aim is to seek modal shift away from single occupancy car use, reducing the demand for car parking spaces. The travel plan needs to address the use of the entire site.

The Bungay and Ditchingham area is one of the darkest areas of the Broads. As part of any proposals, there may be opportunities to address current external lighting. New lighting proposals will need to be in line with Policy [PUBDM28](#) on light pollution.

Restrictions on the location of any 'assembly and leisure' uses are made on the advice of the Environment Agency and in furtherance of national policy on flood risk. This recognises that these uses are not appropriate in those parts of the site at a higher degree of risk where outdoor sports and recreation, and essential facilities such as changing rooms, may be located.

**Policy PUBDIT2: Ditchingham Maltings Open Space, Habitat Area and Alma Beck**

**Policy Map 6:** <https://www.broads-authority.gov.uk/ditchingham.pdf>



1. The areas defined on the policies maps (including Alma Beck) shall be protected as open space and habitat area.
2. The area allocated as open space will be kept open because of its contribution to amenity, townscape, and recreation, as well as providing an important pedestrian link from Ditchingham Dam through the site to the crossing of the A143 into Ditchingham.
3. The habitat area will be conserved and enhanced for its contribution to the landscape, its wildlife and its openness.

### **Constraints and features**

- New development nearby (Ditchingham Maltings).
- According to SFRA, susceptible to groundwater flooding – more than 25% and more than 75%.
- Mapping shows eastern extent of the open space affected if Ditchingham Lake floods on a wet day (reservoir flooding).
- **Small area of surface water flood risk.**
- Path runs through open space.
- Alma Beck is an IDB drain.
- Habitat area and open space on site.
- Beck and surrounding area classed as mostly 2 and some 3a and modelled 3b flood zones – SFRA 2017.
- IDB Maintained watercourse within the site boundary (DRN275G0202 – Alma Beck). No works within 7m of this watercourse without prior consent from the IDB. Consent required from the IDB for any alteration of or discharge to the watercourse.

### **Reasoned justification**

The habitat and open space areas were provided as part of the Ditchingham Maltings major development, completed in 2016. Both areas contribute to the character of the area, with the open space providing informal recreation space for residents and visitors. The open space is also an important pedestrian link through the site, linking Ditchingham Dam to Ditchingham and its services and facilities.

The habitat area benefits wildlife on the site by retaining, enhancing, and creating habitats and maintaining favourable conservation status of bat species. Much of this habitat area falls outside of the Broads Authority Executive Area, and South Norfolk District Council has been contacted about allocating the remaining habitat areas in their future Local Plan.

Alma Beck forms part of the open space and habitat area allocation because of its contribution to the amenity, recreation, and biodiversity value of the area. It is an Internal Drainage Board drain, maintained for its drainage function and enhanced for its importance to wildlife.

## 43 Fleggburgh

It is important to be aware that the [Fleggburgh Neighbourhood Plan](#) was 'made' in 2022 and is part of the Development Plan and the policies it contains may be of relevance to proposals for this area of Fleggburgh.

### **Policy PUBFLE1: Broadland Sports Club**

**Policy map 7:** <https://www.broads-authority.gov.uk/fleggburgh.pdf>

1. The continued use of the area for sports facilities will be supported.
2. Any proposal to improve and provide new facilities will be supported if:
  - i) It is of high standards of design, materials and landscaping;
  - ii) Steps are taken to reduce existing light pollution;
  - iii) New lighting installations are fully justified and designed so they do not contribute to light pollution;
  - iv) It manages flood risk on the site and does not increase flood risk elsewhere. A site-specific flood risk assessment and sequential test may be required, depending on the proposal and location of the proposal. Built development should be located to reflect flood risk on site. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application;
  - v) It avoids adversely impacting designated nature sites;
  - vi) Access to the site by walking (and potentially wheeling) and cycling is improved and promoted; and
  - vii) Any proposals for additional car parking are thoroughly justified. These will be considered in light of how the proposed scheme meets criterion vi on walking and cycling.
3. Any development permitted here would be subject to a condition requiring the production and implementation of a robust travel plan for the entire site.

### **Constraints and features**

- Part in flood zone 2 and 3 (EA mapping), 2 and indicative 3b (SFRA 2017)
- Adjacent to the Trinity Broads SSSI and the Broads SAC
- Contains cropmarks of a ditch and bank.
- Adjacent to a riparian watercourse. Consent required from the Board for any alteration of or discharge to a riparian watercourse.

### **Reasoned Justification**

The Authority supports the continued use of the Sports Club to reflect the benefits it provides to health and wellbeing of the community. The Authority is aware of Club's aspirations to improve the venue and raise the standard of its facilities to be a regionally important area for racquet sports, and to improve the swimming pool provision and storage to expand the exercise offer.

**Delivery and implementation of the policy**

The venue is subject to some constraints such as flood risk and proximity to a Site of Special Scientific Interest. Broadland Sports Club is also remote from significant areas of population and attracts people from as far away as Winterton on Sea. These will be important considerations for future proposals.

On the issue of transport and access to the venue, the requirement of the policy for a robust, deliverable travel plan will assist the venue in accommodating demand for parking, especially at peak times. Further, the policy requires improvements for walking and cycling. The aim is to shift away from single occupancy car use, reducing the demand for car parking spaces. Such a travel plan needs to address the usage of the entire site.

The Trinity Broad area is one of the darkest areas of the Broad. As part of any proposals there may be opportunities to address current external lighting. New lighting proposals will need to be in line with Policy [PUBDM28](#) on light pollution.

## 44 Gillingham

### Policy PUBGIL1 Gillingham residential moorings (H. E. Hipperson's Boatyard)

Policy map 8: <https://www.broads-authority.gov.uk/gillingham.pdf>

1. Proposals for up to a maximum of five residential moorings will be supported in the area marked on the policies map subject to the following criteria:
  - a) Subject to it being satisfactorily demonstrated that the proposal would not compromise existing business on the site and meet the criteria in the Broads Local Plan policies on General Employment and Boatyards.
  - b) It needs to be satisfactorily demonstrated that the proposal would meet the criteria in the Policy [PUBDM46](#) (New Residential Moorings).
  - c) Proposals must ensure no adverse effects on water quality and the conservation objectives and qualifying features of the nearby SSSI (site is within SSSI Impact Zone).
  - d) Development should preserve or where opportunities arise enhance the character or appearance of the Conservation Area and its setting.
  - e) Cabinets and storage of any kind for those living on the boats, if required, will be kept to a minimum and sensitively designed and appropriately located.
  - f) The scheme must take particular care relating to lighting in line with [PUBDM28](#) (Light Pollution and Dark Skies).
  - g) An assessment of the foul sewerage network is required to demonstrate that capacity is available or can be made available in time to serve the development.
2. Conditions will be used to restrict the number, scale and size of boats using the residential moorings to protect navigation and control the visual appearance.
3. Project Level Habitats Regulation Assessments will be needed to assess implications on sensitive habitats sites. Measures to mitigate for the recreation effects of new growth will be required (through the GI RAMS tariff or equivalent mitigation).
4. A management plan for the site and a register of those who live on boats will be required and will be covered by a planning condition imposed on any planning permission granted.

### Constraints and features

- In a SSSI Impact Zone.
- Flood Zone 3 (EA Mapping) and indicative 3b (SFRA 2018).
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Mapping shows eastern extent of the open space affected if Ditchingham Lake floods on a wet day (reservoir flooding).
- Beccles Conservation Area is across the river.
- Area of good dark skies.

- The site is in the Norfolk RAMs area.
- The site is NOT in scope in relation to Nutrient Enrichment.
- On the main river. Environment Agency should be consulted on any alteration of or discharge to the main river. Also adjacent to a riparian watercourse. Consent required from the IDB for any alteration of or discharge to a riparian watercourse.

### **Reasoned Justification**

The Authority would support around five of the moorings at the H.E. Hipperson's Boatyard being converted to residential moorings. The benefits of a regular income, as well as passive security that residential moorings can bring, are acknowledged. However, in accordance with other Local Plan policies, the conversion of an entire business to residential moorings would not be supported. The H.E. Hipperson's Boatyard has good access by foot to everyday services and facilities in Beccles (such as a supermarket, pharmacy, school, and post office). Bus stops to wider destinations are also within walking distance from these areas.

### **Delivery and implementation of the policy**

Proposals will also need to show that there are adequate facilities for water supply, electricity and pump out.

Proposals must take into consideration the SSSI and Conservation Area near to this boatyard.

The policy requires a management plan for the site as well as a register of those boats being lived on within the marina. These will be required through conditions on planning application(s). The management plan will help ensure the site as a whole is appropriately managed. This would normally cover things like noise, waste, delivery times etc. and would have contact details of who to contact if the management requirements of the site are not adhered to. A breach of this management plan would then be a breach of condition and could be enforced. The register of who lives on which boat will be maintained at all times.

The provision of residential moorings here could increase pressure for an increase in lighting; however, the impact of artificial light on local amenity, intrinsically dark landscapes, and nature conservation should be minimised as this area is an area of good dark skies – see [policy PUBDM28](#).

The scheme will need to mitigate recreation impacts, and this is most easily done through paying the GI RAMS tariff.

In terms of Nutrient Neutrality, the Broads Authority consider that the sites itself is outside of the Broads SAC catchment and this scheme's foul water would drain to a Water Recycling Centre that is not within the Broads SAC catchment and so does not need to mitigate for Phosphate or Nitrates.

It is anticipated that the moorings will be in place after 2025, by 2030.

In terms of the provision of storage and cabinets, these should be located and designed to fit in with the character of the boatyard. It may be the case that being next to the waterway for example, is not the appropriate location, but they may be better located nearer to the boatyard buildings. Any such provision will be kept to the minimum needed.

The Broads Authority has adopted a [residential moorings guide](#) (or successor document) which will be of relevance to this scheme.

HSE Safety in docks ACOP ([www.hse.gov.uk/pubns/books/l148.htm](http://www.hse.gov.uk/pubns/books/l148.htm)) is applicable to Marinas and will set out the minimum standards expected in relation to the safety provision.

## 45 Great Yarmouth

### Policy PUBGTY1: Marina Quays (Port of Yarmouth Marina)

Policy Map 9: <https://www.broads-authority.gov.uk/great-yarmouth.pdf>

1. The use of this site for river and other leisure users, or appropriate redevelopment, will be encouraged where this is compatible with the flood risk to the site (and proposals may need to be accompanied by a site-specific flood risk assessment and a sequential test may need to be applied at the application stage as the final land use is not specified in the policy).
2. Careful consideration will be given to the design, scale and layout of any redevelopment, including any associated lighting (in line with policy [PUBDM28](#)), its potential additional impacts on nearby residents and setting of the Halvergate Marshes Conservation Area, and its role as a landscape buffer between the Bure Park and more urban areas.
3. Any boatyard/marina uses will need to address risks to the natural environment, including disturbance and water pollution in relation to habitats sites.
4. An archaeological assessment may be required as part of any application.
5. Depending on the details of the scheme, it may need to provide biodiversity net gain (in line with policy [PUBDM16](#)) and mitigate recreation impacts ([PUBDM17](#)) (through the GI RAMS tariff or equivalent mitigation).
6. Proposals for electric hook up points for moored boats will only be supported if any associated lighting is kept to a minimum.

### Constraints and features

- River frontage with riverside footpath passing through.
- Current access to the mooring frontage does not meet modern Health and Safety requirements.
- Adjacent to Bure Park.
- Petrol station and main road (Caister Road) adjacent.
- Flood risk zone 3 by EA mapping and indicative 3b by SFRA 2017 mapping.
- Parts of site is affected by surface water.
- Site affected by tidal climate change allowance.
- Some areas of the river are not the required depth for safe mooring and dredging is likely to be required. Dredging immediately in front of the Quay heading would be the responsibility of the landowner or operator. Discussions with the Broads Authority, to obtain a works licence, would be required.
- River in this area is tidal and water flow can be quite fast.
- Halvergate Marshes Conservation Area over the river.
- Adjacent to the extended Outer Thames Estuary SPA.
- Close to several World War Two sites, including the site of an anti-aircraft battery. Potential for archaeological remains associated with these sites and the use of the adjacent River Bure.

### **Reasoned Justification**

The marina, public house and public toilets on this site have been demolished and the site cleared. The policy wording supports redevelopments which will bring the area back into use, while addressing the need to ensure appropriate regard is given to neighbouring uses and occupiers.

This site has planning permission for development as follows, which has commenced:

- BA/2018/0312/FUL | Full application for the erection of 8 residential dwellings, 1 mooring for Broads Authority use, 12 residential moorings, moorings allocated to dwellings, visitor moorings, the refurbishment of the marina building and associated car parking and landscaping on land.
- BA/2020/0053/FUL | Demolition of former marina building & erection of 2 residential dwellings with parking & residential moorings.

The allocation for the site continues as the development has not yet been completed, although the schemes have commenced. At the end of March 2025, three units had been completed.

### **Delivery and implementation of the policy**

Any development would be subject to the Natural Environment policy [PUBDM15](#) and required to demonstrate no likely adverse impact on the integrity of the habitats sites, including Breydon Water (which is designated as both an SPA and Ramsar). Indeed, given the edge of settlement location, lighting will be an important consideration.

The Environment Agency advises that more recent evidence indicates the flood risk to the area is greater than that suggested by the Broads Strategic Flood Assessment. While this may limit the potential for other development, the continued use for boating and for outdoor leisure is likely to be compatible with flood risk policies. The EA also draws attention to this site in relation to the potential for water pollution from boatyard or industrial uses in waterside sites.

The policy highlights the need for the scheme to ensure Biodiversity Net Gain in line with policy [PUBDM16](#). The scheme will also need to mitigate recreation impacts, and this is most easily done through paying the GI RAMS tariff.

In terms of Nutrient Neutrality, the Broads Authority consider that the sites itself is outside of the Broads SAC catchment and this scheme's foul water would drain to a Water Recycling Centre that is not within the Broads SAC catchment and so does not need to mitigate for Phosphate or Nitrates.



## 46 Horning

### Policy PUBHOR1: Horning Car Parking

**Policy Map 10** <https://www.broads-authority.gov.uk/horning.pdf>

1. This area will be retained in use for car parking.
2. Environmental improvements and landscaping will be encouraged to improve the site's contribution to the character or appearance of the Conservation Area and to visual amenity.
3. Schemes will need to include appropriately located and well-designed cycle parking and electric vehicle charging points (of a suitable charging speed to reflect the demand in the area).
4. Any proposals for lighting (including associated with any ev charging points) will be determined and considered in line with policy [PUBDM28](#) on light pollution and dark skies.
5. Schemes will also need to address surface water (see policy [PUBDM9](#)).
6. The Authority would expect an appropriate provision of disabled parking spaces.
7. It is recommended that a Flood Warning and Evacuation/Response Plan is developed and operated.

### Constraints and features

- Within Horning Conservation Area.
- Not far (across river) from SSSI.
- Flood risk zones 1, 2 & 3 by EA mapping and small part 2 and 3a by SFRA 2017.
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Parts of site are affected by surface water.
- Knackers Wood Water Recycling Centre.
- Surface water concerns (linked to Knackers Wood Water Recycling Centre).
- Dark skies zone 2.
- No watercourses immediately adjacent. Consent would be required if a surface water discharge is implemented to a riparian watercourse.

### Reasoned Justification

Horning is a popular location for its views, boating and boat trips, shops, pubs and more. Most visitors and residents arrive by car, and the car parks in the village are important to its economy and to the value of the area for enjoyment of the Broads. The existing pay and display car/coach park intrudes somewhat into the village scene close to the riverside, but it would be difficult to find a satisfactory alternative of similar capacity, given the layout and sensitivity of the locality.

There is a second important parking area near the staithe. This is also protected in this car parking policy.

### **Delivery and implementation of the policy**

Proposals will need to meet the requirements of policy [PUBDM28](#) as the Horning area generally has good dark skies.

The Authority expects proposals to include an appropriate number of disabled parking spaces. The policy does not set a standard or threshold for this requirement; it will be for the applicant to consider and justify their approach. The design of the disabled spaces will need to follow best practice.

In terms of addressing any concerns relating to Crime, [ParkMark](#) may be of relevance.

### **Policy PUBHOR2: Horning Open Space (public and private)**

**Policy Map 10** <https://www.broads-authority.gov.uk/horning.pdf>

1. The areas of public open space are conserved for their contribution to the character and landscape of Horning, and for the amenity of residents and visitors.
2. The area marked on the policies map outside the Swan Inn will be retained as private open space for its contributions to the character and appearance of the village.

### **Constraints and features**

- Within Horning Conservation Area.
- Just across river from SSSI.
- Flood risk zones 1, 2 & 3 by EA mapping, most 2 and 3a with some modelled 3b by SFRA 2017 mapping.
- According to SFRA, susceptible to groundwater flooding – less than 25%
- Parts of site are affected by surface water.
- Dark skies zone 2.
- On the main river. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

This policy covers four areas of open space, as shown on the policies map. These are:

- 1) adjacent to the public car park on Lower Street
- 2) opposite the entrance to Mill Loke
- 3) between the Swan Inn and River Bure
- 4) triangle of land next to space number 3 and near to space 2.

In terms of the open spaces adjacent to the public car park on Lower Street and the area opposite the entrance to Mill Loke, these are well-used and appreciated open spaces, contributing to the amenity of residents and visitors, to the setting of nearby historic buildings, and to the wider landscape of the area. Although many other spaces around Horning contribute

in various ways to the appearance and amenity of the area, these are perhaps the most characteristic and important to its sense of place and role as a focus for visitors.

At the time of writing, the area marked as 'private open space' is a pub garden. As such, this is not a public open space as access onto this private land is only for paying customers of the pub. This landscaped open space adds to the character and attractiveness of the staithe and will be retained in this generally open and attractive state for the benefit of pub users, as well as for its quaint appearance from land and water.

### **Policy PUBHOR3: Waterside plots**

**Policy Map 10** <https://www.broads-authority.gov.uk/horning.pdf>

1. The designated area of waterside plots will be protected from over-intensive development and suburbanisation (including from the character of moorings and boundary treatments). The maintenance or upgrading of existing buildings will be encouraged, and their replacement permitted, where this is consistent with the openness and the low key and lightweight forms of building (generally characteristic of the area) and policies on flood risk and dark skies. Proposals need to improve the existing disposal of surface water and ensure that any additional surface water generated by the development is addressed appropriately.
2. Any new development must ensure there is no adverse impact on the integrity of any habitats site.
3. Development should contribute where feasible to:
  - a) An upgrading of private sewerage systems, and
  - b) An increase in the number of trees and other planting in the area (with due regard to avoiding wind obstruction near the riverside that might affect sailing on the river).

### **Constraints and features**

- Parts close to (across river) SAC, SPA, Ramsar, and SSSI.
- Flood risk (zone 3 by EA mapping and all 2 and 3a with most modelled 3b by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – less than 25%
- Parts of site are affected by surface water.
- Knackers Woods Water Recycling Centre.
- Surface water concerns (linked to Knackers Wood Water Recycling Centre).
- On the main river. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

The policy seeks a balance between updating and redevelopment of the waterside plots, while retaining the best characteristics of the area and discouraging suburbanisation and over-

intensive development. The wording of the policy aims to clarify what the Authority is trying to achieve and focuses on the key qualities to be addressed in any development.

The sailing club is excluded and is subject to a separate policy ([PUBHOR4](#)).

### **Delivery and implementation of the policy**

Proposals will need to meet the requirements of policy [PUBDM28](#) as the Horning area generally has good dark skies.

Applicants are directed to the Authority's adopted Mooring Design Guidance (or successor document)<sup>179</sup>.

#### **Policy PUBHOR4: Horning Sailing Club**

**Policy Map 10** <https://www.broads-authority.gov.uk/horning.pdf>

1. Continued use of the island for sailing facilities will be supported.
2. Maintenance and upgrading, or replacement, of existing buildings for this use will be supported where this is consistent with the character of the riverside area and policies on flood risk and dark skies. Dwellings, business uses, and holiday accommodation will not be permitted.
3. Development proposals in this area will be required to:
  - i) Be of high standards of design;
  - ii) Limit the height, bulk and extent of building to retain the general openness of the area in which the club is located;
  - iii) Improve the existing disposal of surface water and ensure that any additional surface water generated by the development is addressed appropriately;
  - iv) Avoid impacting the amenity of nearby occupiers;
  - v) Reflect the flood risk in the area. A site-specific flood risk assessment and sequential test may be required, depending on the proposal and location of the proposal. Built development should be located to reflect flood risk on site. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application; and
  - vi) Avoid adversely impacting navigation and nature conservation (including habitats sites).
4. The continued use of the land south of the footbridge (next to [PUBHOR2](#)) for car parking associated with the sailing club is supported but built development here would not be acceptable.

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<sup>179</sup> Mooring Design Guidance which can be found here: [Broads planning guides \(broads-authority.gov.uk\)](https://www.broads-authority.gov.uk/broads-planning-guides)

5. Any new development must ensure there is no adverse impact on the integrity of any habitats site (National Site Network).

### **Constraints and features**

- Lies within Horning Conservation Area.
- Just across river from SSSI, SAC, SPA, and Ramsar Site.
- Flood risk zone 3 by EA mapping and all 2 and 3a with some modelled 3b by SFRA 2017 mapping.
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Parts of site are affected by surface water.
- Knackers Woods Water Recycling Centre.
- Surface water concerns (linked to Knackers Wood Water Recycling Centre).
- On the main river. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

In reviewing the 1997 Local Plan policy that covered this area, it was considered preferable to treat the sailing club separately from the holiday and residential waterside plots around it. This encourages the continuation of this valuable use in the location and allows the Policy wording to be better focused on the particular likely redevelopment issues relating to a sailing club and to its immediate surroundings. The land off the island is considered suitable for car parking associated with the sailing club but built development here would reduce the area's contribution to the openness of the area in general and the adjacent public open space in particular.

### **Delivery and implementation of the policy**

The Habitats Regulations Assessment identified the potential for future developments at the club to have adverse effects on the nearby National Site Network. The Habitats Regulations and Policy [PUBDM15](#) require that this potential is assessed and avoided in respect of any future planning application.

Proposals will need to meet the requirements of policy [PUBDM28](#) as the Horning area generally has good dark skies.

Of particular importance to this area is the policy on surface water ([PUBDM9](#)).

### **Policy PUBHOR5: Crabbett's Marsh**

**Policy Map 10** <https://www.broads-authority.gov.uk/horning.pdf>

1. This area will be protected for its landscape and nature conservation value. It is also recognised that the access here is a major constraint.

2. All forms of new build development will be firmly resisted, as will the stationing of vehicles, caravans, and boats. In this context, the stationing of boats excludes short-term halts of waterborne craft in the course of navigation.
3. Acceptable uses are likely to be those which are compatible with its semi-natural and undeveloped state, such as intermittent and very low-level private leisure use, and those that enhance or restore the natural character of the area.

### **Constraints and features**

- Tree preservation order for this and adjacent area, which also forms an important backdrop to Horning.
- Alder Carr woodland is a Broads Biodiversity Action Plan priority habitat.
- Not far (across river) from SAC, SPA, Ramsar, SSSI.
- Article 4 Direction (1972) removes permitted development rights for gates, fences, walls and enclosures; temporary use of land under '28-day rule'; etc.
- Flood risk - predominantly zone 3 by EA mapping, with small areas of zones 1 & 2 and almost all 2 and 3a with most modelled 3b by SFRA 2017 mapping.
- According to SFRA, susceptible to groundwater flooding – less than 25%
- Parts of site are affected by surface water.
- Peat soils in this area.
- On the main river. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

Attempts to control the incremental development of this area go back to at least the early 1970s and have been complicated by the sale and purchase of individual leisure plots without always sufficient regard to the lawful uses of the land. During that time, a limited amount of development has either been granted planning permission or become immune from enforcement action, but more generally, the Authority (and its predecessors as local planning authority) has sought to resist built development and engineering works such as the building of roads and the cutting of mooring basins.

The policy seeks to resist the erosion of the area's landscape and nature conservation value, recognising the limitations of the road access and clarify ~~what the policy is seeking to achieve~~ and the acceptable range of possibilities.

### **Delivery and implementation of the policy**

Built development in this context includes the following examples (although the list is not exhaustive): sheds and similar structures, and such engineering works as raised ground levels, road building, and creation of moorings, cuts, paved tracks, hard-standings or moorings. Indeed, to reflect the open and rural nature of the area, the Authority encourages plot owners to limit

management of the site; a lot of works plot owners do does not constitute development but can have impact on character of area and can lead to more plots doing the same elsewhere.

The stated protection of this site, and the restriction on caravans, etc., is supported by the Environment Agency on flood risk grounds.

**Policy PUBHOR6: Horning - Boatyards, etc. at Ferry Road. and Ferry View Road**

**Policy Map 10** <https://www.broads-authority.gov.uk/horning.pdf>

1. The land identified on the Adopted Policies Map will be subject to policies in the economy section of the Local Plan.
2. No moorings on the banks of the SPA/SAC site over the river from PUBHOR6 will be allowed.
3. Developments shall include:
  - a) Appropriate measures to manage any risk of water pollution arising from development;
  - b) Improvements to the existing disposal of surface water and ensure that any additional surface water generated by the development is addressed appropriately;
  - c) Significant landscape planting to help soften the appearance of the area, integrate it into the wider landscape, and support wildlife and biodiversity (e.g., by use of nectar mixes), but subject to avoiding the creation of additional wind shadowing of the river affecting its sailing value; and will
  - d) Pay particular regard to the setting of the nearby listed buildings; and
  - e) Respect the dark skies in the area in line with policy [PUBDM28](#).
4. The range of potential development will be constrained by the high flood risk to most of this area and the application of national and local policies on flood risk.

**Constraints and features**

- Close to SAC, SPA, Ramsar site, SSSI, NNR.
- Flood risk - predominantly zone 3 by EA mapping, with small areas of zones 1 & 2 and most 2, 3a and modelled 3b according to SFRA 2017 mapping.
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- **Part of area at risk from surface water flood risk.**
- Knackers Wood Water Recycling Centre capacity constraints.
- Surface water concerns (linked to Knackers Wood Water Recycling Centre).
- Inappropriate use of drains, some of which are poorly maintained.
- Nearby Grade II\* Listed Hobbs Mill and Grade II Listed Horning Ferry Mill
- Sewage pumping station in this area.

### **Reasoned Justification**

The area is somewhat separate from the heart of the village but provides an important range of boating and ancillary services and of moorings. Significant development has taken place in recent years. The boat and related services contribute to the character of Horning, the local economy, and sustaining marine skills.

The policy gives certainty to the application of industrial and boatyard policies to the area.

### **Delivery and implementation of the policy**

Of particular importance to this area is the policy on surface water ([PUBDM9](#)) and [PUBDM5](#) in relation to Horning Knackers Wood Water Recycling Centre capacity issues.

The SFRA 2017 highlights that almost all the area is in flood risk zone modelled 3b, and there is a need to address the risks of water pollution for waterside sites in boatyard use.

Proposals will need to meet the requirements of policy [PUBDM28](#) as the Horning area generally has good dark skies.

### **Policy PUBHOR7: Woodbastwick Fen moorings**

**Policy Map 10** <https://www.broads-authority.gov.uk/horning.pdf>

1. This area will be conserved for the green and semi-natural backdrop it gives to Horning village while providing a significant number of moorings for navigable craft. Improvements to the appearance of the area will be sought. If opportunities arise, houseboats and residential moorings will be removed.
2. Particular care will be taken to protect the landscape, environmental and wildlife value of Woodbastwick Fen, including the adjacent habitats site.
3. The defined area will be kept generally free of buildings and above ground structures. Provision of unobtrusive moorings, steps, ramps, and small-scale storage lockers, for use incidental to the enjoyment of the moorings, will be permitted. External storage, and extensive hard paving or boardwalks will not be acceptable.
4. To avoid further restriction of the navigable area of the river, no new moorings will be permitted on the river frontage.
5. New residential moorings or houseboats will not be permitted. The area will be treated as not meeting the locational criteria of Policy [PUBDM46](#).

### **Constraints and features**

- Immediately adjacent to (and slightly overlaps) SSSI, SAC, SPA, Ramsar site.
- Part of setting of the Horning Conservation Area on the opposite bank of the river.
- Flood risk zones 2 & 3 by EA mapping and all 2 and 3a with some modelled 3b by SFRA 2017 mapping.
- According to SFRA, susceptible to groundwater flooding – less than 25%.



- **Small area of surface water flood risk.**

- On the main river. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

The area is an important boating resource, but is also sensitive in terms of landscape, wildlife, and habitat. There is also potential to impinge on navigation in one of the busiest stretches of water in the Broads.

Woodbastwick Parish Council has specifically sought restrictions to development in the parish to retain the natural landscape where important habitats have evolved.

The area excludes the less developed western extent of moorings, now considered best treated as open countryside for planning purposes.

The policy's restriction on buildings, and intended removal of houseboats and residential moorings, if opportunities arise, are supported by the Environment Agency on flood risk grounds. The houseboats and residential moorings give rise to parking problems in the village and reduce the use of the staithe by the public. They also have limited, if any, facilities such as water, and tend to look unsightly and generally have a negative impact on landscape and river scene.

Applicants are directed to the Authority's adopted Mooring Design Guidance (or successor document)<sup>180</sup>.

### **Policy PUBHOR8: Land on the Corner of Ferry Road, Horning**

#### **Policy Map 10** <https://www.broads-authority.gov.uk/horning.pdf>

1. The existing live/work units shall be retained for the contribution they make to small business and the local economy. The ground floors shall be used for Class E, F2 and B8 uses (use classes order 1987 as amended). Such uses shall be capable of being carried out without detriment to the amenity in the area.
2. The upper floors shall be used as residential for persons solely or mainly employed in the management or operation of the business activity on the ground floor below.
3. Proposals need to improve the existing disposal of surface water and ensure that any additional surface water generated by the development is addressed appropriately.

### **Constraints and features**

- Close to SAC, SPA, Ramsar site, SSSI, NNR.

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<sup>180</sup> Mooring Design Guide which can be found here: [Broads planning guides \(broads-authority.gov.uk\)](https://www.broads-authority.gov.uk/broads-planning-guides)

- Flood risk - predominantly zone 3 by EA mapping, with small areas of zones 1 & 2). By SFRA 2017, part 2 and 3a.
- Parts of site are affected by surface water.
- Knackers Wood Water Recycling Centre capacity constraints.
- Surface water concerns (linked to Knackers Wood Water Recycling Centre).

### **Reasoned Justification**

The live/work units are a unique offer in the Broads. They offer business space, residential accommodation, and off-street parking, and have moorings associated with them. Each unit is relatively small and provides an opportunity for small-scale and new businesses to become established, with reduced overheads as the operators can live onsite. The objective of this policy is to retain the units in beneficial use and ensure their contribution to the local economy and community is maintained long term.

### **Delivery and implementation of the policy**

Any business use must not affect the amenity of nearby land uses, in line with policy [PUBDM27](#).

The site is outside of a development boundary and therefore dwellings would not normally be permitted. However, residential use is restricted to the upper floors only and must be used only by staff (and family) associated with the business operating on the ground floor.

Alternative uses will only be considered in line with this policy and employment policies if it can be satisfactorily demonstrated the existing permitted range of uses are not financially viable and the proposed new use is compatible with flood risk, protecting amenity and the location outside a defined development boundary and other policies in this Local Plan. The Authority will need to verify the content of any viability report and may need to employ external expertise to do so (the applicant will need to meet the cost of this).

## 47 Hoveton and Wroxham

It is important to be aware that the [Wroxham's Neighbourhood Plan](#) was 'made' in 2019 and is part of the Development Plan and the policies it contains may be of relevance to proposals for this area of Wroxham.

### **Policy PUBOHOV1: Green infrastructure**

**Policy Map 11** <https://www.broads-authority.gov.uk/hoveton-and-wroxham.pdf>

The identified significant areas of green infrastructure will be maintained and enhanced for their combined and respective contributions to the character and appearance of the village, the amenity of visitors and local residents, floodwater capacity and nature conservation.

### **Constraints and features**

- Parts lie within the Wroxham Conservation Area.
- Most at serious risk of flooding, according to SFRA.
- Flood risk - zones 1, 2 & 3 by EA mapping and all 2, some 3a and some modelled 3b by SFRA 2017.
- According to SFRA, susceptible to groundwater flooding – less than 25%
- Parts of site are affected by surface water.
- Mapping shows site affected if Beeston Hall reservoir floods on a wet day.

### **Reasoned Justification**

This policy seeks to protect several areas of open space/green infrastructure. It is important to recognise that it is protecting their openness, and not specifically promoting public access to them - parts of the area covered by the policy have public access, but others are private and do not.

### **Delivery and implementation of the policy**

The area has four distinct parts:

1. The first area is off Brimblelow Road, much of which is private garden and mooring, but which makes an important contribution to the landscape and amenity of the vicinity, is a visual and wildlife link to the open land (marshes and woodland) close to the east and is where significant development would not be acceptable because of flood risk and access/highway limitations.
2. The second area comprises the extensive gardens of properties in Beech Road. The inclusion of the area in this policy is intended to provide greater clarity about what the Authority wishes to see here, and to avoid some recent developments creating a precedent.
3. The third area is the public open areas along the riverside between Granary Quay (included) and stretching up past the pub, moorings, Visitor Centre, Railway Bridge, and a little beyond. Hoveton Parish Council has previously stated that it wished to see Granary Staithe kept open and accessible to the public for the enjoyment of both residents and visitors and as an asset

on the northbound entry into Hoveton, and that this view is widely supported by feedback from residents.

4. The fourth area is the public staithe, Trafford Memorial Ground, Caen Meadow area off Church Road. The area is remote from the development boundaries in this plan but very close to those of the development boundary in the current Broadland Local Plan, just across the road and outside the Broads Authority Executive Area boundary.

The wording of the policy is intended to highlight their common and combined value and treatment, while recognising the differences in their qualities and access.

**During the Preferred Options consultation, we proposed the idea of extending the area to which the policy applies. We have assessed the comments received and consider that it is not appropriate to extend the area as per the proposal in the Preferred Options document. We also asked if there were any other areas to be protected under this policy; no suggestions were received.**

#### **Policy PUBHOV2: Station Road car park**

**Policy Map 11** <https://www.broads-authority.gov.uk/hoveton-and-wroxham.pdf>

1. This area will be retained in use for car parking.
2. Environmental improvements, biodiversity enhancements and landscaping will be required to improve its contribution to the character and appearance of the area.
3. Schemes will need to include appropriately located and well-designed cycle parking and electric vehicle charging points (of a suitable charging speed to reflect the demand in the area).
4. Any proposals for lighting (including associated with any ev charging points) will be determined and considered in line with policy [PUBDM28](#) on light pollution and dark skies.
5. Schemes will also need to address surface water (see policy [PUBDM9](#)).
6. The Authority would expect an appropriate provision of disabled parking spaces.
7. It is recommended that a Flood Warning and Evacuation/Response Plan is developed and operated.

#### **Constraints and features**

- Flood risk zones 1, 2 & 3 by EA mapping and some zone 2 by SFRA 2017 mapping.
- According to SFRA, susceptible to groundwater flooding – less than 25%
- Parts of site are affected by surface water.
- Mapping shows site affected if Beeston Hall reservoir floods on a wet day.
- No watercourses immediately adjacent. Consent would be required if a surface water discharge is implemented to a riparian watercourse.

## Reasoned Justification

The availability of sufficient parking is a major factor in the continued success of businesses in the area and to the vitality of Wroxham and Hoveton. Given the nature of the hinterland, car use is the primary means of access to facilities for most people, and the present level of parking is important to maintain that access. The concentration of car parking here and elsewhere in the village also helps to reduce the clutter of cars in the wider townscape. That being said, the policy also seeks well designed cycle parking.

## Delivery and implementation of the policy

In terms of light pollution and dark skies, design of any lighting will need to be well designed to meet the requirements of policy [PUBDM28](#). The policy also seeks appropriate biodiversity enhancements, given the car parks' location next to Hoveton Riverside Park; the [Biodiversity Enhancements Guide](#) (or successor document) will be of relevance. Schemes are also required to include Electric Vehicle charging points as well as address surface water run off as per policy [PUBDM9](#).

The Authority expects proposals to include an appropriate number of disabled parking spaces. The policy does not set a standard or threshold for this requirement; it will be for the applicant to consider and justify their approach. The design of the disabled spaces will need to follow best practice. In terms of addressing any concerns relating to Crime, [ParkMark](#) may be of relevance.

## Policy PUBHOV3: Brownfield land off Station Road, Hoveton

**Policy Map 11** <https://www.broads-authority.gov.uk/hoveton-and-wroxham.pdf>

1. Proposals for the redevelopment of the site for a use or mix of uses appropriate to the site's village centre location next to the river and public house will be supported subject to it complying with other relevant policies of the development plan. The Authority would welcome a comprehensive scheme that covers the entire site to deliver a mixed-use scheme that takes advantage of this waterside location within the centre of the village and offers environmental and visual improvements.
2. Proposals for this site off Station Road will need to address each of these criteria:
  - a) A use or a mix of uses that are appropriate to the location that strengthen the attractiveness of the village centre;
  - b) Careful consideration will be given to the design, scale and layout of any redevelopment and potential additional impacts on nearby land uses;
  - c) Improve opportunities for public access to the river;
  - d) Improve connections and intervisibility between Station Road, the site and the river;
  - e) Proposals must enhance the appearance of the area, including the public realm;
  - f) Proposals must reinforce the relationship with the already established riverside walk;
  - g) Part of the site is at risk of flooding and the type, siting and layout of development will need to take account of this in conformity with national policy - there is a need for a Sequential

- Approach to the layout of development to ensure that less vulnerable and more vulnerable land uses are sited in areas of the site that are mapped as Flood Zone 1 and 2;
- h) Appropriate measures to manage any risk of water pollution arising from development are required to be put in place;
  - i) Proposals to provide car parking must be thoroughly justified and if the need is proven, must be well designed;
  - j) Be designed to be energy efficient (see policy [PUBDM20](#) and [policy PUBDM55](#)) and water efficient (see policy [PUBDM7](#));
  - k) Incorporate the trees and hedges around the site (see policy [PUBDM19](#) on Trees, Shrubs and Hedges);
  - l) To reflect the riverside location of the site, policy [PUBDM28](#) on dark skies and light pollution will be of relevance; and
  - m) Development proposals will conserve and where appropriate enhance the setting of the nearby Wroxham Bridge Scheduled Monument.
3. The Authority acknowledges that due to its construction and poor condition, it is likely that the former Waterside Rooms building will need to be demolished. The Authority seeks the retention of the other buildings between the former Waterside Rooms and King's Head on Station Road and the former coach buildings to the rear of the King's Head building and would welcome a scheme for their refurbishment and re-use. See policy [PUBDM2](#) on embodied carbon, policies in the [heritage section](#) as well as [PUBDM62 on re-use, conversion and change of use of buildings](#).
  4. Project Level Habitats Regulation Assessments will be needed to assess implications on habitats sites. If there is a residential element or overnight accommodation element to proposals for the site, proposals will need to mitigate recreation impacts, nutrient enrichment and may need to provide Biodiversity Net Gain.

### Constraints and features

- Near to Wroxham Bridge, a Scheduled Ancient Monument.
- Land next to the King's Head pub is partly in flood risk zones 2 and 3 according to EA mapping and former Waterside Rooms and former Broads Hotel Cottage site are partly within flood zone 2 again according to EA mapping. SFRA 2017 mapping shows some in zone 2 and very small parts of the allocation in 3a.
- According to SFRA, susceptible to groundwater flooding – less than 25%
- Parts of site are affected by surface water.
- Mapping shows site affected if Beeston Hall reservoir floods on a wet day.
- Station Road and the footpath along the river run either side of these sites, which are enroute from the car parks at Hoveton and the railway station.
- Popular area for boats to moor.
- Successful King's Head pub nearby.

- Former Broads Hotel site is in North Norfolk (this site has been cleared of buildings, but vegetation has grown back) linked to the Broads Hotel Cottage site.
- Potential for archaeological remains associated with the use of the adjacent River Bure.
- Protected trees on site.
- The site is in the Norfolk RAMs area.
- The site is in scope in relation to Nutrient Enrichment.

### **Reasoned Justification**

This Local Plan seeks to address some redundant/underused or derelict sites around the Broads Authority Executive Area. Such sites can have a negative impact on the landscape, townscape, or waterscape and, if brought into an appropriate use, can become an important asset to the area. The site off Station Road, Hoveton contains buildings that are either derelict underused and boarded up or have been demolished.

### **Delivery and implementation of the policy**

Any scheme will need to be of the highest quality of design to reflect the prominent waterside location and the nearby collection of buildings associated with the King's Head pub, also part of this policy.

The former Waterside Rooms is a former public house which has been closed since the mid 1980's and has fallen into disrepair. It is visible from both Station Road and the river, thus detracting from what is otherwise a popular and well-maintained area of Hoveton riverside. The policy seeks regeneration of this site. Demolition and redevelopment of this part of the site could be acceptable.

The building next to the King's Head pub is an interesting building with heritage value and has great potential for improvement and to be brought back into a beneficial use. The site could provide some holiday accommodation to compensate for the loss of the former Broads Hotel on Station Road, which was demolished ~~and the site~~ and then redeveloped for car parking. The buildings are locally significant heritage assets and make an important contribution to the street scene and riverside at Hoveton. The Authority seeks to retain and reuse them, allowing the positive visual and heritage contribution they make to be enhanced. This building and the former Waterside Rooms are under the same ownership and a comprehensive scheme for the two sites considered together would be welcomed. This could also address the car parking at the pub, and the courtyard could be brought into better use to reflect its waterside location.

The policy lists some considerations relevant to the site, and other policies of the Local Plan are likely to be of relevance.

This area is very prominent, both from the river and from Station Road. Many people walk past these sites between either the car park or the station to the village centre, or along the river or

by the road. Design, and how proposals fit with the public realm in the area, is of great importance.

This end of the village has many car parking spaces, with more on the other side of the railway, and the Authority is aware that some people would like to see more car parking in this area of the village. Any proposals for car parking for public use must be thoroughly justified through a car park assessment undertaken at peak times over a suitable time period, assessing weekend and weekdays. The proposals also need to be well designed, with safety a key factor.

The policy highlights the need for the scheme to ensure Biodiversity Net Gain in line with national requirements and policy [PUBDM16](#). The scheme may also need to mitigate recreation impacts, and this is most easily done through paying the GI RAMS tariff as well as mitigate nutrient enrichment, depending on the uses developed on site.

#### **Policy PUBHOV4: BeWILDerwood Adventure Park**

**Policy Map 11** <https://www.broads-authority.gov.uk/hoveton-and-wroxham.pdf>

1. The retention of the park, as identified on the policies map, as an outdoor adventure and education facility will be supported.
2. Ancillary development to meet the operational needs of the park, alterations to existing development and modest new development that supports the outdoor adventure and education facility will be permitted if the following considerations are satisfactorily addressed:
  - a) impacts on individual trees and the woodland as a whole;
  - b) impacts on protected species and habitats;
  - c) adequate and appropriate provision of biodiversity enhancements (see policy [PUBDM15](#));
  - d) impacts on amenity of adjoining occupiers, including from changes in activities on site and opening times;
  - e) traffic, transport, access and parking (including appropriate conveniently located and secure cycle parking provision and electric vehicle charging points as necessary);
  - f) light pollution (see Policy [PUBDM28](#));
  - g) flood risk and water quality. A site-specific flood risk assessment and sequential test may be required, depending on the proposal and location of the proposal. Development should be located to reflect flood risk on site;
  - h) ongoing management of the activities of the park to protect the trees, woodland, habitats, and species; and
  - i) impacts on visual amenity and landscape character of the area.
3. The outdoor adventure and education facilities shall remain within the existing main facility area (as identified on the policies map).



4. Appropriate complementary diversification necessary to support the existing park may be acceptable, subject to consideration of the above points and other policies in the Local Plan and NPPF.
5. The policies map identifies three main areas:
  - i) The main area of the outdoor adventure and education park. In this area, retention and alteration of the existing play structures and other features will be broadly acceptable. Some modest new development may also be appropriate.
  - ii) The maturing woodland area is protected as a visual and amenity buffer. Small-scale park related activities, which do not result in adverse impacts, may be supported in this area; and
  - iii) The car parking and service areas will be retained in such a use.

### **Constraints and features**

- Previous surveys have found BAP invertebrates, bats, breeding birds, otter, and water voles.
- There are large areas of wet woodland.
- Flood risk has changed over time. Previous FRAs have found parts of the area in Flood Zone 2 and 3. Much more is affected when considering climate change allowance. SFRA 2017 shows some of the area in flood zone 2.
- According to SFRA, susceptible to groundwater flooding – less than 25%.
- Parts of site are affected by surface water.
- Mapping shows site affected if Beeston Hall reservoir floods on a wet day.
- The Three Rivers Way walking and cycle route passes by the entrance to BeWILDerwood.
- The site is also home to The Norfolk Broads Cycling Centre.
- Contains cropmarks of field systems. Some of the boundaries may be Roman.
- An area of dark skies.
- Several riparian watercourses within and adjacent to the site. Consent required from the IDB for any alteration of or discharge to a riparian watercourse.

### **Reasoned Justification**

BeWILDerwood Adventure Park is one of the major attractions in the Broads. There are treehouses, zip wires, storytelling, boat trips and marsh walks, and the BeWILDerwood education programmes offer cross-curricular activities. Being a unique and popular attraction in a special setting, a policy is deemed necessary to manage change in a way that seeks to protect and enhance the trees, species, dark skies, and amenity of nearby and adjoining occupiers. The park has continued to develop incrementally since first opening, but the trees and habitat are sensitive to the activities of the park. This policy also seeks to help the local community understand what may or may not happen in future.

### **Delivery and implementation of the policy**

The Park is required to be within the existing woodland because of visual, landscape and amenity impact.

The Horning Road access shall remain the primary access, with internal circulation on the track permitted by planning applications 2012/0038 and 2016/0063 and limited emergency and delivery access via Long Lane in accordance with planning applications 2012/0038 and 2016/0063. Any development that would result in an increase in visitor numbers should be served by appropriate sustainable transport options. Additional demands for on-site parking, if acceptable with regards to traffic and highway safety, would need to be carefully designed to integrate into the landscape and protect the amenity of adjoining occupiers.

All proposed development within the park should be assessed in line with BS5837:2012-Trees in relation to design, demolition and construction (or any successor standard). The policy seeks to make sure the management of the existing development and any future development takes account of the following impacts on trees:

- Reduction in tree cover
- Compaction of roots and associated impact on tree vigour
- Severance of roots
- Impact damage
- Tree protection during construction
- Comprehensive and sustainable woodland management

Regarding habitats around the site:

- The **wet woodland habitat** is the most important and species rich of the habitats on the site. Any future development should avoid adverse impacts to wet woodland habitat and associated plant and invertebrate species.
- **Grassland** is used by resident breeding Barn Owls for hunting and should remain available and managed as such. Of greatest benefit would be rough, unmanaged, and undisturbed grassland to provide habitat for small mammals.
- The **woodland** on the site supports many species including bats, birds and invertebrates, and some reptile potential such as grass snake. Any further development should consider protected species mitigation and enhancement.

The car parking lies outside these areas but is an important component of the development, and there are dedicated service areas. It would be appropriate to retain these uses in these areas. In terms of parking, the policy also refers to the need for appropriate provision of cycle parking and electric vehicle charging points.

**Policy PUBHOV5: Hoveton Village Centre and areas adjacent to the Village Centre**  
**Policy Map 11** <https://www.broads-authority.gov.uk/hoveton-and-wroxham.pdf>

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 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.
  3. A site-specific flood risk assessment and sequential test may be required, depending on the proposal and location of the proposal. Built development should be located to reflect flood risk on site. Depending on the proposal and location on site, an Exception Test may be needed as part of any planning application.
  4. 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.

### **The Village Centre**

5. Proposals in Hoveton Village Centre will be considered in the context of the entire town centre and the policies of the relevant North Norfolk District Council Development Plan so that retail and main town centre uses proposals address the town centre in its entirety.
6. Hoveton Village Centre is identified as a medium town centre.
7. Proposals for new retail and leisure growth, shop extensions, expansion and re-use of vacant units for town centre uses will be supported as long as they:
  - i) are of a scale appropriate to the size of Hoveton Village Centre;
  - ii) enhance the appearance and respect the character of the centre including its retail function and historic interest;
  - iii) enhance access to the Broads;
  - iv) assist in maintaining the existing retail function;
  - v) meet the requirements of the overarching retail policies in this Local Plan ([PUBDM35](#)) and the relevant North Norfolk Local Plan; and

- vi) contribute to the vitality and viability of the Village Centre.
8. Retail uses will be concentrated in the Primary Shopping Area as defined on the policies maps of both North Norfolk District Council and the Broads Authority. Site selection for retail and other town centre uses should follow national policies and guidance.
9. For Town Centre land uses outside of the Village Centre, a Sequential Test and Impact Assessment will be required. The Impact Assessment threshold for Hoveton Village Centre is locally derived and set at 500sq m gross.
10. In addition to the NPPF requirements of impact thresholds (see 2024 NPPF section 7), any impact assessment must include an assessment on locally important impacts such as, but not limited to, access to the river, traffic flows over the bridge, the safety of pedestrians crossing Norwich Road, and the impacts on the provision of surface car parking.

#### **The areas adjacent to Hoveton Village Centre**

11. Redevelopment of sites and buildings within this area will be supported where this provides retail, tourist or boating facilities that meet the requirements set out in 1 a) to c) and 7 i) to vi). The safety of pedestrians crossing Norwich Road, and the impacts on the provision of surface car parking, are other important considerations.

#### **Constraints/Features**

- Actual Village Centre and Primary Shopping Area spans North Norfolk District Council and Broads Authority boundaries.
- Localised congestion in the Village centre and over the bridge into Wroxham.
- Hoveton Village Centre is classed as a Medium Town Centre in the emerging North Norfolk District Council Local Plan.
- Village centre is dominated by Roy's Department Store.
- Village Centre extends to near to the river and riverside area.
- Part of the Village Centre has its own specific policy – see policy [PUBHOV3, Land off Station Road, Hoveton](#).
- Flood risk from SFRA 2017 mapping: part 2, 3a and modelled 3b.
- According to SFRA, susceptible to groundwater flooding – less than 25%
- Parts of site are affected by surface water.
- Mapping shows site affected if Beeston Hall reservoir floods on a wet day.

#### **Reasoned Justification**

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

### **Delivery and implementation of the policy**

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

The North Norfolk Retail and Main Town Centre Uses Study (2017) supports the policy approach for Hoveton Village Centre as the shops in Hoveton are identified as trading below national levels and there is a low retention rate, especially for comparison goods, resulting in people spending money in Norwich. That being said, the town's tourist role is equally important, and a broad mix of retail establishments is seen as key to maintaining the whole town's vitality and viability. The shop vacancy rate in Hoveton remains low. The Retail Study recommends that Hoveton Village Centre should not have Primary or Secondary Frontages. This is because of the dominance of Roy's of Wroxham (i.e. a small number of large Class F2 units) and the predominance/scatter nature of tourist related facilities.

The **sequential test** (site selection process) for town centre uses outside of the Village centre (NPPF<sup>2024</sup> paragraph 91) needs to consider cross boundary policies and treat the town centre as a whole - and indeed Hoveton as a whole, rather than limited to the area within the Broads Authority Executive Area. It may be prudent to also include Wroxham as the two settlements adjoin each other. This floor space requirement is for the town centre as a whole and could be met in either of the Local Planning Authority Areas (or through a combination of sites in both).

A locally set threshold of 500 sq.m gross for the **Impact Assessment** would be appropriate for retail and leisure development in Hoveton/Wroxham, reflecting the existing scale of the town centre and the floor space projections<sup>181</sup>.

The [2017 North Norfolk District Council retail study](#) identified limited potential to accommodate additional growth over the plan period, in the region of 1,234 gross sq.m. Since the study was completed, a permission was granted by North Norfolk District Council for 1357 sq.m of A1 and 550 sq.m of A3 in the Primary Shopping Area and Village Centre. This has effectively taken up identified available retail capacity in Hoveton Village Centre (as calculated in the retail study based on 2016 expenditure rates). Where necessary, further retail applications adjacent to and outside of the town centre are required to demonstrate if there is additional expenditure and capacity to support retail growth without significant impacts on other retail outlets in Hoveton Village Centre.

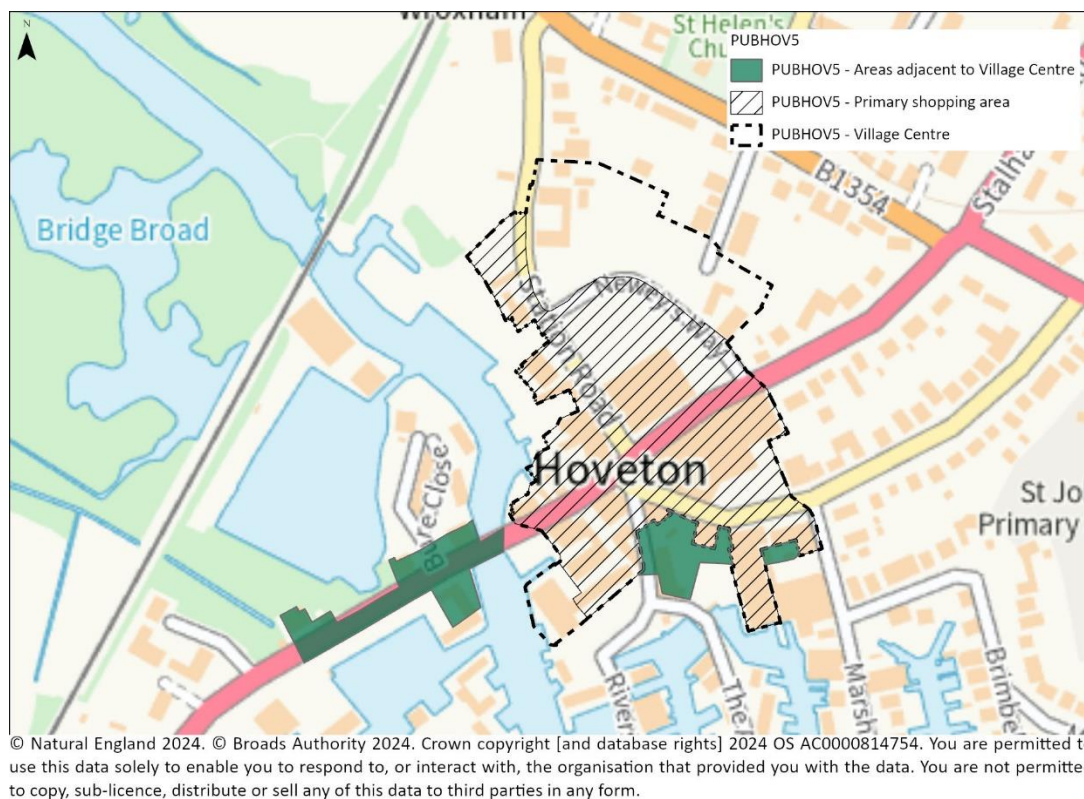
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<sup>181</sup> A threshold of 2,500 sq.m gross is stated in the <sup>2024</sup> NPPF (paragraph 94). The retail study concluded that this would be significant in relation to the scale of existing retail provision in Hoveton/Wroxham and is more than double the total floor space projection over the plan period. A locally set threshold is therefore adopted.

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

In terms of flood risk, it should be noted that all “more vulnerable” development in Flood Zone 3a will normally require the Exception Test (as set out in Table 2 of the NPPG) unless it is householder development, small non-residential extensions (with a footprint of less than 250m<sup>2</sup>) or a change of use application (with the exception of changes of use to a caravan and camping or chalet site). This is set out in footnote 62 of the NPPF.

Policy [PUBDM35](#) is the generic retail policy for the Broads and may be of relevance to proposals in Hoveton Village Centre.



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**Map 5:** Areas referred to in PUBHOV5.

### **Areas Adjacent to the Village Centre**

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

## 48 Norwich

### Policy PUBNOR1: Utilities Site

**Policy Map 12** <https://www.broads-authority.gov.uk/norwich.pdf>

1. Redevelopment of this area will be sought to realise its potential contribution to the strategic needs of the wider Norwich area. The site is allocated for mixed-use development which could include around 250 dwellings.
2. Redevelopment proposals will only be supported where they are in conformity with the East Norwich Regeneration Area SPD or other relevant guidance (to be completed) and where they:
  - a) Do not prejudice but contribute to a comprehensive and deliverable mixed-use scheme for the whole of the Deal Ground/Carrow Works/May Gurney/Utilities Sites Core Area (including those parts outside the Broads Authority Executive Area boundary) known collectively as the East Norwich Regeneration Area;
  - b) Protect and enhance natural assets and the historic environment and setting of heritage assets; with many trees on site, scheme proposals will need to consider how best to include and enhance these natural assets;
  - c) Provide suitable and appropriate public access to the river (including enabling river users to get onto the water, as is feasible and appropriate) and provide moorings on the river (including visitor and short stay moorings);
  - d) Provide a high-quality local environment through high quality design and landscaping and making the most of the location on the river (see [design policy \(PUBDM52\)](#) and design guide<sup>182</sup>);
  - e) Deliver biodiversity and ecological improvements (in line with the policies within the [Natural Environment section](#));
  - f) Carefully consider the Scale and massing, taking into account the impact of development on the setting of natural and heritage assets including the character and appearance of conservation areas and the Broad;
  - g) have regard to the site's location on the urban/rural fringe, and make a positive contribution to the views between the river and the site;
  - h) Do not impede navigation on the river into/out of Norwich;
  - i) Ensure residential dwellings mix is informed by the Local Housing Needs Assessment with the eastern end of the site transitioning in scale to become a development of a more traditional street-based form including family houses with a Broads outlook. Development on the western end of Utilities Site are more likely to be high-density mixed-use development;
  - j) Provide evidence, including a site-specific flood risk assessment, to confirm that any development will be consistent with national and local policy in terms of both on-site and off-site flood risks. A sequential test may be required, depending on the proposal and location of the proposal. Development should be located to reflect flood risk on site;

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<sup>182</sup> Design Guide SPD link: [Supporting documents and evidence](#)



- k) Provide a suitable and appropriate solution to the constrained access to the site for all modes of transport including the wheeling, pedestrian and cycle links through the site and linking to the wider network; the highest priority will be given to supporting walking, wheeling and cycling;
  - l) Provide public access to the length of the Yare riverfront (see policy [PUBNOR2](#));
  - m) Are designed with sympathetic materials to ensure careful integration of new development within the natural environment of the Broads;
  - n) Are energy and water efficient;
  - o) Identify, and provides remediation of, any existing ground contamination;
  - p) Considers, identifies and subsequently addresses amenity impacts from nearby existing land uses.
  - q) Are resilient to a changing climate, particularly through providing shade and addressing surface water from intense rain bursts;
  - r) Ensure no adverse impact on Carey's Meadow County Wildlife Site;
  - s) Ensure any lighting meets the requirements of the light pollution policy ([PUBDM28](#)) to reflect the riverside location;
  - t) Manage any risk of pollution of groundwater or river water arising from the proposed uses; and
  - u) Make appropriate use of the safeguarded sand and gravel resources on the site where practicable (see Norfolk County Council's Minerals and Waste Local Plan Policy MP11 'Mineral safeguarding areas and mineral consultation areas').
3. As part of the scheme, the Authority expects a certain number of plots to be provided for self-build/custom build housing if this is viable and feasible in terms of the overall scheme. The precise number of plots will be discussed and agreed as part of the planning application process. See [Policy PUBDM51: Custom/self-build](#).
4. Project Level Habitats Regulation Assessments will be required to ensure no adverse impacts on any habitats site. Measures to mitigate for the effects of new growth will be required to mitigate for recreational disturbance and nutrient enrichment.
5. The Authority will also expect the following to be delivered as part of the overall scheme, unless it is demonstrated this cannot practically be achieved:
- i) Improved opportunities for recreation on site;
  - ii) Improved facilities for recreational boating on the river frontage; and
  - iii) A pedestrian/cycle link across the Wensum and Yare between the City Centre and Whitlingham Country Park. [A proportionate contribution from the applicant/developer/any management company<sup>183</sup> will be required to address any increased demand on services and facilities in Whitlingham Country Park arising from the creation of this link.](#)

<sup>183</sup> Such a company may operate across the entire East Norwich Regeneration Area, or be specific to the Utilities Site. This will be determined as the site is planned.



6. Applicants are encouraged to take the opportunity of using the proximity of the site to the river to use water source heat pumps or use the river for water source district heating but ensuring no damage to the river or the river ecology.

### **Constraints and features**

- Close to Norfolk County Wildlife Site – Cary’s Meadow.
- Likely to be of archaeological interest. Contains a range of heritage assets, including evidence of Roman settlement, a possible Roman wharf, and possible World War Two features and structures. Potential for archaeological remains associated with the use of the adjacent River Yare.
- Flood risk - zone 2 by EA mapping and small parts in zone 2, 3a and modelled 3b by SFRA 2017 mapping. When EA climate change allowance of 65% added, site is affected.
- According to SFRA, susceptible to groundwater flooding – more than 25% and more than 75%
- **Some of the area is affected by surface water.**
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- Contributes to the urban/rural transition.
- Semi natural habitat on the edge of Norwich.
- Future growth could have an impact on the foul sewerage network capacity.
- Access to the site is particularly constrained for all modes of transport.
- This site is in close proximity to a number of designated heritage assets including the Grade II listed Ruins of Trowse Newton Hall, the Thorpe Ridge Conservation Area and the Grade II listed Registered Park and Garden (RPAG) of Crown Point.
- Safeguarded sand and gravel resources.
- Overgrown brownfield land with potential for Open Mosaic Habitat.
- Many trees on the site.
- On the main river. Environment Agency should be consulted on any alteration of or discharge to the main river. The IDB would also like to be consulted for comment due to the major scale of development within its IDD and potential to affect the local riparian network. Consent may be required for any alteration of or discharge to a riparian watercourse.
- The site is in the Norfolk RAMs area.
- The site is in scope in relation to Nutrient Enrichment.

### **Reasoned Justification**

The site sits to the East of Norwich, yet on the urban rural fringe. In this area, there is much brownfield redundant land that Norwich City Council and Norfolk County Council (in liaison with Broadland District Council, South Norfolk District Council and the Broads Authority) are keen to see redeveloped and realise their potential. The Utilities site is part of a much wider area of industrial land, now largely redundant, stretching across the planning boundaries of the Broads

Authority, Norwich City Council and South Norfolk District Council. Over the river, to the southwest, is the 'Deal Ground' site which has extant outline planning consent for a mixed-use development including 670 dwellings, a local centre, restaurant/dining quarter, flood risk management and landscape measures, a new access road, and an access bridge over the river Yare. To the West of the Deal Ground is the Carrow Works site which was occupied by Britvic/Unilever, but which has become vacant and has potential for redevelopment. The May Gurney site sits to the south of the Deal Ground site. This wider area is seen as having strategic development potential but bringing development forward is complicated by access problems and the number of different landowners. The Greater Norwich Local Plan (adopted 2024) identifies the East Norwich area as having major physical regeneration opportunities for mixed-use development and enhanced green linkages from the city centre to the Broads. The Greater Norwich Local Plan allocates land at the Utilities Site, Deal Ground, May Gurney and Britvic/Unilever site and those policies will be of great relevance to any scheme that comes forward on the Utilities Site.

The wording for this policy reflects the Greater Norwich Local Plan equivalent policy as well as the Master Plan and emerging SPD/Guidance. It also reflects the East Norwich Masterplan<sup>184</sup> and emerging East Norwich Supplementary Planning Document (SPD). It is anticipated that the SPD, will be adopted by Norwich City Council, Broadland Council and South Norfolk Council as well as the Broads Authority in [2024/25/26](#).

### **Delivery and implementation of the policy**

The access constraints referred to in the policy reflects that the site is bounded by railway lines and a river. Whilst there are two ways to get to the site, the bridge over the railway to Cremorne Lane is not designed to cater for the amount of traffic that could arise from the redevelopment of this site and the access that runs alongside the river uses a small tunnel under the railway bridge which again is not designed to cater for more traffic. The likely solution would be the provision of a bridge over the river that would connect the Utilities Site (in its entirety, not just the part within the Broads) to the Deal Ground site. The solution will need to take account of the navigation of the rivers Wensum and Yare, and Norwich navigation, as defined in The Norfolk and Suffolk Broads Act 1988.

The Environment Agency:

- supports the reference to the need to address flood risk issues, and highlights the need for Flood Defence Consent from the Agency for development and trees in proximity to the river;
- highlights the importance of protection against water pollution, that the site lies over groundwater resources and within Source Protection Zone 1, and the potential risks of water pollution from waterside sites in any industrial/boatyard uses; and
- draws attention to the potential of contaminated land.

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<sup>184</sup> [East Norwich Masterplan | Norwich City Council](#)

Norfolk County Council identifies that the site includes a safeguarded minerals (sand and gravel) resource.

There will be a requirement for an evidence-based project level HRA to assess the impact of this development on habitats sites. Mitigation measures will be required relating to recreation impact and nutrient enrichment – see the [Natural Environment section](#) for details.

There is potential for serviced plots to be provided for people to build their own homes as part of any residential element of the scheme. See self-build policy [PUBDM51](#).

The Authority and partners consider that the site could potentially accommodate around 250 dwellings. It is anticipated that the dwellings will be delivered after 2035, towards the end of the plan period.

Schemes will need to include opportunities for public access to the river as well as access onto the river, likely in the form of slipways. There is also an expectation that moorings will be provided on the river for visitors. The Broads Authority need to be consulted regarding river related issues such as slipways and moorings.

In relation to the potential new link to Whitlingham Country Park, there could be more use of the park by residents living at the Utilities Site. The Authority appreciates that this link would make the Park more directly accessible to more visitors and that it benefits the wider existing community in the area, not just the residents of the Utilities Site. As such, an assessment of the increased number of visitors likely to visit the Park from the Utilities Site development will be needed. This will then determine the ~~developer~~ contribution required to enable the park to accommodate the additional visitors and demand on the services and facilities. The ~~developer~~ contributions sought would only reflect the visitors arising from Utilities Site development and would be the responsibility of a management company for the East Norwich Regeneration Area. Across East Norwich a management company/companies should also have responsibility for safeguarding nationally important heritage assets on-site, the management and maintenance of open spaces and gardens, and the management of pedestrian and cycling routes and roads as appropriate.

In terms of lighting, whilst it is acknowledged that the site is in Norwich, it is near a river corridor and these areas are foraging areas for bats and so any lighting if required needs to be thoroughly justified and if needed, well designed.

#### **Policy PUBNOR2: Riverside Walk and cycle path**

**Policy Map 12** <https://www.broads-authority.gov.uk/norwich.pdf>

1. Land will be safeguarded for a riverside walk and cycle path along the Wensum/Yare and implemented in a way which links to the wider network of public access in the area.
2. Development of the walkway will need to address the archaeological and minerals potential of the area.
3. The provision of appropriately designed and located art and its interpretation will be supported.
4. Lighting will be designed in line with good lighting principles given the riverside location.
5. Continuing the path to link to Carey's Meadow (see policy [PUBTSA1](#)) is supported in principle, subject to the design and any impact on navigation and the natural environment. Should the footpath be linked up to Carey's Meadow CWS, it must be ensured that there is no adverse impact on the CWS through increased levels of visitor pressure/disturbance.
6. Proposals need to fit in with the East Norwich regeneration scheme and policy [PUBNOR1](#).

### **Constraints and features**

- Likely archaeological interest in the area (Roman wharfs, WW2 structures found in vicinity).
- Flood risk - zone 2 by EA mapping and small parts in zone 2, 3a and modelled 3b by SFRA 2017 mapping. When EA climate change allowance of 65% added, site is affected.
- According to SFRA, susceptible to groundwater flooding – more than 25% and more than 75%
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- Being next to the river, will need to consider impact on navigation.
- The earmarked route ends close to Carey's Meadow (a County Wildlife Site (CWS)).
- The earmarked route passes the Utilities Site (part of the East Norwich scheme) see policy [PUBNOR1](#).

### **Reasoned Justification**

Public access to the riverside along this stretch of the River Yare (from the confluence of the Rivers Yare and Wensum to the railway bridge over the Yare) has long been a policy objective. This is included in the aspirations for the development of the Utilities Site but is proposed as an additional and separate policy so that this is clearly indicated as an intention even if the adjacent site is developed later, or in a way different to that envisaged by that policy.

### **Delivery and implementation of the policy**

The policy intends for the path to be delivered in a way that complements the East Norwich regeneration scheme.

The Environment Agency highlights the need for Flood Defence Consent from the Agency for development and for any trees in proximity to the river.

In terms of lighting, whilst it is acknowledged that the route is in Norwich, it is along a river corridor and these areas are foraging areas for bats and so lighting needs to be well designed, if required.

## 49 Ormesby St. Michael

### **Policy PUBORM1: Ormesby waterworks**

**Policy Map 13:** <https://www.broads-authority.gov.uk/ormesby.pdf>

1. Ormesby water treatment works will be protected from development which adversely affects the proper functioning of the waterworks and its contribution to the landscape and visual amenity of the locality.
2. Development reasonably required for the operation of the water treatment works, and the operator's statutory duties as a water supply undertaker, will be supported where:
  - a) it is designed to make a positive contribution to the local landscape or to minimise any negative visual impact, particularly when viewed from Ormesby, Ormesby Little, and Rollesby Broads;
  - b) the tree coverage of the site, which makes an important contribution to the character and appearance of the area, is retained and also protected during construction works;
  - c) it reduces and does not cause light pollution;
  - d) It is appropriate considering the flood risk to the site; and
  - e) it has no adverse effect on the adjacent Special Area of Conservation (SAC) and Site of Special Scientific Interest (SSSI).

### **Constraints and features**

- Site adjacent to and slightly overlapping with, SAC and SSSI.
- Flood risk - zones 1, 2 & 3 by EA mapping and similar for SFRA 2017 mapping, although indicative 3b
- Parts of site are affected by surface water
- Dark sky zone 2

### **Reasoned Justification**

Ormesby Waterworks, run by Essex & Suffolk Water, provides the public water supply for a large area around Great Yarmouth. The company is also involved in improvements to water quality in the Trinity Broads as part of the Trinity Broads Partnership.

### **Delivery and implementation of the policy**

The policy is intended to encourage the continuing maintenance and upgrading of the works; while making sure the sensitivities of the area are fully addressed in any development. Proposals will need to meet the requirements of policy [PUBDM28](#) as the Trinity Broads generally has very good dark skies.

## 50 Oulton Broad

### Policy PUBOUL1: Boathouse Lane Leisure Plots

**Policy Map 14** <https://www.broads-authority.gov.uk/oultion-broad.pdf>

1. The rural and semi-natural character of the area, its contribution to the views from the Broad, and floodwater capacity will be protected.
2. Development will be strictly managed to support these aims, and in view of the poor road access and the serious risk of flooding affecting significant parts of the policy area.
3. The provision of...
  - a) small scale storage lockers for use incidental to the enjoyment of moorings, or
  - b) modest sized single room day huts, storage sheds and boat sheds

..will generally be permitted provided:

- i) the plot within which they are located remains predominantly open;
  - ii) the number of buildings does not lead to an over-developed site (usually one building is acceptable);
  - iii) in the case of day huts and storage sheds, that these are sited well back from the water's edge and not prominent in views from the Broad; and
  - iv) the design, materials, and boundary treatments are not intrusive in the area or in views from the Broad.
4. The raising of ground levels will not generally be acceptable, to retain flood capacity.
  5. The permanent or seasonal occupation of the land, vehicles, boats, etc., or the stationing of caravans, will not be permitted.
  6. In the light of the potential for archaeological remains in the area, an archaeological survey may be required in advance of any grant of planning permission.

**7. Hardstanding, patios, decking, footpaths etc. will be kept to a minimum.**

### Constraints and features

- Within Oulton Broad Conservation Area.
- Near (across broad) SAC, SPA, and SSSI.
- Article 4 Direction (1981) – removes permitted development rights for walls, gates, enclosures, etc.
- Flood risk (zones 1, 2 & 3 by EA mapping; mainly zones indicative 3b, and some zone 2, by SFRA 2018 mapping).
- According to SFRA, susceptible to groundwater flooding – less than 25%

- Parts of site are affected by surface water.
- Site at risk from tidal climate change allowance.
- Site is within Suffolk's minerals consultation area for sand and gravel (see Suffolk Minerals and Waste Local Plan 2020). However, the site is heavily constrained by flood risk, heritage and nature designations, dark sky areas, access, and amenity, so is likely not economically viable as a mineral extraction site.

### Reasoned Justification

The area features some long-established leisure plots accessed by a narrow-unmade lane. The area forms an important part of the setting of Oulton Broad and the trees and shrubbery contribute to a semi-natural appearance. Maintaining an appropriate balance between the lawful use of the land and the control of additional buildings, structures, and vehicles that owners often want to install on their plots has been a challenge for many years.

### Delivery and implementation of the policy

The policy seeks to clarify what the Authority is trying to achieve and permit a basic level of built development in support of the plots' lawful uses while minimising adverse impacts on the scenic beauty of the Broads and on the floodwater capacity of the area.

The Environment Agency supports the intention to keep buildings back from the river frontage/waterfront. While 'well back' is difficult to define and depends on particular local circumstances, in general setting the building back by a third of a plot could be appropriate. Being hard up or too close to the water's edge could enclose the river or broad's edge and be overbearing. Setting of buildings with an undeveloped area in front will also allow architectural interest of buildings to be appreciated.

### Policy PUBOUL2: Oulton Broad - Former Pegasus/Hamptons Site

**Policy Map 14** <https://www.broads-authority.gov.uk/oulton-broad.pdf>

1. This site is allocated for:
  - a) a boatyard use; and
  - b) (optionally) housing, residential moorings, recreation, entertainment, or employment use (or uses) where compatible with the boatyard use, road access, neighbouring uses and flood risk.
2. Development of the site will be required to:
  - i) Be of a scale layout and design that reflects the flood risk on site. – equal or similar to that which has been permitted (see reasoned justification);
  - ii) Be of high standards of design in line with the Broads Authority Design Guide and Code SPD<sup>185</sup> (or successor document);

<sup>185</sup> Design Guide SPD link: [Supporting documents and evidence](#)



- iii) Have high quality landscaping and boundary treatments, which retains existing trees on the site;
  - iv) Fully assess the impact of the development on the surrounding road network and demonstrate adequate capacity or provision of satisfactory mitigation to meet the likely traffic demands of the site;
  - v) Incorporate appropriate measures to manage any risk of water pollution arising from the development;
  - vi) Incorporate appropriate measures to mitigate or remedy any ground contamination;
  - vii) Provide evidence, including a site-specific flood risk assessment, to confirm that any development will be consistent with national and local policy in terms of both on-site and off-site flood risks and located in a sequential manner to reflect flood risk on site;
  - viii) Preserve or Enhance the character or appearance of the Oulton Broad Conservation Area;
  - ix) Provide appropriate and safe public access to the water to include slipways for launching of small craft and moorings and facilitate views of the water; and
  - x) Provide biodiversity net gain (in line with policy PUBDM16).
3. If housing forms part of the scheme, the provision of serviced self-build/custom build plots is encouraged.
  4. In the light of the potential for archaeological remains in the area, an archaeological survey may be required in advance of any grant of planning permission.
  5. Project Level Habitats Regulation Assessments will be needed to assess implications on habitats sites. Measures to mitigate for the effects of new growth may be required, in particular to mitigate recreation impacts (through the Suffolk Coastal GI RAMS tariff or equivalent mitigation as well as potentially the provision of good quality on-site green infrastructure).

### Constraints and features

- Within the Oulton Broad Conservation Area.
- Opposite (across broad) SAC, SPA, SSSI.
- Flood risk zones 1, 2 & 3 by EA mapping and some 2 and indicative 3b by SFRA 2018 mapping.
- Very small part of site affected by surface water flooding.
- Site at risk from tidal climate change allowance.
- Future growth could have an impact on the foul sewerage network capacity.
- Close to a pumping station.
- A particular local issue is the congestion north of Mutford Lock.
- Some trees on site.
- Boatyard nearby.
- Near rail line.

- A brownfield site.
- Site is in the Suffolk Coastal GI RAMS area.

### **Reasoned Justification**

Please note that this allocation received planning permission in 2012<sup>186</sup> for 76 market dwellings, office accommodation, and moorings. The policy is being carried forward from the 2019 Local Plan for the Broads because the permission is yet to be built out.

This is a visually prominent site on the Broad and the Authority has long sought redevelopment of the site. We recognise that it is unlikely that the whole of it will remain in boatyard use but seek to retain boatyard use and the availability of moorings, etc., at the waterside because of its importance to the local economy and the recreational value of the wider area. This policy sets out our approach to achieving such redevelopment and reflects the essentials of earlier adopted Supplementary Planning Guidance for the site, published jointly with the former Waveney District Council (now East Suffolk Council).

### **Delivery and implementation of the policy**

A particular local issue is the congestion north of Mutford Lock, as set out in the Local Transport Plan, which may be impacted upon by the development of this site. Any transport assessment under this policy should include this constraint. Suffolk County Council may seek contributions from this development, to mitigate any impacts on the highway network.

The Environment Agency highlights the need to address the risks of water pollution for waterside sites in industrial/boatyard use, and the need to deal with the risk of existing ground contamination.

Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework policies will apply, and a site-specific flood risk assessment and sequential test may be required to establish the degree of risk. Further, climate change may have an impact on the nature and extent of flood risk and that this should be considered at the application stage.

There may be a requirement for an evidence-based project level HRA to assess the impact of this development on habitats sites and mitigation could be required. The scheme will also need to mitigate recreation impacts, and this is most easily done through paying the Suffolk Coastal GI RAMS tariff although there could be a need for open space that could provide adequate daily recreation and dog walking facilities to meet needs.

There are some trees/shrubs on site that need to be planned for and incorporated into any design. Considerations include root protection. Landscaping and boundary treatment are further

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<sup>186</sup> The Planning Application is BA/2012/0271/FUL

important considerations, especially given the neighbouring uses of a rail line, boatyard and residential dwellings.

Given the flood risk on the site, it is very likely that an area immediately near the water will be free from development, potentially offering a great opportunity to provide public access to view Outlon Broad, as well as for small craft like canoes and paddle boards to enter the Broad.

The policy highlights the need for the scheme to ensure Biodiversity Net Gain in line with policy [PUBDM16](#).

The design of the development shall meet the requirements of the Broads Authority Design Guide [and Code](#) SPD and design policy [PUBDM52](#).

The Suffolk Parking Guidance will be of relevance: [Parking guidance - Suffolk County Council](#).

There could be potential for serviced plots to be provided for people to build their own homes as part of any residential element of the scheme.

The scheme is likely to be of a scale that requires for example affordable housing, open space and school place contributions; we will work with East Suffolk and Suffolk County Councils in this regard. We will also work with East Suffolk Council and other relevant parties regarding the right housing mix on the site.

It is anticipated that the dwellings will be delivered as follows:

End 2028: 15

End 2029: 15

After 2030: 46

### **Policy PUBOUL3: Oulton Broad District Shopping Centre**

**Policy Map 14** <https://www.broads-authority.gov.uk/oulton-broad.pdf>

1. New Town Centre Use Development (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 Ea and Eb Class land uses to drinking establishments and hot food takeaways (sui generis) and other non-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 cafés (Class Eb)
  - b) From any use other than retail and financial and professional services (Class Ea and Ec i and ii) in the Oulton Broad District Shopping Centre to restaurants and cafés (Class Eb), drinking establishments and hot food takeaways (sui generis).
4. 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.
  5. Proposals will need to ensure they address other relevant policies in the local plan such as natural environment, flood risk, water efficiency, provide well designed and well-located, secure 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.
  6. A site-specific flood risk assessment and sequential test may be required, depending on the proposal and location of the proposal. Built development should be located to reflect flood risk on site. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application.

### Constraints and Features

- Flood Zone 3 and 2 according to EA mapping. Some 2 and indicative 3b by SFRA 2018 mapping.
- Parts of site are affected by surface water.
- Site at risk from tidal climate change allowance.
- The Centre is in East Suffolk and Broads Authority Local Planning Authority areas.
- Next to protected open space – Nicholas Everett Park.
- In Oulton Broad Conservation Area.

### Reasoned Justification

The 2024 NPPF, at paragraph 90, says '*planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management, and adaptation*'.

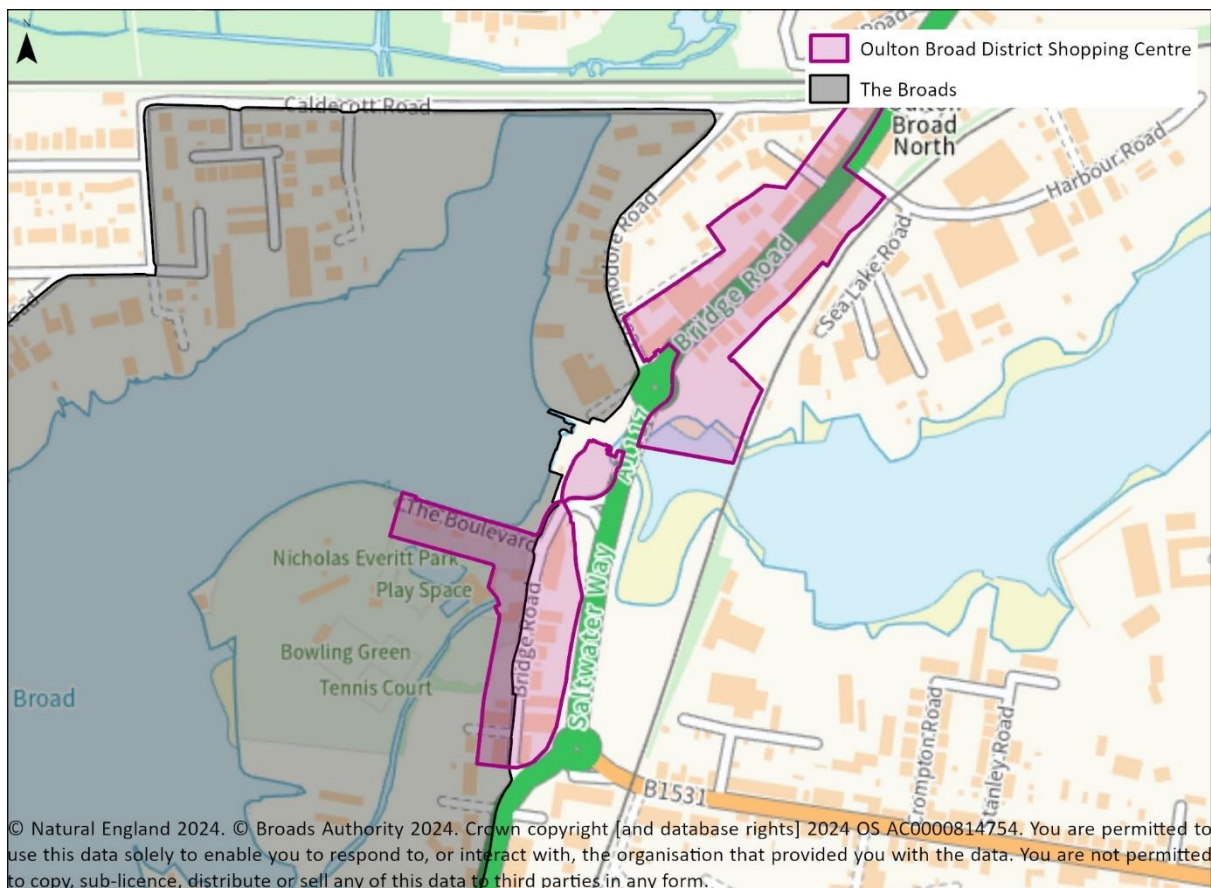
Recent retail evidence and on-site monitoring continues to identify Oulton Broad as a 'District Centre' where shops and services will be protected and prevented from changing to other uses. Planning Policy Statement 4 (PPS4) 'Planning for Sustainable Economic Growth' (now deleted) defines District Centres as a '*group of shops, separate from the town centre, usually containing at least one supermarket or superstore, and a range of non-retail services, such as banks,*

*building societies and restaurants, as well as local public facilities such as a library'. There is no definition for District Centres in the NPPG or NPPF.*

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

The 2016 Retail and Leisure Study says that the Centre has a relatively good mix of independent stores for its size but an under provision of banks and building societies. The Centre was principally identified as a 'top-up' food-shopping destination in the household survey.

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



**Map 6:** Oulton Broads District Centre is shared between the Broads Authority planning area and East Suffolk's planning area.

[Policy PUBOUL3](#) is included within both the East Suffolk Council Local Plan and the Broads Local Plan to reflect the centre's location across both planning authority areas.

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

#### **Delivery and implementation of the policy**

The policy intends to protect the existing shopping and service offer in the Centre and promote new restaurants and cafés where they would not undermine the viability of the Centre. The policy restricts changes of use to pubs and drinking establishments and hot food takeaways to address amenity concerns discussed previously.

The 2016 Retail and Leisure assessment suggests that there is potential to increase the convenience food offer as well as increase the number of cafés and restaurants to cater for the need of the local population and the wider tourist market. The assessment also identifies the potential to increase the linkages between the centre and the Broads.

Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework policies will apply, and a site-specific flood risk assessment and sequential test may be required to establish the degree of risk. Further, climate change may have an impact on the nature and extent of flood risk and that this should be considered at the application stage.

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

Of relevance will be the generic retail policy [PUBDM35](#) and Suffolk County Council's Parking Guidance: [Parking guidance - Suffolk County Council](#).

## 51 Potter Heigham/Repps with Bastwick

### Policy PUBPHRB1: Bridge Area

**Policy Map 15:** <https://www.broads-authority.gov.uk/potter-heigham.pdf>

1. The area around Potter Heigham Bridge, as identified on the Adopted Policies Map, will be further developed, and enhanced as a location for river related leisure and tourism to reflect flood risk in the area.
2. Within this area identified on the Adopted Policies Map:
  - i) Public realm and landscaping improvements are welcomed;
  - ii) Biodiversity enhancements will be expected;
  - iii) Appropriate measures to address surface water and fluvial flooding and improve resilience to flooding will be supported;
  - iv) New residential development will not be permitted; and
  - v) The amenity of existing residential occupiers will be protected.
3. New development should not harm Potter Heigham Bridge or its setting as a Scheduled Monument and Grade II\* listed building.
4. Proposals will be designed to avoid contributions to light pollution and address existing sources of light pollution.
5. It must be ensured that any development does not impact on the nearby SAC/SPA/SSSI/RAMSAR site.
6. In addition, the relevant policies of the Local Plan will apply with the following provisos:
  - a) At the Staithe:
    - i) Particular care will be taken to achieve improvements to the appearance and public realm of the area;
    - ii) Development which provides facilities supporting recreation and tourism will be supported; and
    - iii) Care will be taken to generally limit loss of existing car parking provision, and to ensure adequate car and cycle parking is provided to serve new facilities.
  - b) At the southern bank area:
    - i) Particular care will be taken to achieve improvements to the appearance and public realm of the area;
    - ii) Proposals that are appropriate to the site's location in terms of flood risk and proximity to the Bridge will be supported. A site-specific flood risk assessment and sequential test may be required, depending on the proposal and location of the proposal. Built development should be located to reflect flood risk on site. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application

- c) At the large retail outlet:
  - i) The retail use of this site will be protected;
  - ii) Appropriate and well-designed improvements or changes to the site will be supported; and
  - iii) Care will be taken to avoid loss of existing levels of car parking provision, and to ensure adequate car and cycle parking is provided to serve these facilities.
- 7. In terms of traffic management in the area, opportunities to review the traffic management infrastructure and routes through and around the area to improve amenity and safety and better respect the historic bridge will be welcomed.

### **Constraints and features**

- Potter Heigham Bridge is a scheduled ancient monument and Listed Grade II\* building.
- Area close to SAC, SPA, SSSI, RAMSAR.
- Flood risk zones 2 & 3 by EA mapping; zones 1, 2, 3a, modelled 3b and indicative 3b by SFRA 2017 mapping).
- Parts of site are affected by surface water.
- Affected on a wet day if Back of Hall Reservoir floods according to mapping.
- Potential archaeological interest.
- Local Green Space nearby – Bridge Green.
- Several riparian watercourses within and adjacent to the site. Also adjacent to a main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse. Environment Agency should be consulted on any alteration of or discharge to the main river.
- Some Tree Preservation Orders on some trees on the site.

### **Reasoned Justification**

The area around Potter Heigham Bridge is one of the most popular areas for visitors to the Broads. A range of attractions, including boatyards, cafe, public house, restaurant, shops, moorings, and slipway, combined with direct access to and views of the River Thurne, contribute to its appeal.

Car parking in the area is privately controlled. With the number of visitors, boat hirers, workers and chalet occupiers wishing to park in the area, there is potential for the parking provision to come under significant pressure, particularly at peak times.

While environmental improvements and some upgrading of premises have occurred in recent years, there remains scope for further improvements and development. In particular the site of the former Bridge Hotel, at the southern end of the bridge, would benefit from a more attractive and permanent redevelopment that reflects its constraints, in particular flood risk and location near to the Bridge.



The policy provides encouragement and guidance for further improvements and facilities for the area.

### **Delivery and implementation of the policy**

Provision of further car parking is problematic given the sensitivity of the area. It is therefore important to make sure that none of the existing capacity is lost. The policy also seeks the provision of improved cycle parking of a useful design in accessible locations to aid visitors by means other than motor cars.

Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework policies will apply, and a site-specific flood risk assessment and sequential test may be required to establish the degree of risk. Further, climate change may have an impact on the nature and extent of flood risk and that this should be considered at the application stage.

The large retail outlet is an important visitor attraction in the area, drawing visitors from around the county and beyond. The policy seeks to protect this land use and allow appropriate and well-designed improvements or changes to the business. Of particular relevance to changes in this area will be the Generic Retail Policy [PUBDM35](#).

Proposals will need to meet the requirements of policy [PUBDM28](#) as the Potter Heigham Bridge area generally has good dark skies and is near to the area of darkest skies in the Broads.

### **Policy PUBPHRB2: Waterside plots**

**Policy Map 15:** <https://www.broads-authority.gov.uk/potter-heigham.pdf>

1. The rural and 'holiday' character of the area of waterside plots will be conserved.

#### **Chalet plots**

2. Existing waterside chalet plots will be protected from over-development and suburbanisation, while allowing the maintenance and upgrading or appropriate replacement of existing buildings and boundary treatments where this maintains the openness and the low key, lightweight, and sometimes whimsical forms of building generally characteristic of the area and is consistent with policies on flood risk. [The Authority would seek the retention of good examples of historic bungalows/chalets.](#)
3. Particular care will be taken to:
  - i) retain or reinstate an open margin, clear of buildings, to the river frontage;
  - ii) retain open areas around and between buildings, and views and glimpses between the river and the land behind the chalets;
  - iii) limit the height, bulk and extent of buildings to approximately their present levels, and generally to a maximum of around (i) 70% of the plot width (excluding mooring basins

- coverage), and
- (ii) plot coverage of 70%, subject to the particulars of the site and its surroundings;
- iv) ensure the retention or provision of lawn, and flower or shrubbery planting;
  - v) exploit any opportunities to reduce flood risk and provide appropriate flood resilience measures as part of the development proposals;
  - vi) provide biodiversity enhancements (see policy [PUBDM15](#));
  - vii) reduce/address light pollution; and
  - viii) consider the implications of any proposed development on navigation and nature conservation.
4. Additional dwellings or holiday accommodation will not be permitted, nor will permission be granted for permanent residential occupancy of holiday chalets.

### **Mooring plots**

5. Development will not be permitted other than appropriate riverbank stabilisation and mooring infrastructure, and the provision of small-scale storage lockers incidental to the mooring use of the plot.

### **Undeveloped plots**

6. Development will not be permitted on undeveloped plots.

### **Constraints and features**

- High flood risk – outside defences (zones 2 & 3 by EA mapping; zone 2, 3a/indicative 3b and parts modelled 3b by SFRA 2017 mapping).
- Affected on a wet day if Back of Hall Reservoir floods according to mapping.
- Some of the areas have some surface water, mostly on the boundary.
- Close to, and in places adjacent to, SAC, SPA, Ramsar site, SSSI.
- Parts close to Potter Heigham Bridge, which is both a Grade II\* Listed Building and a Scheduled Ancient Monument.
- Dark skies zone 2.
- Adjacent to IDB Maintained watercourses (DRN021P0101, DRN021P0102, and DRN004P0505) riparian watercourses, and main river. No works within 9m of IDB Maintained watercourse without prior consent from the IDB. Consent also required from the IDB for any alteration of or discharge to any watercourse (excluding main river). Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

This policy continues the general approach of the 1997 Local Plan.

Proposals will need to meet the requirements of policy [PUBDM28](#), as the area covered by this policy generally has very good to excellent dark skies. The Mooring and Rivers Bank Stabilisation Design Guides <sup>187</sup> (or successor documents) are of relevance.

In terms of any proposals to replace the chalet's bungalows in this area, the Broads Authority Design Guide/code SPD will be of relevance. So too will the embodied carbon policy ([PUBDM2](#)) and the replacement dwellings policy ([PUBDM50](#)).

### **Policy PUBPHRB3: Green Bank Zones**

**Policy Map 15:** <https://www.broads-authority.gov.uk/potter-heigham.pdf>

Development will not be permitted within the 'green bank zones' defined on the Adopted Policies Map, to conserve the remaining openness and rural character of the area in the vicinity of the Thurne waterside plots and chalets.

### **Constraints and features**

- High flood risk – outside defences (zones 2 & 3 by EA mapping; zone 2, 3a/indicative 3b and parts modelled 3b by SFRA 2017 mapping).
- Affected on a wet day if Back of Hall Reservoir floods according to mapping.
- **[Some of the areas have some surface water, mostly on the boundary.](#)**
- Close to, and in places adjacent to, SAC, SPA, Ramsar site, SSSI.
- Parts close to Potter Heigham Bridge, which is both a Grade II\* Listed Building and a Scheduled Ancient Monument.
- These areas are adjacent to Board Maintained watercourses (DRN002P0303, DRN004P0506, DRN021P0101, DRN021P0102, DRN041P0104). No works within 9m of IDB Maintained watercourse without prior consent from the IDB. Consent also required from the IDB for any alteration of or discharge to any watercourse (excluding main river). Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

Further spread of riverside plots would erode the landscape and special character of the locality, add to flood risk, threaten water quality, and lead to further demand for car parking provision and utilities infrastructure.

**During the Preferred Options consultation, we proposed some slight changes to the areas covered by PHRB2 and PHRB3. No comments were received and therefore we intend to change the area to which the policy applies, in line with the proposals in the Preferred Options. This is reflected in the Publication policies maps.**

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<sup>187</sup> [Broads planning guides \(broads-authority.gov.uk\)](https://www.broads-authority.gov.uk/broads-planning-guides)

## 52 St. Olaves

### **Policy PUBSOL1: Riverside area moorings**

**Policy Map 17:** <https://www.broads-authority.gov.uk/st-olaves.pdf>

1. The defined area will be kept generally open and uses limited to the mooring of boats and uses incidental to that activity.
2. Particular care will be taken to ensure that any development is sensitively designed, landscaped, and, where appropriate, screened from river views.
3. Provision of appropriately designed unobtrusive facilities (such as access tracks, parking areas, moorings, steps, ramps, and small-scale storage lockers) for use incidental to the enjoyment of the moorings, will be permitted.
4. The permanent or seasonal occupation of the land, vehicles, boats, etc., or the stationing of caravans, will not be permitted.

### **Constraints and features**

- Article 4 Direction (1990) – removes wall/gate/enclosure PD Rights.
- Area at high risk of flooding (zones 2 & 3 by EA mapping; zones 2 and indicative 3b by SFRA 2017 mapping).
- Parts of site are affected by surface water.
- Affected on a wet day if Reeders Reservoir floods according to mapping.
- Area is adjacent / near a number of designated heritage assets including listed buildings and the Halvergate Marshes Conservation Area.
- Dark skies zone 2.
- Several riparian watercourses within and adjacent to the site. Also adjacent to a main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

Management of a potential proliferation of development in this area has been an issue going back some years. The policy continues the approach of the 1997 Local Plan. Applicants are directed to the Authority's adopted Mooring Design Guidance (or successor document)<sup>188</sup>.

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<sup>188</sup> Mooring Design Guide which can be found here: [Broads planning guides \(broads-authority.gov.uk\)](https://www.broads-authority.gov.uk/broads-planning-guides)

## 53 Somerleyton

It is important to be aware that the [Lound with Ashby, Herringfleet and Somerleyton Neighbourhood Plan](#) was 'made' in 2022 and is part of the Development Plan and the policies it contains may be of relevance to proposals for this area of Somerleyton.

### **Policy PUBSOM1: Somerleyton Marina Residential Moorings**

**Policy Map 16:** <https://www.broads-authority.gov.uk/somerleyton.pdf>

1. Proposals for up to a maximum of fifteen residential moorings will be supported in the area marked on the policies map, subject to the following criteria:
  - a) It needs to be satisfactorily demonstrated that the proposals for residential moorings would not compromise existing business on the sites and that the proposals for residential moorings meet the criteria in the Broads Local Plan policies on general employment and boatyards.
  - b) Car parking provision only in the area of the existing boatyard buildings with a suitable surface and landscaping treatment;
  - c) Quay heading and decking upgraded to a satisfactory and safe standard of a design in keeping with the local character, prior to use as residential moorings;
  - d) It being satisfactorily demonstrated that the proposal would meet the criteria in the Policy [PUBDM46](#) (New Residential Moorings) which will apply as the site will be treated as if it were adjacent to a development boundary;
  - e) No adverse effects on trees, water quality and the conservation objectives and qualifying features of the nearby SSSI (site is within SSSI Impact Zone);
  - f) Cabinets and storage of any kind for those living on the boats, if required, will be kept to a minimum and sensitively designed and appropriately located;
  - g) The scheme must take particular care relating to lighting in line with [PUBDM28](#) (Light Pollution and Dark Skies); and
  - h) An assessment of the foul sewerage network is required to demonstrate that capacity is available or can be made available in time to serve the development.
2. Conditions will be used to restrict the number, scale, and size of boats using the residential moorings.
3. Project Level Habitats Regulation Assessments will be needed to assess implications on habitats sites. Measures to mitigate for the recreation effects of new growth will be required (through the GI RAMS tariff or equivalent mitigation).
4. A management plan for the site and a register of those who live on boats will be required and will be covered by a planning condition imposed on any planning permission granted.

### Constraints and features

- Part of Somerleyton in East Suffolk Council's Planning Area has a development boundary, and two sites allocated for residential development.
- Planning permission for a shop locally and Estate keen to provide a shop (which could potentially be linked to the pub rather than where the permission is).
- Located within marina.
- County Wildlife Site nearby.
- Marina and moorings used for private rented moorings.
- Area for car parking near to the existing buildings likely to need formalising.
- Highways considerations including width of track and visibility splays.
- Adjacent to/within the existing Somerleyton Conservation Area.
- Accessed using a private road.
- In a SSSI Impact Zone.
- Flood Zone 3 (EA Mapping) indicative 3b (SFRA 2018).
- Office could be converted to amenity block.
- Strong sense of tranquillity.
- Quay heading in parts is in need of repair.
- Area of good dark skies
- The site is in the Suffolk Coast RAMs area.
- There are also a number of locally listed buildings in the vicinity, including the Duke's Head PH and outbuildings, the Brickfields terraces, the Swing Bridge and Signal Box, the remains of the Belgian Kiln and brickworks site and the Wherry Dyke and Crown Boat Yard.
- Adjacent to a riparian watercourse as well as on the main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse.
- Based on current forecasts Somerleyton Primary is forecast to exceed 95% capacity during the forecast period.

### Reasoned Justification

Whilst the entire marina of Somerleyton Marina is allocated, the Authority would support up to fifteen of the moorings at Somerleyton Marina being converted to residential moorings in line with policy [PUBDM46](#). The benefits of a regular income as well as passive security that residential moorings can bring are acknowledged. However, in accordance with other Local Plan policies, the conversion of an entire business to residential moorings would not be supported. It is anticipated that the moorings will be in place after ~~2030~~ **2025, by 2032**.

The site has good access by foot to the school and train station. The Somerleyton Estate are keen to provide a shop and believe the residential moorings will help make a shop successful.

It is important to note that the allocation of 15 residential moorings in the existing marina is not linked to any plans to extend the current marina; it is not a requirement to extend the marina to

be able to accommodate these 15 residential moorings. The site owner has stated that the moorings can be accommodated through changing the format of the existing marina.

### **Delivery and implementation of the policy**

Residential moorings would increase the parking demand in the context of continued parking requirements for existing boat users of the marina. The track to the north of the existing marina is unlikely to be suitable for developing car parking as it is exposed to views, and there may not be enough space here to formalise parking and allow for turning without making significant interventions. The Marina owners have indicated that car parking could be provided through re-arrangement of how the land is used near to the existing buildings where boats are stored. Subject to detailed design considerations such as surfacing and detailed location, car parking nearer to the buildings is the Authority's preference.

The Marina owners have stated that the existing office building would likely be converted to an amenity block for use by those living at the residential moorings, potentially containing storage, showers, and toilets. Cabinets and storage of any kind nearer to the moorings, if required, should be kept to a minimum and sensitively designed. The removal of permitted development rights might be an appropriate way of controlling undesirable build-up of domestic paraphernalia.

Proposals will need to show that there are adequate facilities for water supply, electricity, and pump out.

The policy requires a management plan for the site as well as a register of those boats being lived on within the marina. These will be required through conditions on planning application(s). The management plan will help ensure the site as a whole is appropriately managed. This would normally cover things like noise, waste, delivery times etc. and would have contact details of who to contact if the management requirements of the site are not adhered to. A breach of this management plan would then be a breach of condition and could be enforced. The register of who lives on which boat will be maintained at all times.

The provision of residential moorings here could increase pressure for an increase in lighting; however, the impact of artificial light on local amenity, intrinsically dark landscapes, and nature conservation should be minimised as the Somerleyton area is an area of good dark skies – see policy [PUBDM28](#).

Proposals must also take into consideration the SSSI and Conservation Area which covers the area that could be used for car parking and storage. The Marina is within the Suffolk Coast RAMS area and therefore will need to pay a tariff for each residential mooring to mitigate impact because of recreation.

In the interests of residential amenity impacts, the number, size, and scale of boats using the moorings will be controlled using conditions attached to future planning permissions.

There should also be space within the site for waste bin storage and presentation, so it is not left within the highway.

The quay heading and pontoons used to moor and access boats may need improvements and any application should address this. Any quay heading and decking should be detailed in line with the surrounding area.

Access to the site should provide adequate visibility splays (in line with DMRB standards) and the access width should be adequate to allow two vehicles to pass and accommodate large service vehicles.

Anglian Water Services have identified a need for further details relating to the estimated flow and the proposed connection point(s) to the foul sewerage network be set out in the planning application.

In terms of the provision of storage and cabinets, these should be located and designed to fit in with the character of the boatyard. It may be the case that being next to the waterway for example, is not the appropriate location, but they may be better located nearer to the boatyard buildings. Any such provision will be kept to the minimum needed.

The Broads Authority has adopted a [residential moorings guide](#) (or successor document) which will be of relevance to this scheme. HSE Safety in docks ACOP ([www.hse.gov.uk/pubns/books/l148.htm](http://www.hse.gov.uk/pubns/books/l148.htm)) is applicable to Marinas and will set out the minimum standards expected in relation to the safety provision.

Please note that Suffolk County Council have indicated that the 15 residential moorings are likely to generate 1 extra pupil, and they would request developer contributions for the improvement and enhancement (including increasing the pupil admission number) of primary school provision serving the development, in line with the SCC Developers Guide to Infrastructure.



## 54 Stalham

**Policy PUBSTA1: Land at Stalham Staithe (Richardson's Boatyard)**

**Policy Map 18:** <https://www.broads-authority.gov.uk/stalham.pdf>

### **The Boatyard as a whole (including residential moorings – see below)**

1. The land identified on the Adopted Policies Map will be subject to the policies in the economy section of the Local Plan.
2. The peninsulas of land (as identified on the Policies Map) between the river and the mooring basins should be kept clear of buildings and large structures, and landscape planting should be provided here to protect and enhance views from the river. The type of planting will need to avoid the creation of additional wind shadowing of the river affecting its sailing value.
3. Any proposals for excavation need to refer to other policies in the Local Plan, such as the [peat and soils](#) and [excavated materials \(PUBDM24\) policies](#).
4. Measures to control any risk of water pollution arising from new development will be required.
5. An archaeological assessment is likely to be required as part of any application for any operational development.
6. Proposals will require visibility improvements at the access.
7. Given the location of the area, particular attention will be given to lighting schemes and light pollution in line with [PUBDM28](#) (Light Pollution and Dark Skies)
8. Any new build proposals will need to be in conformity with the Broads Authority Design Guide/code SPD<sup>189</sup> (or successor document).
9. A project level Habitats Regulation Assessment may be required to accompany proposals.

### **Residential moorings**

10. Proposals for residential moorings of up to a maximum of 10 will be supported in the area marked on the policies map, subject to the following criteria:
  - a) It needs to be satisfactorily demonstrated that the proposals for residential moorings would not compromise existing business on the sites and that the proposals for residential moorings meet the criteria in the Broads Local Plan policies on general employment and boatyards;

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<sup>189</sup> Design Guide SPD link: [Supporting documents and evidence](#)

- b) Proposals for residential moorings should ensure there is no encroachment by those moorings into the river;
  - c) Detail regarding sewerage disposal would be needed as part of a planning application;
  - d) Proposals for residential moorings should locate these in the central area of the overall site to avoid impacts on adjacent residential properties and the carr woodland to the west;
  - e) It needs to be satisfactorily demonstrated that the proposal would meet the criteria in the Policy [PUBDM46](#) (New Residential Moorings) which will apply;
  - f) Proposals must ensure no adverse effects on water quality and the conservation objectives and qualifying features of the nearby SSSI, SPA and SAC;
  - g) Cabinets and storage of any kind for those living on the boats, if required, will be kept to a minimum and sensitively designed and appropriately located;
  - h) The scheme must take particular care relating to lighting in line with [PUBDM28](#) (Light Pollution and Dark Skies); and
  - i) An assessment of the foul sewerage network is required to demonstrate that capacity is available or can be made available in time to serve the development.
11. Conditions will be used to restrict the number, scale and size of boats using the residential moorings to protect navigation and control the visual appearance.
12. Project Level Habitats Regulation Assessments will be needed to assess implications on habitats sites. Measures to mitigate for the recreation effects of new growth will be required (through the GI RAMS tariff or equivalent mitigation), so too will measures to mitigate nutrient enrichment (nutrient neutrality).
13. A management plan for the site and a register of those who live on boats will be required and will be covered by a planning condition imposed on any planning permission granted.

### **Constraints and features**

- Adjacent to Stalham Staithe Conservation Area (re-appraised in 2016).
- Part of site within Barton & Sutton Broad Archaeological area.
- Close upstream of SAC, SPA, Ramsar, SSSI.
- Flood risk zones 1, 2 & 3 by EA mapping and some 2 and 3a by SFRA 2017 mapping.
- According to SFRA, susceptible to groundwater flooding – more than 25% and more than 75%
- Parts of site are affected by surface water according.
- Access visibility is currently restricted by private signage and fencing.
- Area of good dark skies
- The site is in the Norfolk RAMs area.
- The site is in scope in relation to Nutrient Enrichment.
- BGS information shows the site is mostly on peat.

- On the main river. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

Richardson's Boatyard is one of the largest in the Broads. Local Plan Policy [PUBDM46](#) provides the potential for residential moorings in boatyards adjacent to development boundaries. Although there is no development boundary immediately adjacent to the boatyard, it is close to a significant range of facilities in Stalham. The availability of these facilities, together with the scale of the boatyard, meets the locational criteria of Policy [PUBDM46](#). It also confirms the application of the general employment and boatyard development policies of the Local Plan, steers built development away from the part of the boatyard that forms a prominent riverbank in the river approach to Stalham and seeks to encourage trees and other planting in this area.

### **Delivery and implementation of the policy**

The Environment Agency also highlights the need to address the risks of water pollution for waterside sites in industrial/ boatyard use.

The area is on the edge of a built-up area, at a rural/urban transition. As such, inappropriate, poorly designed lighting can have a significant impact, and so particular attention will be given to lighting. The provision of residential moorings here could increase pressure for an increase in lighting; however, the impact of artificial light on local amenity, intrinsically dark landscapes, and nature conservation should be minimised as the Stalham Staithe area is an area of good dark skies – see policy [PUBDM28](#).

The Broads Authority Design Guide/code SPD includes guidance on waterside buildings.

Proposals will also need to show that there are adequate facilities for water supply, electricity, and pump out for example.

The policy requires a management plan for the site as well as a register of those boats being lived on within the marina. These will be required through conditions on planning application(s). The management plan will help ensure the site as a whole is appropriately managed. This would normally cover things like noise, waste, delivery times etc. and would have contact details of who to contact if the management requirements of the site are not adhered to. A breach of this management plan would then be a breach of condition and could be enforced. The register of who lives on which boat will be maintained at all times.

The scheme will need to mitigate recreation impacts, and this is most easily done through paying the GI RAMS tariff. The scheme will need to mitigate nutrient enrichment as well.

In terms of the provision of storage and cabinets, these should be located and designed to fit in with the character of the boatyard. It may be the case that being next to the waterway for example, is not the appropriate location, but they may be better located nearer to the boatyard buildings. Any such provision will be kept to the minimum needed.

The Broads Authority has adopted a [residential moorings guide](#) (or successor document) which will be of relevance to this scheme. HSE Safety in docks ACOP ([www.hse.gov.uk/pubns/books/l148.htm](http://www.hse.gov.uk/pubns/books/l148.htm)) is applicable to Marinas and will set out the minimum standards expected in relation to the safety provision.

The residential moorings will be delivered after 2025 and likely by 2032.

## 55 Thorpe St. Andrew

It is important to be aware that the [Thorpe St Andrew Neighbourhood Plan](#) was ‘made’ in 2024 and is part of the Development Plan and the policies it contains may be of relevance to proposals for this area of Thorpe St Andrew.

### **Policy PUBTSA1: Cary’s Meadow**

**Policy Map 12** <https://www.broads-authority.gov.uk/norwich.pdf>

1. Land at Cary’s Meadow will be conserved and enhanced for its contribution to the landscape, its wildlife and openness, and the appropriate recreation use by visitors and local residents.
2. The provision of appropriately designed and located cycle parking is encouraged and supported.

### **Constraints and features**

- Cary’s Meadow is a Norfolk County Wildlife Site, part of which lies within the Thorpe St. Andrew with Thorpe Island Conservation Area.
- Flood risk - mainly zone 2 and some zone 1 by EA mapping; small part 2, 3a and by SFRA 2017).
- According to SFRA, susceptible to groundwater flooding – more than 25% to 50%
- Parts of site are affected by surface water.
- SFRA shows area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- Adjacent to a riparian watercourse as well as on the main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse.

### **Reasoned Justification**

Cary’s Meadow is a valuable site for wildlife and popular open space for the local community. The policy signals the Authority’s continuing commitment to its protection and improvement. The river can also be accessed and viewed from the Meadow. In 2015, canoe access points were put in place. Given the Meadow’s location close to the Norwich urban area, the policy encourages and supports appropriately designed and located cycle parking.

### **Policy PUBTSA2: Thorpe Island**

**Policy Map 12** <https://www.broads-authority.gov.uk/norwich.pdf>

1. Development on Thorpe Island will be managed to:
  - a) maintain and enhance:
    - i) the character and appearance of the Conservation Area;
    - ii) the visual amenity and the residential amenity of neighbouring occupiers;
    - iii) the contribution of the island to the wider landscape of the River Yare; and
    - iv) the navigational value of the Yare and the New Cut; and

- b) avoid any significant increase in:
    - i) the intensity or extent of mooring use;
    - ii) the intensity or extent of onshore development required to support any lawful mooring uses;
    - iii) vehicular traffic using the bridge;
    - iv) dinghy access likely to lead to the mooring or storage of dinghies (or other small craft) on the Thorpe shore, unless specific and satisfactory provision has been made for this;
    - v) car parking in the Thorpe area, unless specific and satisfactory provision has been made for this;
    - vi) risk of groundwater or river water pollution; and
    - vii) flood risk and reduce flood risk where practicable.
  - c) not add to light pollution by ensuring any lighting is justified and well-designed.
2. For planning purposes, the island is split into three parts, to which the following criteria apply:
- a) **Eastern End of Thorpe Island**
    - i) This part of the island is retained in boatyard usage. Well-designed upgrades or renewals to the existing boatyard buildings (in conformity with the Broads Authority Design Guide/code SPD or successor document) to facilitate the continued boatyard use and, which reflect this part of the island being in the Conservation Area and the urban/rural transition area, as well as being a gateway into Norwich, will be supported. Any proposals must also improve the landscaping of this part of the island. In relation to the private moorings along the river frontage, proposals which seek to give more order and improve the appearance of these moorings and the associated paraphernalia on the island itself will be supported.
  - b) **Central part of Thorpe Island**
    - i) This part of the island will be retained in its current use with no significant extensions to the existing buildings and replacements on a like for like basis (in conformity with the Broads Authority Design Guide/code SPD or successor document).
  - c) **Western end of Thorpe Island (including the basin)**
    - i) This part of the island will be retained as open in nature with no built development. Proposals which remove the poor-quality structures and paraphernalia will be welcomed. Proposals shall make significant improvement to the visual appearance of the area and provide biodiversity enhancements.
    - ii) Within the basin, the provision of private moorings for up to 25 vessels is acceptable, subject to the satisfactory provision of well-designed and screened on-site car parking, refuse storage and disposal, sewage disposal and upgrades to the bridge. Significant improvements

will also be required to the landscaping. Moorings shall be laid out in an informal configuration to avoid regimentation in appearance<sup>190</sup>. Proposals for the basin must include the removal and suitable disposal of the sunken vessels to improve the visual appearance of the area and enable safe usage of the basin.

iii) No other development shall be permitted on the Western end of the Island.

### Constraints and features

- Almost the whole of Thorpe Island is within the Thorpe St Andrew with Thorpe Island Conservation Area. (Only the railway line along the southern edge of the Island is excluded.)
- Almost the whole of the Island is in high flood risk zones (EA zone 3; SFRA 2017 most zone 2, 3a and modelled 3b).
- According to SFRA, susceptible to groundwater flooding – more than 25% to 50%
- Parts of site are affected by surface water.
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- SFRA shows area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.
- The Island is in an area of safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is unlikely to constrain the type and scale of development supported by the policy.
- Bridges constrain types and size of vessels entering the river from the cut.
- Some Tree Preservation Orders on some trees on the site.
- For the Eastern and Central parts of the Island, there is no pedestrian or vehicular access from land; access is only by boat.
- Narrow vehicular access via a bridge to the Western end of Thorpe Island.
- Amenity of varying neighbouring uses.
- Limited utilities provision.
- Active railway line.
- Mooring basin.
- Sunken vessels within basin.
- Rural/urban transition area.
- Outside development boundary.
- River Green nearby ([PUBTSA5](#)).
- Adjacent to a riparian watercourse as well as on the main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse.

### Reasoned Justification

The semi-natural appearance that much of the Island provides is an important backdrop to views from River Green and its environs, and more generally to the character and appearance of the

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<sup>190</sup> This wording reflects the Inspector's decision: [Thorpe Island appeal decision 20 Oct 2014 \(pdf | broads-authority.gov.uk\)](#)

Conservation Area. It also provides a semi-natural view from the riverside path in Whitlingham Country Park, screening the traffic and urban development of Thorpe St. Andrew and helping provide a more tranquil and semi-rural character to the Park.

Since the closure of the hire boatyards that previously operated from the Island, a whole series of uses and operations, many unauthorised, have given rise to complaints from neighbouring occupiers and the Town Council, with successive enforcement actions by the Authority, decisions by the Planning Inspectorate and subsequent legal judgements by courts. The residential occupancy of the former boatyard office and the operation of a boatyard at the Eastern end of the Island are legitimate.

The Island has very limited access. A narrow bridge to the west does connect the Island to the shore but is very narrow, with poor alignment and emerging into a small residential estate and is not a suitable route for significant traffic or heavy vehicles. There is a serious shortage of parking in the vicinity to serve local residents, local business, and visitors to the popular riverside area of River Green.

Significant development of the Island would give rise to additional pressure on this already limited capacity. Access to the Island is primarily by boat, but this too is constrained. Boat access to the north side of the Island from the main river (New Cut) is constrained by shoal water and the low air draught (clearance height) of the railway bridges at both ends of the Island, while the railway along the south edge of the Island rules out direct access to it from the main river. Therefore, further substantial development of the Island is not compatible with the very limited access to it, the lack of available car parking in the environs, the Island's contribution to the character and appearance of the Conservation Area, and the wider landscape.

### **Delivery and implementation of the policy**

The Environment Agency highlights that the site lies within its designated Source Protection Zone 1, and the importance here of avoiding the risk of pollution to the groundwater resources. It also emphasises the need to address the risks of water pollution for waterside sites in industrial/boatyard use.

The Broads Authority Design Guide/code SPD addresses waterside buildings.

Given the site's location, in a semi-rural area and next to water, lighting could have a big impact and so needs to be fully justified and well designed.

The policy for the **eastern end of the Island** seeks the retention of the boat usage and allows for related improvements to the existing buildings. This reflects the flood risk to the site as well as there being no pedestrian or vehicular access. This is a prominent site at the gateway to Norwich. It is located in the Conservation Area, is within the transition from rural to urban, and is



prominent from River Green. Along the river are many long-term moorings, with associated paraphernalia on the island itself. It is haphazard in layout and in a prominent location with views from River Green, and the Authority seeks improvements to the appearance of this area.

Turning to the **central part of the island**, the usage includes boatsheds for storing of craft, rowing facilities, and amenity plots. The policy seeks to retain this low impact use.

Finally, the **western end of the island** has been the subject of many complaints, enforcement action, planning appeals and legal action. The final appeal decision is here: [Thorpe Island appeal decision 20 Oct 2014 \(pdf | broads-authority.gov.uk\)](#). The provision of appropriately surfaced and screened car parking spaces, an agreed method of waste storage and collection as well as provision for pump out all on the island will ensure that the impact of any mooring provision within the basin is minimal on the nearby community. Subject to detailed design, this provision could be located to the west of the marina, close to the existing bridge.

#### **Policy PUBTSA3: Griffin Lane – boatyards and industrial area**

**Policy Map 12** <https://www.broads-authority.gov.uk/norwich.pdf>

1. Environmental and landscape improvements to this area will be sought, while protecting the existing dockyard and boatyard uses under Broads Local Plan policies on general employment and boatyards ([PUBDM32](#) and [PUBDM34](#)).
2. Development in the area will not be permitted except where this furthers these objectives and is compatible with the restricted road access to the area and other highway constraints.
3. Any change in line with the requirements of this policy will take account of the Listed Grade II building and its setting. Furthermore, in the light of the potential for archaeological remains in the area, an archaeological survey may be required in advance of any grant of planning permission.
4. Particular consideration will be given to the need and design of lighting and any subsequent light pollution, given the location of the area on the edge of the settlement, near to water.
5. Any proposals will need to be in conformity with the Broads Authority Design Guide/code SPD<sup>191</sup> (or successor document).

#### **Constraints and features**

- Listed Grade II building within area.
- Area likely to be of archaeological interest.
- Just across river from Whitlingham Marsh Local Nature Reserve.
- Flood risk (mainly zone 3 by EA mapping; zones 2, 3a & modelled 3b, by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – more than 25% to 50%
- Parts of site are affected by surface water.

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<sup>191</sup> Design Guide SPD link: [Supporting documents and evidence](#)

- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.
- This area contains safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is unlikely to constrain the type and scale of development supported by the policy.
- Adjacent to a riparian watercourse as well as on the main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse.

### **Reasoned Justification**

The policy seeks to support the value of the boatyards and dockyard, while ensuring that full regard is given to the desirability of achieving environmental improvements, and to the constrained road access to the area.

### **Delivery and implementation of the policy**

Environmental improvements could relate to water quality, biodiversity, soil, and noise and air pollution.

The Broads Authority Design Guide/code SPD addresses waterside buildings.

Given the site's location, in a semi-rural area and next to water, lighting could have a big impact and so needs to be fully justified and well designed.

### **Policy PUBTSA4: Bungalow Lane – mooring plots and boatyards**

**Policy Map 12** <https://www.broads-authority.gov.uk/norwich.pdf>

1. Further development will be limited by the area's vulnerability to flooding, the retention of its semi-rural character, and the poor road access.
2. The existing tree cover will be retained. Additional tree and other planting will be encouraged, subject to avoiding the creation of additional wind shadowing of the river affecting its sailing value.
3. Permission will not be granted for:
  - i) permanent dwellings;
  - ii) the use as permanent dwellings of buildings restricted to holiday or day use;
  - iii) the use for holiday or permanent occupation of buildings constructed as day huts, boatsheds or temporary buildings; or
  - iv) the stationing of caravans.
4. Extensions to existing buildings, and replacement buildings, will be permitted, provided that:
  - a) the building and use proposed complies with policies for development in areas of flood risk;

- b) the design, scale, materials and landscaping of the development contributes positively to the semi-rural and holiday character of the area, and pays appropriate regard to the amenity of nearby occupiers and is in conformity with the Broads Authority Design Guide/code SPD<sup>192</sup> (or successor document);
  - c) particular consideration is taken to the need and design of lighting and any subsequent light pollution, given the location of the area on the edge of the settlement, near to water;
  - d) care is taken to avoid over-development of plots, and in particular:
    - i) a significant proportion of the plot area (excluding mooring areas) should remain unbuilt;
    - ii) buildings should not occupy the whole width of plots;
    - iii) buildings should be kept well back from the river frontage; and
    - iv) buildings should be of single storey of modest height, with floor not raised excessively above ground level.
5. Development of new or replacement buildings within existing boatyards to meet essential operational needs will be permitted, provided that no significant increase in traffic on Bungalow Lane would result.

### Constraints and features

- Just across river from Whitlingham Marsh Local Nature Reserve.
- Flood risk (zones 2 & 3 by EA 2012 mapping; zone modelled 3b by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – more than 25% to 50%
- Surface water flood risk on the northern boundary.
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.
- The site is in an area of safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is unlikely to constrain the type and scale of development supported by the policy.
- Adjacent to a riparian watercourse as well as on the main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse.

### Reasoned Justification

This is a small riverside area of mooring plots, chalets, and boatyards. Road access is poor, being a narrow track with an unmanned level crossing of the railway and a restricted junction onto the main road. The aim is to avoid any increase in road traffic, any consolidation, or extension of built development along the river frontage, and any increase in flood risk.

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<sup>192</sup> Design Guide SPD link: [Supporting documents and evidence](#)

### **Delivery and implementation of the policy**

The Environment Agency supports the intention to keep buildings back from the river frontage. While 'well back' is difficult to define and depends on particular local circumstances, in general setting the building back by a third of a plot could be appropriate. Being hard up or too close to the water's edge could enclose the river and be overbearing. Setting of buildings with an undeveloped area in front will also allow architectural interest of buildings to be appreciated.

The Broads Authority Design Guide/code SPD addresses waterside buildings.

Given the site's location, in a semi-rural area and next to water, lighting could have a big impact and so needs to be fully justified and well designed.

### **Policy PUBTSA5: River Green Open Space**

**Policy Map 12** <https://www.broads-authority.gov.uk/norwich.pdf>

The area of River Green, as defined on the Adopted Policies Map, is allocated as open space and will be kept open for its contribution to amenity, townscape, and recreation.

### **Constraints and features**

- Area is within Thorpe St. Andrew Conservation Area.
- Flood risk (zone 2 by EA 2012 mapping; zones 2, 3a & modelled 3b by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – more than 25% to 50%
- Parts of site are affected by surface water.
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.
- River Green includes safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is compatible with the open space designation, subject to no permanent buildings being erected.

### **Reasoned Justification**

River Green is an important amenity, part of the local street-scene, and part of the Thorpe St. Andrew Conservation Area. It also provides public access to the riverside and views of the river and Thorpe Island, within easy reach of a large population. Continued protection of this area is thus warranted.

## 56 Thurne

### Policy PUBTHU1: Tourism development at Hedera House, Thurne

**Policy Map 19:** <https://www.broads-authority.gov.uk/thurne.pdf>

1. Land at Hedera House is allocated for tourism uses, with a proportionate amount of general market housing as enabling development. Development proposals on this site shall provide the following:
  - i) The proportion of the site to be developed for general market housing shall be only that required to deliver satisfactory redevelopment, renovation or upgrading of the existing holiday accommodation. This shall be demonstrated to the satisfaction of the Broads Authority in a viability assessment of the proposed development which shall be prepared by an independent chartered surveyor;
  - ii) A layout, form and design which strengthens the rural character of the village and its location in a National Park equivalent area, and which reinforce local distinctiveness and landscape character and take into consideration the setting and significance of nearby listed buildings and is in conformity with the Broads Authority Design Guide/code SPD (or successor document)<sup>193</sup>;
  - iii) Retention of mature hedgerows and provision of suitable boundary landscaping and areas of open space to retain a spacious and 'green' approach within the site appropriate for a rural village;
  - iv) Demonstration that there is adequate capacity in the water recycling centre (sewage treatment works) and the foul sewerage network to serve the proposed development, and that proposals demonstrate they will not have an adverse impact on surface or ground water in terms of quality and quantity;
  - v) Evidence, including a site-specific flood risk assessment, to confirm that any development will be consistent with national and local policy in terms of both on-site and off-site flood risk. A sequential test may be required, and development will be sequentially location on site to reflect the flood risk;
  - vi) Protection of the amenity of nearby residents;
  - vii) Adequate vehicular access compatible with the above criteria;
  - viii) The scheme addresses light pollution (in line with policy [PUBDM28](#));
  - ix) The scheme provides biodiversity net gain (in line with policy [PUBDM16](#)) and mitigates recreation impacts (through the GI RAMS tariff or equivalent mitigation); and
  - x) Proposals must ensure no adverse effects on the conservation objectives and qualifying features of the nearby SSSI.
2. The inclusion of ancillary facilities (for example, the retention of the swimming pool and/or games room) for the benefit of visitors or residents would be welcomed, subject to it not compromising the provision of a suitable scheme.

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<sup>193</sup> Design Guide SPD link: [Supporting documents and evidence](#)

3. Project Level Habitats Regulation Assessments will be needed to assess implications on habitats sites. Measures to mitigate for the effects of new growth may be required.

### **Constraints and features**

- EA mapping Flood Risk Zone 2 and 3. SFRA 2017 mapping shows part is 2 and indicative 3b.
- Parts of site are affected by surface water.
- Riverside pub is nearby.
- SAC, SPA, Ramsar site to the north of the Staithe. Shallam Dyke Marshes SSSI is a component SSSI of Broadland SPA and Ramsar site and The Broads SAC.
- A low-density site with boundary hedges, specimen trees and high levels of planting.
- Ludham-Walton Hall Water Recycling Centre capacity issues.
- Nearby Grade II\* Listed Windpumps: Thurne Dyke Windpump and St Benet's Level Windpump.
- Potential for previously unrecorded heritage assets. Within area of medieval and post medieval village (as shown by Faden's 1797 map). Cropmarks of enclosures, trackways and field boundaries to the north. Close to eastern end of medieval/post medieval staithe. Medieval church about 160m to the southeast.
- Within a GI RAMS charging area.
- Area has good to very good dark skies.
- Not immediately adjacent any watercourses. Consent required from the IDB for any alteration of or discharge to a riparian watercourse.
- The site is NOT in scope in relation to Nutrient Enrichment.

### **Reasoned justification**

The site received outline planning permission in 2017 and then reserved matters in 2020, but at the time of writing has not been completed. The site has planning permission for 16 dwellings; 6 market dwellings and 10 holiday homes. The buildings have been cleared away **and at the time of writing, building was underway with some of the units being completed.**

Thurne is an attractive settlement in the Broads, centrally located and easy to access from the water, and as such is very popular with visitors. Tourism is an important part of the local economy and existing visitor facilities should be protected and enhanced.

Within the centre of the village, there was a holiday complex (Hedera House), comprising 11 detached bungalows and a 7-bedroomed house. The properties were run down and did not meet modern standards for holiday accommodation, and the holiday use of the site was increasingly unviable. As such, a policy to enable appropriate redevelopment of the site was introduced in the 2014 Sites Specifics Local Plan and then included in the 2019 Local Plan for the Broads.

### **Delivery and implementation of the policy**

This policy seeks the retention of holiday accommodation on the site, while taking a pragmatic approach that allows a proportionate element of enabling development. Any application should be accompanied by a report, undertaken by an independent Chartered Surveyor, which demonstrates the viability of the scheme. The Authority will need to verify the content of such a report and may need to employ external expertise to do so. The applicant will need to meet the cost of this.

Of particular importance to Hedera House are the potential for flood risk and the quality in the design and landscaping of any scheme to reflect Thurne's attractiveness. These factors will be taken into consideration during the viability assessment of the tourist accommodation redevelopment proposals. Proposers are encouraged to engage early with the Broads Authority about the mix of uses, site layout and design. Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework policies will apply, and a site-specific flood risk assessment and sequential test may be required to establish the degree of risk. Further, climate change may have an impact on the nature and extent of flood risk and this should be considered at the application stage.

Further, to reflect the site's location at the edge of the settlement, proposals will need to meet the requirements of policy [PUBDM28](#) as the Thurne area generally has good to very good dark skies.

The policy highlights the need for the scheme to ensure Biodiversity Net Gain in line with policy [PUBDM16](#). There may be a requirement for an evidence-based project level HRA to assess the impact of this development on habitats sites. The scheme will also need to mitigate recreation impacts, and this is most easily done through paying the GI RAMS tariff.

The design of the development shall meet the requirements of the Broads Authority Design Guide/code SPD and design policy [PUBDM52](#).

In terms of Nutrient Neutrality, the Broads Authority consider that the sites itself is outside of the Broads SAC catchment and this scheme's foul water would drain to a Water Recycling Centre that is not within the Broads SAC catchment and so does not need to mitigate for Phosphate or Nitrates.

It is anticipated that the dwellings could be delivered around 2025/26/27.

## 57 Trowse and Whitlingham

**Policy PUBWHI1: Whitlingham Country Park plus adjacent land**

**Policy Map 12** <https://www.broads-authority.gov.uk/norwich.pdf>

1. Whitlingham Country Park will continue to be managed to provide recreation and quiet enjoyment on land and water, supported by scenic landscape and wildlife habitat.
2. Further development of buildings and facilities and sustainable recreation, leisure and appropriate visitor uses within the Country Park and areas adjacent to it (see Policies Maps), which contribute to these aims will be supported where they:
  - a) Are of high-quality design and materials;
  - b) Contribute positively to the river valley landscape and significance of the Crown Point Registered Park and Gardens and its setting;
  - c) Ensure no loss of parkland character and any new proposal must respect and not detract from the parkland character of the area;
  - d) Avoid a proliferation of buildings in the area, and provide for shared use of these buildings where practicable;
  - e) Improve provision for cycling and pedestrians (including convenient and well-designed cycle parking);
  - f) Maximise access by water and public transport;
  - g) Do not generate levels or types of traffic which would have adverse impacts on safety and amenity on Whitlingham Lane and the wider road network;
  - h) Have assessed and addressed the impact of the proposal on existing uses, users or activities (on land and water) and on the quiet enjoyment of the area;
  - i) Provide bio-security measures;
  - j) Provide biodiversity enhancements;
  - k) Ensure retention of woodland in the area;
  - l) Contribute to the health and wellbeing of users;
  - m) Address light pollution (see policy [PUBDM28](#));
  - n) As appropriate, link to the East Norwich Regeneration Area;
  - o) Protect existing nesting sites from disturbance resulting from an increase in access and recreational use;
  - p) Do not impact Anglian Water Services assets in the area;
  - q) Improve management and enhancement of the lime avenue and actively manage the woodland at Coronation Belt and New Plantation with consideration for its ornamental character and structural role within the designed landscape;
  - r) Restore areas of former parkland as appropriate;
  - s) Reflect the flood risk in the area (including surface water flood risk);
  - t) Improve the visitor experience; and
  - u) Support the sustainable management of the Park.



3. The area marked in blue hatching on the policies map will be left open, with no buildings.
4. Any proposals that affect/relate to car parking in the area need to be thoroughly justified and based on assessment of the use of the car parks. It is recommended that a Flood Warning and Evacuation/Response Plan is developed and operated for the car parking.
5. The Authority would welcome a Master Plan and/or a Conservation Management Plan that covers the area in order to inform future development, as well as change that does not require planning permission.

### **Constraints and features**

- Area is adjacent to the Whitlingham Marshes Local Nature Reserve.
- Flood risk (mainly zone 3, some zones 1 and 2, by EA mapping; mainly zone modelled 3b, some 1, 2 & 3a, by SFRA 2017 mapping).
- According to SFRA, susceptible to groundwater flooding – more than up to 50%
- Parts of site are affected by surface water.
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.
- Much of the land area is a registered park and garden.
- Adjacent and close to the East Norwich site which is allocated for development and change by Norwich City Council and the Broads Authority.
- Anglian Water Services assets in area.
- Several riparian watercourses within and adjacent to the site. Also adjacent to a main river. Consent required from the IDB for any alteration of or discharge to a riparian watercourse. Environment Agency should be consulted on any alteration of or discharge to the main river.

### **Reasoned Justification**

Whitlingham Country Park provides an area for quiet recreation, despite being so close to Norwich. Typical activities include walking, cycling, sailing and supervised open water swimming. There are also play areas, and a café in the Barn.

This policy reflects the importance of the Park to the Broads and local community, and encourages further enhancement of its facilities, while also setting out the constraints and considerations to address. The policy covers areas adjacent to the Country Park by the request of the landowners to support their vision of greater recreation use of the wider area.

### **Delivery and Implementation of the policy**

‘Biosecurity’ means taking steps to make sure that good hygiene practices are in place to reduce and minimise the risk of spreading invasive non-native species. The type of water uses at Whitlingham Country Park range from rowing boats to canoes. These boats can be removed

from the water and taken to other water bodies. Users should be aware of the good practice of 'check, clean and dry' to help stop the spread of invasive aquatic species. Of relevance is policy [PUBDM6](#) on boat wash down facilities.

The Authority's guide on biodiversity enhancements may be viewed here: <http://www.broads-authority.gov.uk/planning/planning-permission/design-guides>.

The Park is a unique recreation offer close to Norwich. It is accessed by Whitlingham Lane, where there are residential dwellings and other recreation offers. The policy aims to make sure that levels of traffic will not impact on safety or amenity and seek improvements for pedestrians and cyclists to the Park. Any proposals for changes to the car parking provision on site need to be fully justified, using up-to-date assessments of the use of the existing car parks to determine the need for more parking.

Tawny owls and ground nesting birds currently occupy land within the extension area and are likely to be negatively impacted by the potential increase in recreational disturbance resulting in a biodiversity loss. The impact needs to be understood, considered, and mitigated.

Buildings will be specifically excluded from the area marked in blue hatching on the map; this is to reflect the openness of the land here and that there are extensive and sequential views along Whitlingham Lane which contribute to an understanding of the wider landscape.

Anglian Water Services have water supply and water recycling network assets within the proposed extension area, which are protected by easements and should not be built over. Given the small-scale nature of development and the focus on enhancing biodiversity and recreation opportunities, any connections or diversion requirements would be dealt with at the application stage when/if development proposals come forward.

**During the Preferred Options consultation, we proposed the idea of extending the area to which the policy applies. We have assessed the comments received and consider that it is appropriate to extend the area as per the proposal in the Preferred Options document. This is reflected in the Publication policies maps.**

#### **Policy PUBWHI2: Land at Whitlingham Lane**

**Policy Map 12** <https://www.broads-authority.gov.uk/norwich.pdf>

1. The Authority will support the retention of the site as a boatyard.
2. If a change of use is sought for the buildings, this will need to be thoroughly justified.
3. If a change of use is thoroughly justified, the Authority supports conversion rather than demolition and new build.

4. Following on from point 2 and 3 of this policy, proposals for a change of use will need to address each of these criteria:
  - a) Conversion/improvement activities would need to be informed by a Preliminary Ecological Survey.
  - b) Address light pollution, in line with the [Dark skies policy \(PUBDM28\)](#);
  - c) Include biodiversity enhancements in line with the [Natural Environment policy \(PUBDM15\)](#);
  - d) Ensure impacts on the highway are addressed as per the [Transport section](#) of this Local Plan;
  - e) Link to and make the most of the East Norwich development proposals;
  - f) Ensure adequate provision for walking, cycling and wheeling;
  - g) Use water efficiently;
  - h) Enhance the wider landscape setting of the site, including enhancing the road frontage;
  - i) Address the requirements of the Broads Authority Design Guide/code SPD<sup>194</sup> and [design policy \(PUBDM52\)](#);
  - j) Rationalise to one point of access onto Whitlingham Lane;
  - k) Accommodate the flood risk on the site – a site-specific flood risk assessment may be required and development type sequentially located to avoid the small areas of higher flood risk; and
  - l) Accommodate the nature reserve on the site.
5. The appropriate reuse and enhancement of existing facilities at the former rowing club and boatyard (and smaller ancillary buildings on the site) for Class E<sup>195</sup> land uses may be supported, subject to other criteria in this policy and other relevant national and local plan policies, where this is compatible with the location of the site. 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.

### Constraints and features

- Former rowing club and boat yard.
- On the edge of Norwich.
- Some smaller ancillary buildings.
- Near to Whitlingham Broads.
- Nearby semi-natural grassland.
- Part of site is a nature reserve.
- Part of site is at risk of flooding.
- According to SFRA, susceptible to groundwater flooding – more than up to 50%.

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<sup>194</sup> Design Guide SPD link: [Supporting documents and evidence](#)

<sup>195</sup> Note: In the event that the Use Classes Order changes during the life of this Plan, then the closest new Use Classes to those previously categorised as E Use Classes as a whole will apply for the purpose of applying the above policy, provided such new Use Classes are reasonably similar to the ones being replaced. Should no similar replacement new Use Classes arise, then the description of E Use Classes as at the date of the adoption of this plan will apply for the purpose of applying this policy, and appropriate conditions or similar mechanisms will be used to enforce such provisions.

- Parts of site are affected by surface water.
- Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.
- Early proposals for the East Norwich redevelopment suggest a bridge landing point nearby.
- Currently two site accesses onto Whitlingham Lane.

### **Reasoned justification**

The two main buildings on this site are the former rowing club building and a boatyard. The rowing club building has been empty for a little while now. The boatyard was being operated, but the operator sadly passed away. The Estate consider these circumstances provide an opportunity to bring the buildings into another use.

### **Delivery and implementation of the policy**

If proposals are for Class E land uses, then these will be assessed in line with the sequential approach in the NPPF for town centre uses, as well as in line with Policy DM2.4 of South Norfolk Council's Development Management DPD<sup>196</sup> (or successor policy). Class E land use category is quite wide in terms of the types of uses. Not all will be appropriate to this site. Indeed, those E class land uses that are also main town centre uses (see glossary of the NPPF) will need to be considered in light of the NPPF requirements as well as local retail policy.

As per the Retail Policy in the Local Plan, we have regard to/defer to the retail policies of our District's Local Plan. Policy DM2.4 of South Norfolk Council's Development Management DPD<sup>197</sup> (or successor policy) seeks the sequential test on schemes of 200sqm. It also seeks an Impact Assessment on schemes of 500sqm and over. The former Rowing Club building is around 450sqm and the boatyard building is around 290 sqm.

The Authority seeks the retention of the buildings to reflect the [embodied carbon policy \(PUBDM2\)](#) and link to the previous uses of the sites.

Existing buildings have potential as bat roost locations and the brownfield nature of the site plus nearby semi-natural grassland suggests potential for reptile interest and therefore ecological surveys will be required. Indeed, the Authority will seek appropriate biodiversity enhancements as part of any scheme.

The only other buildings in the vicinity are small-scale traditional Estate Cottages, built with vernacular materials in a traditional style and these would certainly be considered locally identified heritage assets; any proposals for this site will need to consider and address the design to reflect nearby uses as well as the Broads Authority Design Guide/code SPD.

<sup>196</sup> [Development Management Policies Document – Broadland and South Norfolk \(southnorfolkandbroadland.gov.uk\)](#)

<sup>197</sup> [Development Management Policies Document – Broadland and South Norfolk \(southnorfolkandbroadland.gov.uk\)](#)

The emerging masterplan and SPD for the East Norwich Redevelopment Site show that a bridge could be put in place near to the site covered by this policy. Any scheme needs to consider this opportunity.

The Highways Authority have requested one access onto Whitlingham Lane, rather than the two that are currently there.

There are some smaller buildings on the site; appropriate uses of these smaller buildings that complement the main buildings, that also meet the policy requirements will be supported.

Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework policies will apply, and a site-specific flood risk assessment and sequential test may be required to establish the degree of risk. Further, climate change may have an impact on the nature and extent of flood risk and that this should be considered at the application stage.

## 58 Non-Settlement Based Policies

### Policy PUBSSTRI: Trinity Broads

**Main Map:** <https://www.broads-authority.gov.uk/north-east.pdf>

1. The Trinity Broads area defined on the Adopted Policies Map will be protected for its special nature, character, and tranquillity.
2. The volume, extent, and nature of boating on these broads will be strictly controlled for the purposes of quiet recreation and to reflect the importance of the area as a wild bird refuge.
3. Applicants for planning permission will need to demonstrate that proposed development is compatible with these aims.
4. Particular care needs to be made to lighting schemes in recognition of the area having very good dark skies.
5. The specifics of a proposal could mean that a project level Habitats Regulation Assessment could be needed.

### Parishes affected.

Filby CP, Fleggburgh CP, Hemsby CP, Martham CP, Mautby CP, Ormesby St. Michael CP, Rollesby CP, Stokesby with Herringby CP.

### Constraints and features

- Much of area in, variously, SAC, SPA, SSSIs, CWS, and/or LNRs.
- Flood risk and open water (zones 1, 2 & 3 by EA mapping; zones 1, 2, 3a & indicative 3b by SFRA 2017 mapping).
- Good dark skies.
- Ormesby Water Works (see [PUBORM1](#)).

### Reasoned Justification

This area of the Broads, although not alone in either tranquillity or nature value, is especially susceptible to change.

Essex & Suffolk Water abstracts more than five million litres of water (on average) a day from Ormesby Broad, which helps to supply more than 80,000 people in the Great Yarmouth area. Good water quality is vital to this role. The Trinity Broads are separated from the main navigation so there is an absence of through boat traffic, and access and ownership restrictions limit the number and type of craft (for example, petrol- and diesel-powered craft are prohibited except for safety vessels). These factors contribute to the special tranquillity of the area. The Trinity Broads Project (a partnership of Essex & Suffolk Water, the Broads Authority, Natural England, Norfolk Wildlife Trust and the Environment Agency) has, over a period of 20 years, been highly successful in restoring and managing the biodiversity of the area, improving water quality, managing recreation, and involving local people.

When considering planning applications in this area, the Authority will consider if a trial period with a temporary planning permission and a funded programme of monitoring is appropriate or necessary. The specifics of a proposal could mean that a project level Habitats Regulation Assessment could be needed.

This area of the Broads in particular has dark skies. In accordance with policy [PUBDM28](#), the darkness of the skies will therefore be maintained through addressing potential light pollution arising from proposals.

### **Policy PUBSSUT: Upper Thurne**

**Main Map:** <https://www.broads-authority.gov.uk/north-east.pdf>

1. The Upper River Thurne area defined on the Adopted Policies Map will be protected for its special nature, character, and tranquillity.
2. Development likely to lead to a significant increase in the volume or extent of boating, or a change in its nature (particularly an increase in the proportion of motorised craft) in this area will be strictly controlled to reflect the importance of the area for quiet recreation and as a wild bird refuge.
3. Applicants for planning permission will need to demonstrate that proposed development is compatible with these aims.
4. In recognition of the area being the darkest in the Broads, particular attention will be paid to lighting schemes to protect the dark skies of the Upper River Thurne area.
5. The specifics of a proposal could mean that a project level Habitats Regulation Assessment could be needed.

### **Parishes affected**

Catfield CP, Hickling CP, Horsey CP, Ingham CP, Martham CP, Potter Heigham CP, Repps with Bastwick CP, Sea Palling CP, Somerton CP, Winterton-on-Sea CP.

### **Constraints and features**

- Much of area in, variously, SAC, SPA, SSSI, CWS.
- Flood risk, including serious risk of coastal inundation (zone 3, with some zones 1 & 2, by EA mapping; zone indicative 3b by SFRA 2017 mapping).
- Very good dark skies.

### **Reasoned Justification**

This area, although not alone within the Broads in either tranquillity or nature value, is especially susceptible to change. It is also likely to be in the forefront of climate change impacts.

It differs from most other parts of the Broads in that there are relatively low levels of boat traffic, in part because of the restriction to navigation of the bridge at Potter Heigham. The water quality is vulnerable to change, as limited water flow in this part of the network limits the

dispersal of agriculture related pollution and the salinity arising from seawater intrusion through the ground. The Upper Thurne Working Group (made up of statutory, charity, user group and parish representatives) has, over a period of 20 years, been highly successful in restoring and managing the biodiversity of the area, improving water quality, managing recreation, and involving local people.

This area of the Broads in particular has very dark skies, with the majority of the area being the darkest in the Broads. In accordance with policy [PUBDM28](#), the darkness of the skies will be maintained through addressing potential light pollution arising from proposals.

### **Policy PUBSSPUBS: Pubs network**

#### **Main Map (NE, NW, & S), and various Inset Maps**

<https://www.broads-authority.gov.uk/north-east.pdf>

<https://www.broads-authority.gov.uk/north-west.pdf>

<https://www.broads-authority.gov.uk/south.pdf>

1. ~~The following establishments, identified on the Adopted Policies Map,~~ [Pubs](#) will be protected in their public house use as key parts of a network of community, visitor, and boating facilities, as well as for their individual contribution to such facilities.

#### **Proposals for the pubs**

2. The Authority will support appropriate proposals in accordance with other policies in this Local Plan that:
  - a) contribute to the retention and viability of these businesses;
  - b) enhance the appearance of these businesses;
  - c) provide benefits to river/water users (such as canoe slipways and electric charging points (noting part j relating to light pollution));
  - d) provide well-designed cycle parking facilities;
  - e) upgrade/improve foul drainage arrangements;
  - f) make the pubs more energy and water efficient;
  - g) address crime or fear of crime;
  - h) reflect the flood risk in the area. A site-specific flood risk assessment and sequential test may be required, depending on the proposal and location of the proposal. Built development should be located to reflect flood risk on site. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application.
  - i) improve resilience to flood risk;
  - j) address/do not cause light pollution;
  - k) have no adverse impact upon the integrity of any habitats site either alone or in-combination; and
  - l) protect and enhance their visual contribution/ heritage value/ architectural merits as appropriate.



### **Change of use**

3. Change of use of a pub ~~identified under this policy~~ will only be considered in exceptional circumstances where the following can be fully and satisfactorily demonstrated:
  - a) There is no demand for the pub.
  - b) Marketing evidence is provided which demonstrates that the premises have been marketed for a sustained period of 12 months.
  - c) Applicants will be required to submit a report undertaken by an independent Chartered Surveyor, which meets the tests as set out in the CAMRA Public House Viability Test,<sup>198</sup> with any planning application.
4. In terms of what the pub could be changed to, what would be suitable and appropriate will be judged on a case-by-case basis to reflect such issues as flood risk, access and general location and context. As a starting point, community, employment, recreation and tourism uses could be considered and in that order.

### **Diversification**

5. Proposals for the diversification of pub use will be supported where evidence demonstrates:
  - a) the development proposed is subservient and well related and compatible in scale and kind to the existing pub; and
  - b) the development proposed improves the viability of the pub, and is necessary to resolve inherent viability problems (and these are explained in the planning statement), rather than the circumstances or needs of the present owner; and
  - c) there is no other source of funding that might achieve the same benefits as the proposed development (sources of funding investigated should be set out in the planning statement); and
  - d) the proposed development will secure the long-term future of the pub; and
  - e) the proposal meets requirements of other relevant policies in the Local Plan.

### **Assets of Community Value (ACV)**

6. Proposals for a change of use to a pub which is an ACV registered on one of our districts' registers will need to address relevant parts of this policy as well as the following criteria:
  - d) The provision of alternative facilities in an equally accessible location;
  - e) Mitigation measures to reduce the impact of the loss of an ACV; and
  - f) Whether the proposed use would be preferable to the current ACV.

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198 CAMRA Public House Viability Test: <https://pubs.camra.org.uk/dl.php?id=57295>

### List of pubs (as at June 2025)

#### Yare

- a) Rushcutters Arms, Thorpe Green, Thorpe St Andrew
- b) Rivergarden, Thorpe Green, Thorpe St Andrew
- c) The Town House, Thorpe Green, Thorpe St Andrew
- d) Water's Edge, Bramerton
- e) Ferry House, Surlingham
- f) Coldham Hall, Surlingham
- g) White Heron, Brundall Riverside
- h) New Inn, Rockland
- i) Beauchamp Arms, Carleton St Peter
- j) The Reedcutter, Cantley
- k) Reedham Ferry Inn, Reedham
- l) Lord Nelson, Reedham
- m) The Ship, Reedham
- n) Berney Arms, Breydon Water, Reedham

#### Bure

- a) Norfolk Mead Hotel, Coltishall
- b) King's Head, Coltishall
- c) Rising Sun, Coltishall
- d) King's Head, Hoveton
- e) Hotel Wroxham, Hoveton
- f) Swan, Horning
- g) New Inn, Horning
- h) Ferry Inn, Horning
- i) Acle Bridge Inn, Acle
- j) Hermitage, Acle
- k) Ferry Inn, Stokesby
- l) The Maltsters, Ranworth

#### 7. Ant

- a) Cross Keys Inn, Dilham
- b) Wayford Bridge Inn, Wayford Bridge, Stalham
- c) Sutton Staithe Hotel, Sutton Staithe
- d) Dog Inn, Johnson Street, Ludham

#### Thurne

- a) Pleasure Boat Inn, Hickling
- b) Norada Grill and Tavern, Potter Heigham Bridge
- c) Lion Inn, Thurne
- d) Lion, West Somerton

#### Trinity

- a) The Boathouse, Ormesby
- b) Filby Bridge Inn, Filby

#### Waveney

- a) Locks Inn Community Pub, Geldeston
- b) Waveney House Hotel, Beccles
- c) Waveney Inn, Burgh St Peter
- d) Duke's Head, Somerleyton
- e) Bell Inn, St Olaves
- f) Fisherman's Inn, Burgh Castle
- g) Haddiscoe Tavern, Haddiscoe

#### Oulton Broad

- a) Wherry Hotel, Oulton Broad
- b) Commodore, Oulton Broad
- c) Ivy House Country Hotel, Oulton Broad

**Parishes affected.**

Acle CP, Beccles CP, Bramerton CP, Brundall CP, Burgh Castle CP, Burgh St. Peter CP, Cantley CP, Carleton St. Peter CP, Coltishall CP, Dilham CP, Fritton and St. Olaves CP, Geldeston CP, Halvergate CP, Hickling CP, Horning CP, Hoveton CP, Ludham CP, Ormesby St. Michael CP, Oulton Broad CP, Potter Heigham CP, Reedham CP, Rockland St. Mary CP, Rollesby CP, Somerleyton, Ashby and Herringfleet CP, Stalham CP, Stokesby with Herringby CP, Surlingham CP, Sutton CP, Thorpe St. Andrew CP, Thurne CP, Woodbastwick CP.

**Constraints and features**

- Almost all these premises are in zones of high flood risk.
- Depending on location, some may be affected by surface water flooding, groundwater flooding, reservoir flooding.
- Some are in conservation areas, or areas of archaeological interest. Some are themselves of historic interest, including listed buildings.
- Some are within or close to SAC, SPA, SSSI, Ramsar, CWS, etc.

**Reasoned Justification**

The waterside pub network is very important, especially for recreational boating but also to local communities and non-boating visitors. While this can be said about a very wide range of establishments and locations, public houses, for a variety of reasons, have been especially vulnerable to closure in recent years. A network of public houses on The Broads ensures that boat users have somewhere to stop for food and drink and ensures that communities in the Broads are always close to a place to socialise or access assistance.

The loss of any particular pub (or other establishment) can sometimes be difficult to resist. Specifying in the Local Plan that these are part of a defined network will strengthen the planning case against any individual closure. It also signals the planning stance and helps owners and prospective developers get consistent messages about the identified establishments, to guide their own plans.

The policy seeks the retention of the pubs as public houses and supports appropriate improvements to the pub to make sure it remains viable. Such improvements could include the appearance of the pub as well as provision of specific facilities for water and road users (such as canoe slipways and well-designed and located Sheffield Stand cycle parking). Indeed, applicants should consider water safety provisions as part of their schemes.

The policy also addresses the issue of drainage, due to the seasonality, proximity to the watercourse, and the nature of the effluent that can pose a significant local risk to the water environment. Ensuring there is no deterioration in water quality is an important requirement

under the Water Environment (Water Framework Directive) (England and Wales) Regulations 2017, which applies to all surface water bodies and groundwater bodies.

As set out in policy [PUBDM28](#), addressing light pollution in the Broads is an important aspect of the Local Plan. These establishments can be in rural areas, sometimes away from or on the edge of settlements, and any external lighting can have a significant impact on the tranquillity of the area. Proposals therefore need to address light pollution.

Many of the pubs are historic assets or have an impact on the landscape or townscape, which is another reason people go to them. The policy seeks to recognise this. For example, when historic pubs have their historic value eroded through inappropriate alterations such as upvc windows/loss of architectural detailing/unsympathetic hardstandings, it can be detrimental to both their heritage value but also their attractiveness to customers.

### **Delivery and implementation of the policy**

In cases where owners wish to pursue other forms of use of the public houses, they will be required to submit a report undertaken by an independent Chartered Surveyor, which meets the tests as set out in the CAMRA Public House Viability Test,<sup>199</sup> with any planning application. The Authority will need to verify the content of the report and may need to employ external expertise to do so (the applicant will need to meet the cost of this). The Broads Authority's Viability and Marketing Guide<sup>200</sup> (or successor document) will also be of relevance.

Proposals for change of use should set out in the planning statement how they have met the various criteria in the policy.

In relation to addressing any issues relating to crime, the Licensing Security and Vulnerability Initiative may be of relevance. Licensing SAVI is a confidential self-assessment tool designed to help the owners and operators of licensed premises provide a safe and secure environment for their managers, staff, customers and local communities - <https://www.licensingsavi.com>.

Furthermore, pub owners may want to consider their parking areas meeting this standard:

[ParkMark - Home](#).

### **Policy PUBSSROADS: Main Road network<sup>201</sup>**

#### **Main Map (NE, NW, & S), and various Inset**

<https://www.broads-authority.gov.uk/north-east.pdf>

<https://www.broads-authority.gov.uk/north-west.pdf>

<sup>199</sup> CAMRA Public House Viability Test: <https://pubs.camra.org.uk/dl.php?id=57295>

<sup>200</sup> <https://www.broads-authority.gov.uk/planning/planning-permission/broads-planning-guides>

<sup>201</sup> More detail is provided as follows. In Norfolk see [www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/transport-asset-management-plan](http://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/transport-asset-management-plan) in particular map ciii of the appendices. In Suffolk Part 1 of the Suffolk Local Transport Plan has a principal routes diagram on page 35: [www.suffolk.gov.uk/roads-and-transport/transport-planning/transport-planning-strategy-and-plans/](http://www.suffolk.gov.uk/roads-and-transport/transport-planning/transport-planning-strategy-and-plans/) and there is also the Suffolk County Council's <https://www.suffolk.gov.uk/roads-and-transport/lorry-management/lorry-route-plan-review-in-suffolk/recommended-lorry-route-network-map>

<https://www.broads-authority.gov.uk/south.pdf>

1. New development accessed by the Primary Route Network (directly or by a side road which connects onto it), or by a Main Distributor Route, or by an identified lorry route, will only be permitted if, potential impacts can be mitigated such that development will not have:
  - i) An unacceptable impact on highway safety;
  - ii) A severe, cumulative residual impact on the road network; or
  - iii) Adverse impact on the amenity and access of any neighbouring occupiers.

#### **Parishes affected.**

Acle CP, Beccles CP, Broome CP, Bungay CP, Coltishall CP, Ditchingham CP, Filby CP, Fleggburgh CP, Fritton and St. Olaves CP, Gillingham CP, Haddiscoe CP, Halvergate CP, Hoveton CP, Horning CP, Ludham CP, Mautby CP, Potter Heigham CP, Repps with Bastwick CP, Ormesby St. Michael CP, Rollesby CP, Smallburgh CP, Stalham CP, Upton with Fishley CP, Wroxham CP.

#### **Constraints and features**

- Some of these routes are within or close to SAC, SPA, Ramsar sites, or SSSIs.
- Routes pass through high flood risk zones.
- Depending on location, some may be affected by surface water flooding, groundwater flooding, reservoir flooding.

#### **Reasoned Justification**

The highway authorities and Norfolk and Suffolk County Councils have recommended that the Authority continues protecting these routes from any development that undermines their wider purpose or highway safety. The routes can be found here:

- In Norfolk see [www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/transport-asset-management-plan](http://www.norfolk.gov.uk/what-we-do-and-how-we-work/policy-performance-and-partnerships/policies-and-strategies/roads-and-travel-policies/transport-asset-management-plan) in particular map ciii of the appendices.
- In Suffolk Part 1 of the Suffolk Local Transport Plan has a principal routes diagram on page 35: [www.suffolk.gov.uk/roads-and-transport/transport-planning/transport-planning-strategy-and-plans](http://www.suffolk.gov.uk/roads-and-transport/transport-planning/transport-planning-strategy-and-plans) and there is also the Suffolk Lorry Route network: <https://www.suffolk.gov.uk/roads-and-transport/lorry-management/lorry-route-plan-review-in-suffolk>

#### **Delivery and implementation of the policy**

Where development may have transport impacts, it should be supported by an appropriate level of survey and assessment to inform the decision-making process. Transport Statements or Transport Assessments are used to assess the potential impact of a development. See policy [PUBDM29](#).

The need for and level of formal transport assessment will be determined in consultation between the developer and the relevant authorities (Local Planning Authority, Local Highways Authority, Local Transport Authority and National Highways) (see policy [PUBDM29](#)). In cases where the development may also impact upon the Trunk Road network (A12 and A47), discussions should also take place with National Highways, who has a responsibility to maintain the Trunk Road network on behalf of the Secretary of State<sup>202</sup>.

Also of relevance is Policy [PUBSSA47](#) on the Acle Straight.

#### **Policy PUBSSTRACKS: Former rail trackways**

**Map: Rail trackways map bundle:** <https://www.broads-authority.gov.uk/posstracks.pdf>

1. Those parts of the former railway track beds identified on the Adopted Policies Map will be protected for their potential for walking, cycling, and/or horse-riding routes. Development which could prevent such a use will not be permitted while use for walking, cycling, or horse riding remains a potential.
2. Where a former rail trackway passes through a development site and has the potential for walking, cycling and/or horse riding (or does so at present), developers will be required to incorporate/deliver the route as part of their application or provide an acceptable alternative that delivers at least equivalent transport and green network benefits (see 5 below).
3. Path or route creation must avoid adverse impacts to the sensitive designated habitats and species in the vicinity, particularly in relation to recreation pressure and the landscape. Whilst this policy protects the trackway from development, any projects or proposals for walking and cycling or horse routes along these tracks may require project level HRAs' (see policy [PUBDM15](#)).
4. Any route signage or interpretation is expected to be well designed, kept to a minimum, and positioned to ensure a minimal landscape impact.
5. Any foot/cycle path or bridleway could make a deviation from the rail route if provision of similar convenience and amenity to users is guaranteed.

#### **Constraints and features**

- Flood risk (zones 2 & 3 by EA mapping; zone 2, 3a/indicative 3b and modelled 3b by SFRA 2017 mapping).
- Depending on location, some may be affected by surface water flooding, groundwater flooding, reservoir flooding.
- Parts within Beccles Marshes Suffolk County Wildlife Site and adjacent to SPA, SAC and Ramsar site.

#### **Reasoned Justification**

The routes are:

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<sup>202</sup> [Strategic road network and the delivery of sustainable development - GOV.UK \(www.gov.uk\)](#)

- a) Haddiscoe to Beccles
- b) Beccles to Ditchingham
- c) Great Yarmouth to Fritton

The [Broads Integrated Access Strategy](#) has identified the potential that remnant disused railway lines can add to the access provision in the Broads, particularly for improving cycle route links and bridleway routes - there are only 17km of bridleways in the Broads Authority Executive Area. Establishing routes for walkers, cyclists, and horse riders on these disused railways, which are linked to the rural road network, would improve opportunities for recreation and enjoyment of the Broads. Cycling will help deliver the Government's cycling ambition in the National Parks Programme.

The recreational potential of these routes (or parts of them) has long been noted, and Norfolk and Suffolk County Councils support their protection for these purposes. In view of the importance of recreation to the Broads, including the statutory purpose of enjoyment, and the desirability of developing the tourism and recreational potential of the southern Broads, these routes are protected.

These routes are no longer protected for future rail use. Both County Councils, as the transport authorities for the area, have advised there is no realistic prospect of this happening in the foreseeable future.

It is important to note that sections of these routes are outside the Broads Authority Executive Area. The relevant authorities have been asked to consider protecting the routes in their Local Planning Authority areas, in a similar way to this policy.

### **Delivery and implementation of the policy**

Such routes will benefit from the presence and proximity of wildlife and habitat associated designations but will need to have regard to such sensitivities in route creation, alignment, and management.

The impact of changes to the landscape of the Broads is also an important consideration.

The Authority would welcome well-designed art and interpretation - see policy [PUBDM13](#) on linking to the past. However, signage and interpretation should only be that necessary to promote and direct along the route and should not impact on the landscape of the Broads (see policy [PUBDM22](#)).

### **Policy PUBSSSTATIONS: Railway stations/halts**

#### **Main Map (NE, NW, & S), and various Inset Maps**

[https://www.broads-authority.gov.uk/data/assets/pdf\\_file/0030/528267/railway-stations.pdf](https://www.broads-authority.gov.uk/data/assets/pdf_file/0030/528267/railway-stations.pdf)

Please note that whilst the areas to which this policy applies have been mapped (see policies maps), there may be occasions when the policy may be relevant to schemes or proposals near to but not within the areas shown on the policies map.

### **Existing stations/halts**

1. The following railway stations/halts, identified on the Adopted Policies Map, will be protected in their railway station use as key parts of the local railway network:
  - i) Berney Arms rail halt
  - ii) Haddiscoe rail halt
  - iii) Somerleyton southern platform
  - iv) Buckenham Station
  - v) Hoveton and Wroxham Station
2. The Authority will support appropriate and well-designed proposals that:
  - a) contribute to their continued/improved use;
  - b) reflect and respect their heritage value and architecture;
  - c) enhance their appearance;
  - d) address/not cause light pollution;
  - e) aid interpretation of the local area;
  - f) provide improved facilities for passengers;
  - g) provide biodiversity enhancements;
  - h) reflect the flood risk to the site;
  - i) have no adverse impact upon the integrity of any habitats site either alone or in combination; and
  - j) improve access by sustainable modes of transport.

### **Proposals for new stations/halts**

3. Proposals for new stations/halts will generally be supported, subject to meeting the requirements of other policies in the Local Plan and the criteria set out in part 2 of this policy.

### **Constraints**

- Flood zone 2 and 3 (EA Mapping) and indicative 3b by SFRA 2017 mapping (except Hoveton and Wroxham Station).
- Depending on location, some may be affected by surface water flooding, groundwater flooding, reservoir flooding.
- Buckenham Station: near to Mid Yare National Nature Reserve, Broadland Ramsar Site, Yare Broads and Marshes SSSI, The Broads SAC, Broadland SPA.
- Berney Arms Halt: Halvergate Marshes SSSI, Breydon Water SPA, Breydon Water Ramsar Site



### **Reasoned Justification**

There are five railway stations/halts (or parts of) within the Broads Authority Executive Area, and these are shown on the policies map.

While some stations are used more than others, all are important to the local community and visitors. The more remote stations or halts offer a unique opportunity for visitors to access the wilder parts of the Broads without the need of a private car.

Some of the stations/halts are part of a network of historic railway stations. They have heritage and architectural value and are good examples of railway architecture. Our historic environment/heritage asset policies will be used to ensure protection and preservation of assets or seek to reinstate historic features as appropriate.

### **Delivery and implementation of the policy**

The policy seeks retention of railway stops and supports appropriate improvements to the facilities that reflect, but do not impact on, the [special qualities](#) of the Broads. In particular, in line with policy [PUBDM15](#), proposals will be expected to provide biodiversity enhancements, as appropriate. And given that some stations/halts are isolated or on the edge of built-up areas, lighting can have a big impact on the area and so particular care and attention will be given to any lighting.

Regarding improving access by sustainable modes of transport, example improvements could include the provision of well-designed and located secure cycle parking facilities and electric charging points for electric vehicles.

### **Policy PUBSSSTAITHES: Staithes**

1. Staithes are protected, in line with their existing access rights, from:
  - i) Encroachment;
  - ii) Inappropriate built development;
  - iii) Their access being obstructed; and
  - iv) Development which detrimentally impacts their historic character and setting.
2. Proposals to enhance staithes will be supported subject to meeting the requirements of other relevant policies of the Local Plan.

### **Reasoned justification**

A **staithe** (as defined in the 1988 Broads Act) means any land that is adjacent to a waterway and that the inhabitants of the locality are entitled to use as a landing place. A staithe is for loading and unloading.

There have been several instances where staithes have been adversely possessed by individuals, for example being fenced off, or claimed as an individual's property. By losing staithes, there is a negative impact on public access to the water as well as use of the staithes for loading. The Broads Act 1988 sets powers on the Broads Authority to protect the existence of staithes and the ability of the public to use and access them (Part 2, section 37).

#### **Policy PUBSSCOAST: The Coast**

**Main Map North East:** <https://www.broads-authority.gov.uk/north-east.pdf>

1. The Coastal area defined on the Adopted Policies Map and its special nature, character and tranquillity will be conserved for low-key quiet recreation and as a wild bird and seal refuge.
2. To further these purposes, and in view of the high flood and tidal inundation risk to the area, operational development will generally not be permitted.
3. Exceptionally, small-scale development such as bird-watching hides, seal viewing platforms or footpath bridges, which further these aims, are consistent with managing recreational pressure (particularly in relation to Special Protection Area and Special Area of Conservation features) and are unobtrusive in the landscape will be supported.

#### **Parishes affected.**

Horsey CP, Winterton-on-Sea CP.

#### **Constraints and features.**

- Wholly in SAC and SSSI, partially within SPA. Adjacent CWS.
- Part of area within the Norfolk Coast National Landscape.
- Article 4 Direction (1964) covering most of area removes permitted development rights for caravanning and camping, etc.
- High risk of tidal inundation from a breach of the coastal defences (Environmental Agency work ongoing to model such a breach).
- High risk of flooding (flood zone 3) (EA mapping), riverine flood risk (zone 3 by EA mapping; zone indicative 3b by SFRA 2017 mapping).
- EA have undertaken considerable work to maintain sea defences.
- Part of the England Coast Path.
- Risk of coastal erosion.

#### **Reasoned Justification.**

The coastal area of the Broads has a very special character and tranquillity, and wildlife and landscape importance. It is highly valued for walking and for bird and seal watching. It is also particularly vulnerable to climate change and sea level rise and has been subject to sporadic coastal inundation for centuries (it was once the river mouth), with parts at risk of riverine flooding. This area of coast is also vulnerable to coastal erosion.

The area is generally unsuitable for development because of these flood risk, wildlife, and landscape issues. The policy reinforces this and clarifies the general approach to the area's use and the limited types of development likely to be appropriate.

The Environment Agency highlights the high risk of tidal inundation in the event of a breach of the coastal defences.

This policy approach is consistent with the vision, objectives, and policies of the National Landscape Management Plan Strategy<sup>203</sup> (2019-2024) and with the UK vision for the marine environment for 'clean, healthy, safe, productive, and biologically diverse oceans and seas'.

In line with policy [PUBDM28](#) on light pollution, the area has very good quality dark skies, which will be maintained.

According to the Shoreline Management Plan, as a summary of this document, the general approach to coastal erosion along this stretch for the present day and medium term is to hold the line up to 2055. This is dependent on the option continuing to be technically and economically deliverable, and over time, other options may be investigated such as possible managed realignment, or a retired line of defence further inland. In relation to the present day, the plan says: *'due to the considerable assets at risk and the uncertainty of how the coastline could evolve, the policy option from the present day is to continue to hold the line of the existing defence. This policy option is likely to involve maintenance of existing seawalls and reef structures, replacing groynes as necessary and continuing to re-nourish beaches with dredged sand. This policy option will provide an appropriate standard of protection to all assets behind the present defence line, and, with the recharge, a beach will be maintained as well as a supply of sediment to downdrift areas.'*

The Authority, working with neighbouring coastal authorities, has produced the Coastal Adaptation SPD (2023). The [Coastal Adaptation Supplementary Planning Document \(SPD\)](#) provides guidance on policy approaches along the coast from Holkham in Norfolk to Landguard Point, Felixstowe in Suffolk. The SPD supports the implementation of Local Plan policies, provides case study examples of coastal adaptation best practice and will:

- Ensure Coastal Communities continue to prosper and can adapt to coastal change; and
- Provide detailed guidance for developers, landowners, development management teams, and elected members on the interpretation of policies with a whole coast approach.

#### **Policy PUBSSMILLS: Drainage Mills**

**Main Map (NE, NW, & S), and various Inset Maps:**

<https://www.broads-authority.gov.uk/north-east.pdf>

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<sup>203</sup> <https://www.north-norfolk.gov.uk/media/8981/g14-aonb-management-plan-2019-24-revised-2022.pdf>

<https://www.broads-authority.gov.uk/north-west.pdf>

<https://www.broads-authority.gov.uk/south.pdf>

1. The area's drainage mills, and drainage mill remains, will be conserved.
2. Proposals that will maintain, repair, and restore drainage mills and associated buildings will be supported subject to the criteria outlined below.
3. In appropriate cases, re-use, and in exceptional circumstances, securing the repair of listed mills through enabling development, will be supported subject to the criteria outlined below. Where enabling development is considered acceptable, the timing of the repair of the mill and associated buildings will be secured through a planning obligation or Section 106 Agreement.
4. In all cases, proposals relating to standing mills will be judged against the following criteria:
  - a) The historic significance of the individual mill and group value;
  - b) The survival of historically significant fabric (e.g., machinery);
  - c) Suitable location and access;
  - d) Fragility, and vulnerability of the structure. A structural survey will need to be submitted assessing the current stability and assess how the mill and associated buildings can be made stable and restored;
  - e) Any proposal relating to mills will have to be of the highest standard of design and materials;
  - f) Impact on the significance and setting of the heritage asset and wider landscape;
  - g) Impact on biodiversity. Works will, if necessary, be required to be timed to ensure no disturbance to breeding or wintering birds;
  - h) Also, depending on the proposal, impacts from recreation and wastewater may need to be mitigated;
  - i) Impact on water. If proposals will result in a mill being operational, the impact on water flow in the area will need to be assessed and understood;
  - j) The flood risk and the vulnerability class of the proposal. A site-specific flood risk assessment and sequential test may be required; and
  - k) The impact on dark skies and production of light pollution.

### **Constraints and features**

- The mills are all either listed buildings or on the Local List.
- Many of the mills are:
  - in Conservation Areas.
  - in SAC, SPA, Ramsar, CWS, etc and their zones of influence.
  - In nutrient neutrality areas.
- Most of the mills are:
  - at high risk of flooding.

- In dark areas of the Broads.
- Depending on location, some may be affected by surface water flooding, groundwater flooding, reservoir flooding.

### **Reasoned Justification**

Drainage mills are a defining feature of the historic landscape of the Broads and contribute significantly to its landscape character, viewed from both land and water. The mills tend to be the largest and most obvious structures in the flat, open landscape and are often located in groups of significant visual amenity to the Broads. The mills vary in size and design, but all had the fundamental purpose of draining water from the land to enable the fields to be grazed and latterly to be used for other agricultural uses. They therefore contribute to our understanding of the Broads' cultural heritage.

Of the approximately 80 standing mills in the Broads, about 50 are listed and the rest are locally listed. Many mills are intrinsically historically significant and contain machinery that represents innovation or is the last example of that technology.

Redundancy, exposure to elements and vulnerability to vandalism mean several of the mills are recorded locally and nationally as being 'at risk'. Halvergate Marshes Conservation Area, which contains many of the drainage mills, is the only Conservation Area in the Broads that is 'at risk' and is included on Historic England's Heritage at Risk Register.

A significant number of the mills are neglected and require repair. Due to their remote locations with limited access, usually in areas at risk of flooding, proposals for restoration are not easy to develop and can be costly.

The policy encourages the repair and restoration of standing mills. In cases where there are archaeological remains only, the relevant local and national policies will apply.

Some mills are now mainly of landscape value; these mills are in a particularly vulnerable or fragile condition and could potentially be lost to the Broads' landscape. The consolidation and repair of these mills is encouraged to ensure that they can continue to contribute to the landscape.

### **Delivery and implementation of the policy**

This policy gives a general framework to guide decisions. As set out above, what is appropriate for one mill will not be for another, and expert advice will be required to help assess applications for changes to mills.

In some cases, it may be acceptable to seek alternative uses for mills, to ensure that the structure is repaired and has a sustainable future. It is likely that these mills will be more

accessible and may be of less historic significance with little or no internal machinery. In such cases, re-use may be appropriate, as long as the positive landscape contribution of such mills is retained, their setting and significance is preserved and enhanced through their creative conservation and alterations do not cause harm to the historic fabric (and other planning policy requirements, for example in relation to flood risk, are met).

Where an alternative use is not considered acceptable (for example, where a listed mill retains its original fabric, machinery and character and harm may be caused to its significance through a change of use), it may be appropriate to secure the repair of listed mills through enabling development. This will only be permitted where it will secure the long-term conservation of a designated heritage asset at risk, where this can only be achieved through enabling development and when the proposal complies with the Historic England guidance on Enabling Development. The timing and repair of the mill and any associated structures would be secured via a Section 106 Agreement or planning obligation.

The Environment Agency highlights the potential need for a range of consents, to avoid adverse impacts on fish, flooding, and water flows.

The re-use of historic buildings policy ([PUBDM14](#)) and conversion of buildings policy ([PUBDM62](#)) may also be of relevance to proposals for mills. Further, to reflect that mills tend to be in isolated, rural areas, proposals will need to meet the requirements of policy [PUBDM28](#) in relation to light pollution.

The policy highlights that, depending on the proposals, the scheme may also need to mitigate recreation impacts, and this is most easily done through paying the GI RAMS tariff. Depending on the type of scheme proposed and the location of the mill, the impact of the scheme on nutrient enrichment may need considering.

#### **Policy PUBSSLGS: Local Green Space**

**Policy Map:** <https://www.broads-authority.gov.uk/local-green-space-maps.pdf>

1. The following areas are protected as Local Green Space:
  - a) Bridge Green, Potter Heigham
  - b) Chedgrave Common and Chedgrave Carr
  - c) Part of Waveney Meadow that is not open space, Puddingmoor, Beccles
  - d) Land surrounding Beccles Rowing Club, Off Puddingmoor, Beccles
  - e) The Stone Pit, Station Road, Geldeston
  - f) The playing field, Station Road, Geldeston
2. Development proposals that protect or enhance local green spaces and that comply with other relevant policies will be permitted.

3. Development proposals that would have an unacceptable adverse impact on the use, function and appearance of these local green spaces or would result in their loss will not be permitted other than in very special circumstances and such circumstances will only exist where the harm resulting from the proposal is clearly outweighed by other considerations.
4. Development or change of use that would conflict with the reason for designation will be seen as inappropriate development.
5. Inappropriate development adjacent to a Local Green Space that would have a significant adverse impact upon the reason for the designation will not be supported.

### **Reasoned Justification**

Local green spaces are green spaces that are demonstrably special to a local community. The preparation of local and neighbourhood development plans offers the opportunity to designate local green spaces and provide extra protection to them that rules out new development other than in very special circumstances.

Local green space must be reasonably close to the community it serves; have demonstrable local significance and interest; be local in character; and not cover an extensive tract of land.

The Broads' community was asked to nominate areas to be considered as local green space. The Local Green Space Map Bundle and the following list show the spaces allocated as areas of local green space:

- Bridge Green, Potter Heigham
- Chedgrave Common and Chedgrave Carr
- Part of Waveney Meadow that is not open space, Puddingmoor, Beccles
- Land surrounding Beccles Rowing Club, Off Puddingmoor, Beccles
- The Stone Pit, Station Road, Geldeston
- The playing field, Station Road, Geldeston

As part of this review of the Local Plan for the Broads, a call for sites for areas of Local Green Space was held (end of 2022), and three new sites were put forward. The Parish Councils relevant to the Local Green Spaces allocated in the 2019 Local Plan for the Broads were contacted to ascertain if they wanted the status to continue. The analysis of local green spaces can be found in the [Local Green Space Topic Paper](#).

Please note that there are other areas of Local Green Space that are relevant to the Broads, allocated in various Neighbourhood Plans. The policies maps may show some of these Neighbourhood Plan Local Green Spaces.

### **Delivery and implementation of the policy**

The 2024NPPF at paragraph 108 says that '*policies and decisions for managing development within a Local Green Space should be consistent with national policy for Green Belts set out in*

**Chapter 13 of this Framework’.** The 2024 NPPF goes on to say that inappropriate development can harm green belt (and therefore local green space) and should only be approved in very special circumstances (para **153 and 154**). The 2024 NPPF then goes on to provide clarification of this by saying ‘*Very special circumstances*’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.

**During the Preferred Options consultation, we proposed the idea of including Chedgrave Carr as an area of Local Green Space. We have assessed the comments received and intend to allocate Chedgrave Carr as Local Green Space. This is reflected in the Publication policies maps.**

#### **Policy PUBSSA47: Road schemes on the Acle Straight (A47T)**

**See Map:** [Appendix 15: Acle Straight and considerations/constraints](#)

1. The Authority will work proactively with promoters and designers of any schemes/proposals for changes to the Acle Straight at an early stage and throughout the process, especially at the feasibility and design stages.
2. Any proposed scheme will need to be justified. Proposed schemes need to consider the [special qualities](#) of the Broads and the fact that it is a protected landscape of national importance. Proposals will need to undertake comprehensive scoping of constraints and opportunities at the earliest stage to set out the nature and scale of any resultant impacts (negative or positive) from proposals, demonstrate how any negative impacts would be avoided, mitigated or compensated and take opportunities to enhance the [special qualities](#) of the area and people’s enjoyment of them. Proposals need to demonstrate they are the least environmentally damaging way of achieving the aims.
3. Transport infrastructure, including roads, accesses, bridges, lighting, signing, other street furniture and public transport infrastructure need to be balanced against the overall impact of the scheme on the [special qualities](#) of the Broads and carefully designed and maintained to take full account of the valued characteristics of the [special qualities](#) of an iconic and highly protected landscape.
4. The Authority acknowledges that schemes will be designed to national guidance and requirements. Proposals will need to ensure they consider and address potential impacts to the following locally important characteristics: wildlife, habitats and species, land management practices, landscape, tranquillity and visual amenity, surface water (including pollution risk from spills), existing footpath/Public Right of Way networks and designated or undesignated heritage assets or their setting, including the Halvergate Marshes Conservation Area, archaeology and the historic dyke networks.
5. Lighting in any scheme needs to be thoroughly justified, kept to a minimum, and well designed so as to not contribute to light pollution.
6. Peat will need to be dealt with and disposed of in line with the [Peat Policy \(PUBDM12\)](#) and [Peat Guide](#) (or successor document).



7. The scheme needs to be resilient to a changing climate, in particular increase in temperatures as well as intense rainfall and increased flood risk from neighbouring Breydon Water due to sea level rise.
8. Schemes will need to consider the provision of a strategic walking and cycling route between Acle and Great Yarmouth and interpretation measures and opportunities to safely enjoy and appreciate the iconic views to the mills and over the marshes.

### **Constraints and features**

- Entire length of Acle Straight in Flood Zone 3 (EA mapping) and indicative 3b using SFRA 2017 mapping.
- Western end: Damgate Marshes SSSI, Halvergate Marshes SSSI, Broadland SPA, Broadland Ramsar site and The Broads SAC.
- Route in parts affected by surface water and tidal climate change allowances as per SFRA 2017.
- Eastern end: Breydon Water LNR, SSSI, Ramsar Site, SPA, Outer Thames Estuary SPA.
- Stracey Arms Drainage Mill (listed building) is next to the Acle Straight.
- Other listed buildings in proximity to the Acle Straight.
- Halvergate Marshes Conservation Area (currently on Historic England's Heritage at Risk Register).
- The Broads is a site identified by Historic England as having exceptional potential for waterlogged archaeology.
- Undesignated heritage assets that contribute to the cultural heritage of the area, such as the WW2 defences and assets identified on the Norfolk HER and Broads Local List.
- Numerous accesses to tracks, for example to farms.
- Numerous level crossings accessed from the Acle Straight.
- Branch Road junction.
- Little Whirlpool Ramshorn Snail (*Anisus vorticulus*).
- The Acle Straight runs in between railway line and river.
- Open and flat landscape.
- Historic dyke networks with associated features.
- Rights of Way.
- Users of the Acle Straight experience congestion regularly.
- Serious accidents on the Acle Straight are higher than the national average (13%) and the average for Norfolk County (16%).
- Peat soils.
- Grade 1 agricultural land to the east
- Grade 3 agricultural land for the most part

### **Reasoned justification**

#### **Background to the A47 and Acle Straight**

The A47 Trunk Road passes through the Broads Authority area and this policy relates to the section of the A47 between Acle and Great Yarmouth, known as the Acle Straight.

The A47 is the main east-west connection in northern East Anglia. It links Lowestoft to Great Yarmouth and then with Norwich, King's Lynn and Peterborough to the A1, with connections to the Midlands and the north of England. At Great Yarmouth and Norwich, connections to Europe and beyond are available via the port and airport. New Anglia Local Enterprise Partnership's Economic Strategy considers this route of strategic importance.

The Acle Straight is a single carriageway with at-grade roundabouts at each end. This section of the A47 has high vehicle flows including a high use by HGVs resulting in longer and more unreliable journey times, as well as delays and congestion at junctions. The two-way Annual Average Weekday Flow (AAWF) on the A47 at Acle Straight is approximately 21,000 vehicles, including a significant HGV percentage of more than 17% in the AM peak period.

Over the last five years (to end October 2023) there were 74 collisions recorded on the Acle Straight, of which 3 were fatal and 16 resulted in serious injuries. National Highways identified in their Route Strategy for the East of England that the Acle Straight has an iRAP star rating of 1<sup>204</sup> (2020). The higher the rating, the safer the road.

Accidents on the Acle Straight have also resulted in road closures, with traffic having to be diverted onto unsuitable alternative routes. Incident records show that the greatest delays in the area occur due to accidents, with the average delay exceeding two hours.

### **What could happen to the Acle Straight and why?**

There is an ambition promoted by the A47 Alliance to dual the A47 for its full length, including the stretch between Acle and Great Yarmouth. The A47 Alliance brings together the business community, local authorities, MPs and stakeholders along the whole of the trunk road route between Peterborough and Lowestoft. Partners are working together to make the case for improvements and to secure the investment required to make it happen.

In 2014, Government committed to funding six A47 dualling and improvement schemes, one of which was improvements to the Great Yarmouth Harfreys and Vauxhall junctions. Works have begun at Harfreys Roundabout, tying into the Great Yarmouth Third River Crossing. **Recently, the funding for the Vauxhall Roundabout scheme has been pulled as part of the spending review by the incoming Labour Government. Surveys have been undertaken in preparation for the Vauxhall Roundabout improvement scheme which is still being developed.**

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<sup>204</sup> The star rating protocol, set out by the International Road Assessment Programme (iRAP), is a way to measure how safe our roads are. Every five years, our road network is surveyed and independently assessed to calculate star ratings. iRAP Star Ratings are used for road safety inspection, road safety impact assessments, and in designs. Star Ratings are an objective measure of the level of safety which is 'built-in' to the road through more than 50 road attributes that influence risk for vehicle occupants, motorcyclists, bicyclists, and pedestrians. 1- star is the least safe and 5-star is the safest.

The Authority acknowledges that changes to the Acle Straight could bring benefits in relation to road safety, improved management of surface water and pollutants, and the economy of the local area in particular economic growth of the sub-region of Great Yarmouth and Lowestoft and wider region<sup>205</sup> through reduced congestion and delays and more reliable journey times. There are also opportunities associated with schemes as mentioned in the policy, such as the potential for archaeological finds, a new route alongside a dualled road, and potential for interpretation of the Broads.

### **Determining applications relating to the Acle Straight**

The Broads Authority would not likely determine any future planning application for dualling the Acle Straight. The scheme is likely to be determined as a Nationally Significant Infrastructure Project (NSIP) by the Planning Inspectorate, because the developable area could be over 12.5Ha and because the scheme could have environmental impacts<sup>206</sup>.

There is a possibility that the dualling of the Acle Straight will come forward during this Local Plan period and the purpose of this policy is to identify important issues and considerations in determining the suitability of any proposal.

### **Major Development**

Some changes to the Acle Straight may be considered as Major Development for the purposes of the **2024 NPPF paragraphs 189 and 190 (and footnote 67)** and policy [PUBDM1](#) of this Local Plan which addresses major development in the Broads.

### **The Acle Straight and the Broads**

The first statutory purpose of the Broads Authority is conserving and enhancing the natural beauty, wildlife and cultural heritage of the Broads. Section 17A of The Norfolk and Suffolk Broads Act 1988 imposes a statutory duty on authorities to seek to further the relevant statutory purposes when exercising their functions that can affect land in the Broads as follows:

- (1) In exercising or performing any functions in relation to, or so as to affect, land in the Broads, a relevant authority must seek to further the purposes of—
  - (a) conserving and enhancing the natural beauty, wildlife and cultural heritage of the Broads;
  - (b) promoting opportunities for the understanding and enjoyment of the special qualities of the Broads by the public; and
  - (c) protecting the interests of navigation.

For the avoidance of doubt, the [special qualities](#) of the Broads are those set out at section [7.14](#).

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<sup>205</sup> A47 Wider Economic Benefits [Why does the A47 need dualling?](https://www.a47alliance.co.uk/why-does-the-a47-need-dualling/) ([a47alliance.co.uk](https://www.a47alliance.co.uk/))

<sup>206</sup> NSIP: [www.legislation.gov.uk/uksi/2013/1883/pdfs/uksi\\_20131883\\_en.pdf](https://www.legislation.gov.uk/uksi/2013/1883/pdfs/uksi_20131883_en.pdf)

Furthermore, of particular importance and relevance in understanding the impacts of any scheme are the Broads Landscape Sensitivity Study and Broads Landscape Character Assessment (or successor documents). Areas 19, 24, 25 and 20 of these studies are the relevant areas for consideration.

The Authority acknowledges that schemes will be designed to national guidance and requirements; the policy and the following information highlights and explains locally important criteria that need addressing in any scheme. It is considered that the clear guidance the policy and supporting text provides will assist in the development and design of any future scheme.

Fundamentally, because of the potential adverse impacts that changes to the highway schemes/changes to the Acle Straight may have on the landscape, visual amenity, historic environment, ecology, habitats, access and special characteristics of the Broads, of either a temporary or permanent nature, any changes to the Acle Straight will need to be designed to reduce and avoid such impacts in the first place. Only then can mitigation be considered. These specific criteria need to be considered and addressed as part of any scheme.

### **Wildlife and habitats**

The Broads is one of the nation's richest areas for biodiversity, with habitats sites and designated habitats and species flanking and occupying the habitats close to the existing road. European and nationally protected species such as water vole, bat and otter are likely to be impacted by any changes. Water voles have suffered drastic declines across the country in recent years, although populations in the Broads are still high. Any loss of water vole habitat in the ditches would need to be compensated and water vole populations translocated.

Any increase in lighting could potentially cause adverse impacts on bat populations in the area. Light pollution is known to deter bats from commuting and foraging areas, delay their emergence for hunting and cause disturbance to roosts.

The area is already a significant site for otter mortality. Road widening risks making this worse, so the Authority would expect changes that underline the need to include enhancements, such as wildlife crossing points. Other impacts on wildlife, such as increased barn owl road fatalities, would also need to be addressed.

Many of the grazing marsh ditches hold conservation designations of European importance, supporting important plant and invertebrate communities. Any impacts to the ditch network would need to address this loss, considering alternatives, mitigation (including translocation), compensation, long-term conservation and monitoring.

One of the already specified issues that changes to the Acle Straight would need to address is the Little Whirlpool Ramshorn Snail. The dykes around the current road are one of the few

habitats of this species, which is on an international 'red list' of endangered species. It is a small aquatic snail with a flattened spiral shell of approximately 5mm in diameter. It has been declining from the UK since the 1960s, although the reason for the decline is not clear. A study investigating the potential to translocate the snail (AECOM, March 2015) concluded that translocation was a potential option, but identified various considerations such as:

- Pathogen transference has been highlighted as an issue, and as such receptor and donor sites should derive from the same drainage unit.
- Donor sites must have a robust population and only sites with no current population should be used as receptor site.
- In order to ascertain these sites and to increase knowledge of the target species, robust pre-translocation survey is a necessity.
- In addition, receptor sites will need to be properly assessed to ensure the receiving habitat is suitable.

Large-scale changes such as dualling the Acle Straight are likely to result in the loss of habitat, as the surrounding dykes could be lost, as could some marshland. The Authority would expect any loss to be avoided and then minimised, with compensation likely to be required. Areas requiring compensation include the need to secure land purchase, conservation management or long-term covenants for defined enhancements, and monitoring regimes. In the first place a scoring system for compensation should be worked up by independent consultant and agreed by all parties.

It is likely that a Habitats Regulation Assessment will be required for proposals.

### **Landscape and tranquillity**

Another key issue is the impact of changes to the road on the landscape character of the Halvergate Marshes Conservation Area. The A47 crosses an area known as the Halvergate marshes or Halvergate triangle. This area forms one of the defining landscapes of the Broads Authority Executive Area, being a vast panoramic expanse of grazing marsh dotted with windmills and often teaming with wildlife. The sheer scale, inaccessibility and emptiness of much of the marshland means it remains largely quiet and isolated. It is designated as a Conservation Area and its biodiversity interest is recognised through national and international designations. The dualling of the Acle Straight has the potential to cause significant adverse effects to both the existing landscape character of the area (including tranquillity through increased traffic noise) and nature conservation interests.

Notwithstanding the above, it is recognised that the current use of the road, which is often characterised by congestion, does not always positively contribute to a sense of tranquillity in the area and improvements to the road which better facilitate the movement of traffic could potentially result in benefits to tranquillity in the area.

Proposed highway options are likely to range in scale, nature and extent. A number of key characteristics have the potential to be affected through changes to the highway/schemes, through both the construction phase and as a result of the completed project. The significance of the effects on the landscape and visual amenity of the area (adverse or beneficial) of any option proposed will need to be assessed in accordance with current guidelines. Reference will need to be made to the landscape character assessments for Local Character Areas 19, 24, 25 and 20 and the Conservation Area appraisal.

Dualling of the Acle Straight has the potential to cause significant adverse effects on the existing landscape character. Mitigation of these effects may be challenging and would need to recognise that common methods such as screening tree belts may be highly intrusive in terms of the extensive open landscape character.

Noise is an important aspect of tranquillity. Schemes should seek to address this, but the provision of noise barriers would be detrimental to the iconic landscape viewing potential along this route. There could be scope for low noise surfacing.

### **Flood risk**

It should be noted that according to the NPPF and NPPG, the exception test will be required. Furthermore, essential transport infrastructure (as with water-compatible uses) that has passed the Exception Test should also be designed and constructed to:

- remain operational and safe for users in times of flood;
- result in no net loss of floodplain storage;
- not impede water flows and not increase flood risk elsewhere.

### **Surface water**

Changes to the Acle Straight could result in more impermeable surfaces, leading to a greater volume of surface run off to wash more pollutants off the road surface. The sensitive habitats nearby could be adversely affected by pollutants.

Any changes to the Acle Straight would need to address increased risk of flooding at that point and elsewhere by implementing sustainable drainage or SuDS, and by considering potential hazard to water quality from the surface runoff. Water may require additional treatment prior to disposal and adequate steps need to be put in place. Where any SuDS are proposed, it is important to demonstrate that the SuDS hierarchy (see policy [PUBDM9](#)) has been followed both in terms of:

- Surface water disposal location, prioritised in the following order: disposal of water to shallow infiltration, to a watercourse, to a surface water sewer, combined sewer / deep infiltration (generally greater than 2m below ground level); and
- The SuDS components used within the management train (source, site and regional control).

The CIRIA SuDS Manual C753 (2015) looks at designing sustainable surface water drainage from highways and designing for water quality issues. Additional measures to address accidental spills will also need to be considered.

The Acle Straight is almost entirely within an Internal Drainage Board (IDB) area and the Water Management Alliance should be consulted at an early stage. If infiltration is not favourable, they should be consulted to establish if surface water drainage discharge to a managed network would require consent.

The Environment Agency should also be consulted with regard to water quality and any particularly sensitive receptors nearby as well as in relation to strategic flood risk and any mitigation required to compensate for any floodplain affected. The Environmental Permitting (England and Wales) Regulations 2010 may be of relevance as well.

### **Light pollution**

The Authority's Dark Sky Report (2016) shows that the Acle Straight has good quality dark skies, with the western end in particular having very good quality dark skies<sup>207</sup>. Any schemes need to be assessed in line with policy [PUBDM28](#) Light pollution and dark skies.

### **Walkers, cyclists and horse riders**

Changes to the Acle Straight offer the opportunity to improve provision for walkers, cyclists and horse riders and provide new facilities. The [Broads Integrated Access Strategy](#) has an aim for a shared use path along the length of the Acle Straight, which would provide a new link to enable non-car journeys between Acle and Great Yarmouth.

### **Interpretation and appreciation**

The route is a tourist route as well as an access route. Changes to the Acle Straight could include provision of parking laybys, allowing people the opportunity to appreciate the iconic landscape. The Authority would expect these areas to have no impediment to the view, and to provide interpretation points that would add to the visitor experience of the Broads.

### **Heritage assets**

The listed Stracey Arms Drainage Mill is located immediately adjacent to the Acle Straight. The impacts of changes on this heritage asset will need to be addressed. There are many other intervisible (seen from each perspective) drainage mill structures, both nationally and locally listed, collectively forming the largest grouping in the UK. All of them contribute to the historic character of the drained marshland. The Norfolk HER contains many records relating to the area

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<sup>207</sup> The readings taken along the Acle Straight were all over 20 arc magnitudes per second with those to the western end of the Acle Straight in particular being over 20.5 arc magnitudes per second.

both in terms of archaeology and built form, an example being the World War 2 defences that remain in situ on the marshes.

The special historic interest of Halvergate marshes is particularly significant as a constantly evolving cultural landscape. That evolution is illustrated by numerous remnant structures, landscape and archaeological features, that collectively contribute to the historic significance of the area. Historic England has recognised this significance in terms of undiscovered archaeology and identified the Broads as an area of *exceptional potential for waterlogged heritage*. See policy [PUBDM13](#) Heritage Assets, which relates to archaeology.

Virtually the whole of the Acle Straight corridor lies within the Halvergate Marshes Conservation Area; a designated Heritage Asset characterised by the cultural landscape and the features within it. A partnership project sponsored by the Heritage Lottery Fund has made a significant investment in works to restore the mills in the area and thereby enhanced the landscape.

The Authority would expect that the historic significance, including the potential archaeological significance of the area, is fully assessed and analysed in any proposal for changes to the Acle Straight. The historic environment is a finite resource and once lost cannot be replaced. The Authority therefore expects that any adverse impact on the historic environment, either built, landscape or archaeological, is kept to an absolute minimum, and that any adverse impact resulting from change is fully assessed and can be justified in line with the tests set out in section 16 of the 2024 NPPF. Where justification for harm can be made, any impact or harm should be mitigated, including improvements to existing features.

### **Practicalities**

The current route has various pinch points bounded by river on one side and railway on the other. Further, numerous farm accesses and the road towards Halvergate will need to be accommodated. This may mean that any scheme cannot be fitted 'on-line' and a wider route choice corridor has to be considered. This could have immense implications on the landscape, heritage and ecology and could alter the attitude of the Authority to any proposals. Constraint scoping needs to be undertaken very early in the process.

### **Airborne pollutants**

In terms of airborne pollutants, the Government's Interim Guidance on PM2.5 (or successor document) could be of relevance.



## 59 Implementation, monitoring and review

### Introduction

This section discusses how the strategy in this Local Plan will be implemented, monitored and reviewed.

### Implementation and delivery

A number of organisations will be responsible for the delivery and implementation of different policies in the Local Plan. The monitoring and implementation framework can be found at [Appendix 13](#).

### Monitoring the Local Plan

The individual policies have monitoring indicators, set out at [Appendix 13](#). Where there is an obvious quantifiable output to monitor, the indicator reflects this (for example, applications approved contrary to Environment Agency advice, or number of dwellings permitted or developed). Such an approach to other policies is less easy. As such, the Authority has produced a simple questionnaire for its Development Management Officers to use when completing a decision notice. This questionnaire asks which policies have been used to help determine the application, and to what level of conformity the application and decision has been made – in other words, whether the decision and application are in full conformity with policy, part conformity or contrary.

### Reviewing the Broads Local Plan

The Authority will assess the use of each policy through the monitoring indicators on an annual basis, to help us understand how the policies are being used and to what effect. The Local Plan will be reviewed in line with national policy, which at the time of writing, was five years after adoption.

## 60 Next steps

This Publication version of the Local Plan consultation ends 4pm 26 September 2025.

At the end of the consultation period, we will collate and respond to all the comments received. We will then decide whether to submit the Local Plan for examination or not. We will keep you informed of the process and progress.

# Appendix 1: Privacy notice

## Personal data

The following is to explain your rights and give you the information you are entitled to under the Data Protection Act 2018. For more information, see the [Broads Authority Data Protection Policy](#).

The Broads Authority will process your personal data in accordance with the law and in the majority of circumstances this will mean that your personal data will be made publicly available as part of the process. It will not however be sold or transferred to third parties other than for the purposes of the consultation.

- 1. The identity of the data controller and contact details of our Data Protection Officer.** The Broads Authority is the data controller. The Data Protection Officer can be contacted at [dpo@broads-authority.gov.uk](mailto:dpo@broads-authority.gov.uk) or (01603) 610734.
- 2. Why we are collecting your personal data.** Your personal data is being collected as an essential part of the consultation process, so that we can contact you regarding your response and for statistical purposes. We may also use it to contact you about related matters. We will also contact you about later stages of the Local Plan process.
- 3. Our legal basis for processing your personal data.** The Data Protection Act 2018 states that, as a Local Planning Authority, the Broads Authority may process personal data as necessary for the effective performance of a task carried out in the public interest, i.e. a consultation.
- 4. With whom we will be sharing your personal data.** Your personal data will not be shared with any organisation outside of the Broads Authority. Only your name and organisation will be made public alongside your response to this consultation. Your personal data will not be transferred outside the EU.
- 5. For how long we will keep your personal data, or criteria used to determine the retention period.** Your personal data will be held for 16 years from the closure of the consultation in accordance with our Data and Information Retention Policy. A copy can be found here <http://www.broads-authority.gov.uk/about-us/privacy>.
- 6. Your rights, e.g. access, rectification, erasure.** The data we are collecting is your personal data, and you have considerable say over what happens to it. You have the right:
  - a) to see what data we have about you
  - b) to ask us to stop using your data, but keep it on record
  - c) to ask to have all or some of your data deleted or corrected
  - d) to lodge a complaint with the independent Information Commissioner (ICO) if you think we are not handling your data fairly or in accordance with the law. You can contact the ICO at <https://ico.org.uk/>, or telephone 0303 123 1113.
- 7. Your personal data will not be used for any automated decision making.**

## Appendix 2: List of Parishes (and Towns and City) in the Broads

### Broadland District Council

|                                     |                            |
|-------------------------------------|----------------------------|
| Acle CP                             | Postwick with Witton CP    |
| Beighton CP                         | Reedham CP                 |
| Belaugh CP                          | Salhouse CP                |
| Brundall CP                         | South Walsham CP           |
| Cantley, Limpenhoe and Southwood CP | Strumpshaw CP              |
| Coltishall CP                       | Thorpe St. Andrew CP       |
| Crostown CP                         | Thorpe St. Andrew CP (DET) |
| Freethorpe CP                       | Upton with Fishley CP      |
| Halvergate CP                       | Woodbastwick CP            |
| Horstead with Stanninghall CP       | Wroxham CP                 |

### East Suffolk Council

|                     |                                        |
|---------------------|----------------------------------------|
| Barnby CP           | Mettingham CP                          |
| Barsham CP          | North Cove CP                          |
| Beccles CP          | Oulton Broad CP                        |
| Blundeston CP       | Oulton CP                              |
| Bungay CP           | Shipmeadow CP                          |
| Carlton Colville CP | Somerleyton, Ashby and Herringfleet CP |
| Flixton CP          | Worlingham CP                          |

### Great Yarmouth Borough Council

|                           |                            |
|---------------------------|----------------------------|
| Ashby with Oby CP         | Martham CP                 |
| Belton with Browston CP   | Mautby CP                  |
| Bradwell CP               | Ormesby St. Michael CP     |
| Burgh Castle CP           | Repps with Bastwick CP     |
| Filby CP                  | Rollesby CP                |
| Fleggburgh CP             | Somerton CP                |
| Fritton and St. Olaves CP | Stokesby with Herringby CP |
| Great Yarmouth (town)     | Thurne CP                  |
| Hemsby CP                 | West Caister CP            |
|                           | Winterton-on-Sea CP        |

### **North Norfolk District Council**

Barton Turf CP  
Brumstead CP  
Catfield CP  
Dilham CP  
East Ruston CP  
Hickling CP  
Honing CP  
Horning CP  
Horsey CP

Hoveton CP  
Ingham CP  
Ludham CP  
Neatishead CP  
Potter Heigham CP  
Sea Palling CP  
Smallburgh CP  
Stalham CP  
Sutton CP

### **Norwich City Council**

### **South Norfolk District Council**

Aldeby CP  
Bramerton CP  
Broome CP  
Burgh St. Peter CP  
Carleton St. Peter CP  
Chedgrave CP  
Claxton CP  
Ditchingham CP  
Earsham CP  
Ellingham CP  
Geldeston CP  
Gillingham CP

Haddiscoe CP  
Heckingham CP  
Kirby Bedon CP  
Langley with Hardley CP  
Loddon CP  
Norton Subcourse CP  
Rockland St. Mary CP  
Surlingham CP  
Thurlton CP  
Trowse with Newton CP  
Wheatacre CP

### Appendix 3: United Nations Sustainable Development Goals (UN SDGs)

#### A3.1: Assessment of objectives against the UN SD Goals.

The objectives of the Local Plan are assessed against the 17 UN Sustainable Development Goals (UN SDGs) (<https://sdgs.un.org/goals>) in Table 3. X denotes if the objectives relate to each other.

Local Plan objectives and UN Sustainable Development Goals

|        | No poverty | Zero hunger | Good health and well-being | Quality education | Gender equality | Clean water and sanitation | Affordable and clean energy | Decent work and economic growth | Industry, innovation and infrastructure | Reduced inequalities | Sustainable cities and communities | Responsible consumption and production | Climate action | Life below water | Life on land | Peace, justice and strong institutions | Partnerships for the goals |
|--------|------------|-------------|----------------------------|-------------------|-----------------|----------------------------|-----------------------------|---------------------------------|-----------------------------------------|----------------------|------------------------------------|----------------------------------------|----------------|------------------|--------------|----------------------------------------|----------------------------|
| OBJ1.  |            |             | X                          |                   |                 | X                          |                             | X                               |                                         |                      | X                                  |                                        | X              | X                | X            |                                        |                            |
| OBJ2.  |            |             | X                          |                   |                 | X                          |                             |                                 |                                         |                      | X                                  |                                        | X              | X                | X            |                                        |                            |
| OBJ3.  |            |             | X                          |                   |                 |                            |                             |                                 |                                         |                      | X                                  |                                        |                |                  | X            |                                        |                            |
| OBJ4.  |            |             | X                          |                   |                 | X                          |                             |                                 |                                         |                      | X                                  |                                        |                | X                | X            |                                        |                            |
| OBJ5.  |            |             | X                          |                   |                 |                            |                             |                                 |                                         |                      | X                                  |                                        | X              | X                | X            |                                        |                            |
| OBJ6.  |            |             |                            |                   |                 | X                          |                             |                                 |                                         |                      | X                                  | X                                      | X              | X                | X            |                                        |                            |
| OBJ7.  |            |             | X                          |                   |                 |                            | X                           |                                 |                                         | X                    | X                                  | X                                      | X              | X                | X            |                                        |                            |
| OBJ8.  |            |             |                            | X                 |                 |                            |                             |                                 | X                                       |                      | X                                  |                                        |                |                  | X            |                                        |                            |
| OBJ9.  | X          |             | X                          |                   |                 |                            |                             |                                 |                                         |                      | X                                  |                                        |                |                  |              | X                                      |                            |
| OBJ10. |            |             | X                          |                   |                 | X                          |                             |                                 | X                                       |                      | X                                  | X                                      | X              | X                | X            |                                        | X                          |
| OBJ11. |            |             | X                          |                   |                 |                            |                             |                                 |                                         |                      | X                                  |                                        |                |                  |              |                                        |                            |
| OBJ12. |            | X           | X                          |                   |                 |                            |                             | X                               | X                                       |                      | X                                  | X                                      |                | X                | X            |                                        |                            |
| OBJ13. |            |             | X                          |                   |                 | X                          |                             | X                               | X                                       |                      | X                                  |                                        | X              | X                | X            |                                        |                            |
| OBJ14. |            |             | X                          |                   |                 | X                          |                             |                                 |                                         |                      | X                                  | X                                      | X              | X                | X            |                                        |                            |
| OBJ15. |            |             | X                          | X                 |                 | X                          |                             |                                 |                                         | X                    | X                                  |                                        |                |                  |              |                                        |                            |
| OBJ16. |            |             |                            |                   |                 | X                          |                             |                                 |                                         |                      | X                                  | X                                      |                | X                | X            |                                        |                            |

Following the assessment above, ‘gender equality’ does not have a related objective in the Local Plan. Planning and local plan policies do not really seek to affect genders differently. When considering needs to address in the Local Plan, we look at the population as a whole. Therefore, it is considered acceptable that there are no objectives relating to ‘gender equality’.

#### A3.2: Assessment of policies against the UN SD Goals.

The policies have been assessed against the UN SD Goals. This assessment can be found [here](#).

## Appendix 4: Climate change adaptation and resilience checklist

### A4.1 How to complete the checklist

Consider the development as a whole and in terms of its constituent parts including groundworks, construction (low and high level), height of items, water flow on and off the site, and proximity to external risk factors (including sea, rivers, streams, ditches, trees, other construction).

We suggest you initially consider your development against current average weather conditions. Then consider recent weather extremes, and what those impacts might do to your development. For example, could it cope with sudden, very intense rain showers? Would a week of mid 30°C temperatures melt anything? You should then consider future climate projections (relevant to how long you think your development will last).

You should also consider what level of risk you could live with (for example, if you think that tolerating significant fluctuations in temperature is an unacceptable risk, you may choose to incorporate certain adaptive features in your development). You may also want to think about potential future occupiers and how attractive 'climate-smart' features would be to them.

Looking to the future will help you consider whether your development needs to be more resilient or adapted to cope more effectively with climate impacts (for example, moving to a different part of the site where there will be more shade for the house, or tree planting to provide shade).

It is particularly important to consider the potential changes in extreme weather conditions. Projections are that such extremes may become more frequent, as well as reaching new highs or lows, such as more intense bursts of rainfall due to increased thunderstorms.

Please note that this is a self-assessment checklist but is required to be submitted as part of relevant applications.

### A4.2 Additional information and advice

To support this checklist, the Broads Authority has a range of additional guidance on getting the best from your development proposals:

- a) **Sustainable Development Guide**<sup>208</sup>. This gives comprehensive advice, across a range of development types, on incorporating a sustainable approach.
- b) **Broads' Community advice**<sup>209</sup>: Produced by the Broads Climate Partnership, this gives more detailed suggestions for farmers, businesses, and local communities on adapting to climate change.

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<sup>208</sup> [Broads planning guides \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/broads-planning-guides)

<sup>209</sup> Broads' Community: [Climate change \(broads-authority.gov.uk\)](https://broads-authority.gov.uk/climate-change)

- c) **Broads Climate Adaptation Plan**<sup>210</sup>: Produced in 2015, the Plan introduces current thinking about climate adaptation for the Broads and sets out the 'climate-smart' approach.

### A4.3 Explanatory notes

Remember that there will be chances of extremes at both ends of the weather spectrum (such as heavy snow fall, winter 'heatwaves', freak hailstorms, flash flooding and extreme heat), for which you should be making allowances according to your assessment of risk.

- **Sea level rise:** Current projections for sea level rise range from 37cm to over 1m by the end of the 21<sup>st</sup> century. A rising sea increases the threat of over-topping defences or stopping heavy rainfall from running out to sea. It is also likely to mean salty water is pushed further up the rivers (altering wildlife distribution and perhaps increasing corrosion) and could mean air draft under bridges at high tide is likely to be reduced. Higher initial levels could also worsen impacts when surge conditions (strong winds and depressions) combine to push water inland.
- **Surface water flooding:** With more impermeable surfaces due to development, heavy rainfall can overwhelm drains and ditches and give rise to a higher threat of surface water flooding. Sustained high water tables may be an issue in some locations. By keeping land permeable to rainfall, having overflow areas that can hold excess water, or incorporating flood barriers into the building, the risk can be lowered.
- **Increased water temperature in watercourses:** Increased temperatures alongside high nutrients may increase the probability of blue-green algal blooms, which can be toxic, or excessive aquatic vegetation growth. The increased river/lake temperature may also affect the overall distribution of species, with knock on effects such as on recreation interests.
- **Heatwaves:** Periods of high temperature caused by trapping energy in the atmosphere, along with more cloud free days, could see the prolonged periods of sunshine melting certain materials or causing human health issues. Developing ways to shade living and working spaces (such as window shutters or tree planting) or enable heat to be vented from dwellings overnight may provide improved tolerance.
- **Drought:** Longer periods of no rainfall could put stress on water levels. This may affect the environment and wildlife (such as low flow in rivers or ponds drying out) and could also decrease the amount available for people to use.

### A4.4 Next steps

According to your acceptance of risk, you may wish to make more a detailed exploration and assessment when your self-assessment reaches a certain impact level (e.g. for all 'significant' and above impacts).

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<sup>210</sup> Climate Change Adaptation Plan : [www.broads-authority.gov.uk/looking-after/climate-change](http://www.broads-authority.gov.uk/looking-after/climate-change)

| What will happen to the development and/or the users or occupiers if there is...?        |                                                          | How have you designed the development to address this?<br><i>Briefly explain how your scheme reflects this issue. You may also want to explain if you have changed your scheme as a result of this checklist.</i> |
|------------------------------------------------------------------------------------------|----------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Higher summer temperatures (average and maximum) and sustained heatwaves                 |                                                          |                                                                                                                                                                                                                   |
| Longer periods of drought during the summer                                              |                                                          |                                                                                                                                                                                                                   |
| Longer periods of cloud free days                                                        |                                                          |                                                                                                                                                                                                                   |
| Water (river, stream and lake) temperatures increased through year especially the summer |                                                          |                                                                                                                                                                                                                   |
| Rainfall coming in more intense bursts                                                   | Greater potential for surface water flooding             |                                                                                                                                                                                                                   |
|                                                                                          | More potential for higher ditch, stream and river levels |                                                                                                                                                                                                                   |
| Fewer frosty days                                                                        |                                                          |                                                                                                                                                                                                                   |
| More frequent storms – the effect of rain and wind                                       |                                                          |                                                                                                                                                                                                                   |
| More extreme / intense storms – the effect of rain and wind                              |                                                          |                                                                                                                                                                                                                   |
| Rise in sea level                                                                        |                                                          |                                                                                                                                                                                                                   |
| Increase in salinity in the rivers                                                       |                                                          |                                                                                                                                                                                                                   |
| Surge conditions in the North Sea                                                        |                                                          |                                                                                                                                                                                                                   |



## Appendix 5: Policy implementation: Water efficiency (residential)

### A5.1 Introduction

[Policy PUBDM7](#) requires all new, replacement or converted dwellings to be designed to have a water demand of 110 l/h/d. This is the optional building regulations standard that has been incorporated into the Local Plan. The relevant Building Regulations Approved Document are part G. Approved Document G provides guidance on the supply of water to a property, including water safety, hot water supply, sanitation and water efficiency i.e. an easily accessible water supply that doesn't incur wastage. [Approved Document G - Part G - Sanitation, hot water safety and water efficiency - Planning Portal](#). G2 is the specific part that relates to water efficiency.

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

### A5.2 What the Building Regulations 2010 (as amended) say

#### **Water efficiency**

G2. 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.

#### **Water efficiency of new dwellings**

36.—(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).

#### **Wholesome water consumption calculation**

37.—(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.

## **Building (Approved Inspectors) Regulations 2010**

### **Application of Provisions of the Principal Regulations**

20.—(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”.

### **Limits on application**

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).

## **A5.3 Calculating water use.**

The Approved Document G (in particular G2) refers to two approaches.

- ‘... the estimated consumption of wholesome water calculated in accordance with the methodology in the water efficiency calculator, should not exceed 110 litres/person/day’.
- ‘As an alternative to calculating the water consumption, a fittings approach that is based on the water efficiency calculator methodology may be used. Where the fittings approach is used, the water consumption of the fittings provided must not exceed the values in Table 2.2’.

Table 2.2 Maximum fittings consumption optional requirement level

| <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                    |

| Water fitting   | Maximum consumption  |
|-----------------|----------------------|
| Sink taps       | 6 l/min              |
| Dishwasher      | 1.25 l/place setting |
| Washing machine | 8.17 l/kilogram      |

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

## A5.6 Planning Applications

Since the policy requirement is tied to national standards in the Building Regulations, the process for providing the necessary information to support a planning application is relatively straightforward.

## A5.7 Pre application discussions

Water efficiency will be one of the policy requirements to be discussed by development management planners and developers from the earliest stages of the design and planning application process. Early consideration will reduce associated costs.

## A5.8 Submitting planning applications

Reference to the requirement for the housing development to comply with the regulation 36 2(b) for water efficiency, and how this will be addressed, should be incorporated in the Design and Access Statement/Planning Statement which supports the planning application.

## A5.9 Assessing planning applications

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

## A5.10 Conditions

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

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

REASON: To ensure the development is constructed to an appropriate standard in accordance with [Policy PUBDM7](#) of the adopted Local Plan for the Broads.

### A5.11 Long term maintenance

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

Table A5: Typical water usage and maximum consumption of water by fittings for compliance with Building Regulations

|                 | Water fitting, appliance or action   | Average water use of each appliance/action                                                                      | Approximate % of average household's water use | Building Regulations maximum fittings consumption to achieve optional requirement level of 110 litres per person per day |
|-----------------|--------------------------------------|-----------------------------------------------------------------------------------------------------------------|------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------|
| <b>Bathroom</b> | Showers                              | Power shower: 13 litres per minute<br>Mixer shower: 8 litres per minute<br>Electric shower: 5 litres per minute | 27%                                            | 8 litres per minute                                                                                                      |
|                 | Bath tap                             | Standard: 80 litres when the bath is 'full'*                                                                    | 12%                                            | 170 litres total holding capacity to overflow                                                                            |
|                 | Toilets                              | Modern cistern: 5 litres per flush<br>Older: 9 litres per flush                                                 | 18%                                            | 4/2.6 litres dual flush                                                                                                  |
|                 | Bathroom basin                       | 6 litres per minute is used with a running tap                                                                  | 6%                                             | 5 litres per minute                                                                                                      |
| <b>Utility</b>  | Washing machine                      | Average cycle: 50 litres                                                                                        | 15%                                            | 8.17 litres per kg of dry load capacity used per average cycle**                                                         |
| <b>Kitchen</b>  | Dishwasher                           | Average setting: 14 litres per cycle<br>Eco-setting: 10 litres per cycle                                        | 16% ('Kitchen')                                | 1.25 litres per place setting capacity used per average cycle**                                                          |
|                 | Kitchen sink (rinsing/ hand washing) | 30 litres per minute running tap wash                                                                           |                                                | 6 litres per minute                                                                                                      |
|                 | Washing up dishes by hand            | 8 litres per bowl wash                                                                                          |                                                | N/A                                                                                                                      |
| <b>Other</b>    | Car wash / Other                     | 250 litres per hose pipe use<br>30 litres per bucket wash                                                       | 6% ('Other')                                   | N/A                                                                                                                      |

Sources: [www.ccwater.org.uk/households/using-water-wisely/averagewateruse/](http://www.ccwater.org.uk/households/using-water-wisely/averagewateruse/), [www.eswater.co.uk/help/saving-water/at-home/](http://www.eswater.co.uk/help/saving-water/at-home/) and 'Maximum fittings consumption optional requirement level' Table 2.2 of *Approved Document G* of the Building Regulations (2015 edition with 2016 amendments).

\*Here 'full' is used in a colloquial sense, referring to the level to which a person would typically fill the bath to in order to bathe, which is only usually around half of its total holding capacity before it would overflow.

\*\*See EU Energy Label information based on average eco-programme cycle. Most new washing machines and dishwashers will be compliant with these minimums.

# Appendix 6: Flood response plan guidance and structure

## Chapter 1: Flood Response Plan Guidance

### A6.1 Introduction

This guidance has been produced to assist with the preparation of Flood Response Plans (FRP). FRPs need to be provided as part of a Flood Risk Assessment where this is necessary to accompany a planning application.

All residents and businesses in flood risk areas are encouraged to prepare and maintain a Flood Response Plan so they are prepared in the event of a flood.

Floods present a danger to health and life and can damage property. It is important to be prepared in advance to limit the dangers and damage. At times of flooding, emergency and other local services will be under significant pressure. The better prepared you are, the less pressure the services will be under so they can attend to the most vulnerable in the community. Even if you are not physically injured in a flood, the consequences can have an emotional impact. The shock and disruption and damage to, or loss of, property and possessions can have big impacts. Being proactive and having a Plan you are familiar with in advance can help you take prompt, effective action when warnings are issued and result in an easy and efficient recovery.

Every effort has been made to ensure this guidance is accurate and comprehensive as at the date it was prepared. However, it is the responsibility of the developer to ensure that any additional risks relevant to a particular property development are fully considered. The Broads Authority will not accept responsibility for any errors, omissions or misleading statements in this guidance or for any loss, damage or inconvenience caused as a result of relying on this guidance.

You will need to adapt the template to reflect the specifics of your site; such as the size and the number of people who use and what they use it for.

According to a guide produced by ADEPT and the Environment Agency in September 2019<sup>211</sup>, flood response plans should address the following:

- characterise and quantify the flood risk
- list relevant flood warnings and estimate the likely lead-time available
- detail who is at risk – including vulnerable people and transient users
- explain how the plan will be triggered, by who and when
- define any areas of responsibility for those participating in the plan
- describe what actions are required by the people in the development
- set out the type and performance of any flood resistance or resilience measures to be installed prior to a flood

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<sup>211</sup> [ADEPT/EA Flood Risk Emergency Plans for New Development](#) | [ADEPT \(adeptnet.org.uk\)](#)

- establish safe access and escape routes to a safe location
- outline the evacuation procedure, place of refuge and related equipment needed to serve occupants for the required duration
- detail what emergency service infrastructure and/or contributions are proposed
- establish procedures for implementing, monitoring and maintaining the plan throughout the lifetime of the development

## A6.2 Flood response plans - considerations

### Flood warnings

The Environment Agency is responsible for providing flood warnings to the public. Anyone can register with the Environment Agency's flood warning service 'Floodline Warnings Direct'<sup>212</sup>. The Floodline Warnings Direct (FWD) service provides information about the current and future flooding danger. If flooding may happen, the Environment Agency will issue a flood warning to registered users by telephoning a pre-arranged number with a recorded message or by sending a text or email.

The 3 flood warning codes are shown below. You can go to the Flood Information Service<sup>213</sup> to see what warnings are in place around the Country.



**Severe Flood Warning**  
Severe flooding. Danger to life.



**Flood Warning**  
Flooding is expected.  
Immediate action required



**Flood Alert**  
Flooding is possible.  
Be prepared

### Liaise with neighbours

When drafting an FRP you are strongly encouraged to liaise with the owners/occupiers of any neighbouring and nearby sites. That way you can coordinate procedures and minimise confusion during an incident.

### Evacuating

FRPs should reflect the fact that people should evacuate **prior** to a flood occurring. Once flooding has inundated an area, staying put rather than evacuating, could be the safer option. This is because of the dangers of moving in flooded areas such as lifted manhole covers and contaminated water. It is important to note that in the Broads area, flood waters may take a longer time to subside which can cause difficulties for those taking refuge within buildings. Your FRP needs to reflect the local circumstances.

<sup>212</sup> [Sign up for flood warnings - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

<sup>213</sup> [Check for flooding in England - GOV.UK \(check-for-flooding.service.gov.uk\)](https://check-for-flooding.service.gov.uk)

Ensure that the FRP deals with the potential difficulties involved in immediate evacuation which may need to be carried out in inclement weather. The FRP needs to address how people will reach local authority designated rest centres.

### **People requiring extra assistance**

Inform appropriate response organisations, such as Social Services, about any elderly or vulnerable people who may require extra assistance in the event of an emergency such as a flood.

Particular attention should be given to the communication of warnings to vulnerable people including those with impaired hearing or sight and those with restricted mobility.

### **Other sources of useful information**

Emergencies web pages of the County and District Councils contain useful information which you may wish to consult/refer to in your FRP:

- Norfolk County Council: [Safety - Norfolk County Council](#)
- Suffolk County Council and Waveney District Council: [Suffolk Fire and Rescue Service - Suffolk County Council](#)
- South Norfolk Council: [Flooding – Broadland and South Norfolk \(southnorfolkandbroadland.gov.uk\)](#)
- Broadland Council: [Flooding – Broadland and South Norfolk \(southnorfolkandbroadland.gov.uk\)](#)
- Norwich Council: [Emergency planning | Norwich City Council](#)
- North Norfolk Council: [Home | Emergency Planning \(north-norfolk.gov.uk\)](#)
- Great Yarmouth Council: [Emergency Planning - Great Yarmouth Borough Council \(great-yarmouth.gov.uk\)](#)
- Met Office website. [Weather and climate change - Met Office](#)
- National Flood Forum: The NFF is an independent body that supports flood preparedness and flood recovery. It has advice about flood protection products and clean up processes. It also covers other areas of post flooding support. [National Flood Forum – A charity to help, support and represent people at risk of flooding.](#)
- Flood risk emergency plans for new development [ADEPT/EA Flood Risk Emergency Plans for New Development | ADEPT \(adeptnet.org.uk\)](#)
- <https://thefloodhub.co.uk/household/>

### **A6.3 Your Flood Response Plan**

Flood Response Plans may be different for different buildings. This would reflect the time of day someone might be there, how many people are in or around the building and what the building is used for.

- **Businesses** can follow the Environment Agency's guide 'Prepare your business for flooding - Checklists to help you prepare your business for flooding'<sup>214</sup>.
- **Community organisations** can follow the Environment Agency's guide 'Community flood plan - Checklists to help you prepare for flooding if you support a community or group'<sup>215</sup>.

The following suggested structure is for the production of FRPs for residential, holiday and other development which includes overnight accommodation.

## Chapter 2: Suggested structure for your Flood Response Plan

### A6.4 Introduction

- Describe the site fully and accurately including where it is and what it is used for:
  - State the name and address of the property.
  - Attach a site plan to identify the location and size of the site.
  - Identify what type of development it is (a residential dwelling, holiday let, second home, etc.) and the size (number of storeys, number of bedrooms, any outbuildings, etc).
  - Identify where the access into the site and into the building is – will this be safe at times of flood? If not, are there other safe accesses that can be used?
  - Identify where people could safely be rescued from in an emergency if a flood occurs before the building is evacuated (usable safe refuge).
- Identify potential sources of floodwater and what to look out for.
- What timescale are people likely to have to respond to flood warnings?
- State who will be responsible for implementing the Flood Response Plan and who will review it and how regularly.
- State the date the Plan was adopted and refer to timescales for review.
- Identify the scope of the plan – the site, building, property and people
- State which flood zone the site is in (as identified in a Flood Risk Assessment or on the Environment Agency's website<sup>216</sup>). A flood zone identifies how likely the site is to flood. The flood zones are listed below:

#### **Zone 1: Low Probability of flooding**

Land having a less than 1 in 1,000 (0.1%) annual probability of river or sea flooding.

#### **Zone 2: Medium Probability of flooding**

Land having between a 1 in 100 (1%) and 1 in 1,000 (0.1%) annual probability of river flooding; or  
Land having between a 1 in 200 (0.5%) and 1 in 1,000 (0.1%) annual probability of sea/tidal flooding.

#### **Zone 3a: High Probability**

Land having a 1 in 100 (1%) or greater annual probability of river flooding; or

<sup>214</sup> [Business flood plan checklists - GOV.UK \(www.gov.uk\)](https://www.gov.uk/business-flood-plan-checklists)

<sup>215</sup> [Community flood plan - GOV.UK \(www.gov.uk\)](https://www.gov.uk/community-flood-plan)

<sup>216</sup> [Check the long term flood risk for an area in England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/check-the-long-term-flood-risk-for-an-area-in-england)



Land having a 1 in 200 (0.5%) or greater annual probability of sea/tidal flooding.

### Zone 3b: The Functional Floodplain

This zone comprises land where water has to flow or be stored in times of flood, during a flood event with an annual probability of 1 in 30 (3.3%) or greater.

#### A6.5 Warning arrangements

- Register the site with the Environment Agency's Floodline Warnings Direct service.
- Who receives these warnings and how? What if they are away? What will they do when they receive a warning?
- Where will a copy of this Plan be kept? How will all residents/tenants know where to find it?
- How will response organisations (like the police and fire service) be made aware of elderly or vulnerable people who may require extra assistance in the event of an emergency such as a flood?
- If warnings are received outside of normal working hours, how will you tell the staff/visitors before they leave for work? Who will inspect the premises before letting them arrive?

#### A6.6 Instructions to residents/tenants in the event of a flood warning

The plan needs to set out clear instructions and actions for each stage of warning. This needs to form an easy-to-refer-to plan that can be followed in an emergency, providing all the necessary information and identifying who is responsible for doing what. It needs to identify at which stage the property should be evacuated, how and where to. A plan showing a safe exit route needs to be included.

If refuge is to be taken within the property, the plan needs to identify the circumstances when this should take place, where there is safe refuge and where any resources such as a flood kit (see below) will be found. Single storey properties may not have a place of safe refuge, so evacuating at an early stage to a safe place is more important.

The following table shows the stages of flood warning. What will you do at each stage?

|                                                                                                                                                 |                                                                                                                                                                                                                                                                            |
|-------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <br><b>Flood Alert</b><br>Flooding is possible. Be prepared. | <ul style="list-style-type: none"><li>• How will you respond to this alert?</li><li>• What will you need to do to be prepared?</li><li>• Is any other action necessary?</li><li>• Who do you need to tell there is an alert in place? What will they need to do?</li></ul> |
| <br><b>Flood Warning</b><br>Flooding is expected.            | <ul style="list-style-type: none"><li>• How will you respond to this warning?</li><li>• What is the immediate action you need to take?</li><li>• Who do you need to tell there is a warning in place? What will they need to do?</li></ul>                                 |

|                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Immediate action required.                                                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|  <p><b>Severe Flood Warning</b><br/>Severe flooding. Danger to life.</p> | <ul style="list-style-type: none"> <li>• How will you respond to this severe warning?</li> <li>• What action(s) do you need to take?</li> <li>• Who do you need to tell there is a severe warning in place? What will they need to do?</li> </ul>                                                                                                                                                                                                             |
| <b>Warnings no longer in force - no flooding occurred</b>                                                                                                 | <ul style="list-style-type: none"> <li>• How will you know when warnings are no longer in force?</li> <li>• Who do you need to tell the danger has passed?</li> <li>• What action is necessary?</li> </ul>                                                                                                                                                                                                                                                    |
| <b>Warnings no longer in force - flooding has occurred</b>                                                                                                | <ul style="list-style-type: none"> <li>• How will you know when warnings are no longer in force?</li> <li>• Who do you need to tell the danger has passed?</li> <li>• What action is necessary?</li> <li>• Re-occupation of flooded premises should only be carried out following consultation with the emergency services and appropriate authorities. This is because of any residual hazards. Identify who needs to be consulted, when and how.</li> </ul> |

### Chapter 3: Important Considerations for your Flood Response Plan

The following considerations may be relevant and important to your Flood Response Plan. They could help reduce the impact of a flood on people and property. A comprehensive and effective Plan will identify all actions that would be necessary before, during and after a flood event.



### **A6.7 Be Proactive**

- Do not wait for a flood – be proactive and consider what can be permanently moved to a safer higher level. Produce a checklist of remaining items that must be moved if there is a flood event. E.g. important documents, IT or vehicles.
- Check your insurance policy covers flooding.
- Look at the best way of stopping floodwater entering your property. There are a range of flood protection products on the market, a directory of these is available from the National Flood Forum at [Blue Pages \(bluepages.org.uk\)](http://bluepages.org.uk)
- Find out where you can get gel bags if you are in a freshwater area.
- Identify who can help you and who you can help.
- Understand the different flood warning levels.
- Make sure you keep an up-to-date contact list for all staff/residents.
- Produce a Business Continuity Plan – part could relate to how to continue at times of flood.

### **A6.8 Familiarisation**

- Emphasise the need for all who work/live at your site to be familiar and comfortable with the Plan and its contents. You may wish to hold staff awareness briefings or add flood risk to the staff induction.
- Consider practicing your response to warnings and how to evacuate.
- Become familiar with the safest route from the property to any local evacuation centre.
- Get to know your local volunteer Emergency Co-ordinator. Ask the Emergency Planning Team at your local District Council for details.

### **A6.9 Actions to consider (to identify at each stage of warning)**

The plan should identify which actions will be undertaken when a flood alert is issued, which will be done when a flood warning is issued, etc.

- Check at what time the flooding is expected. If the site is vulnerable to tidal flooding, there can be 6 to 12-hour warning.
- Stay calm and tune in to BBC Radio Norfolk/Suffolk for weather forecasts and local information.
- Fasten your outer doors and fix any flood protection devices.
- Shut off your gas/electric supplies – show on a plan where this is as well as give details of how to do this. Do not touch electrics if already wet.
- Fill bath and buckets with water in case supply is shut off. Drinking water should be stored in clean containers.
- Move any important documents, valuables and sentimental items above the flood level or protect them by placing them in sealed plastic bags.
- Move furniture and electrical items if possible. Roll up carpets and rugs. Remove curtains or hang them over rods.

- Consider moving vehicles to higher ground and make safe or secure any large or loose items outside that could cause damage if moved by floodwater. Pay particular attention to how boats are moored – if too tightly, they could list. If too loose they could cast adrift or float onto the landside of the quay heading.
- Ensure any hazardous materials are safe and secure and do not create any additional risks by coming in contact with flood waters.
- Tie or anchor down equipment that could potentially float and cause an additional hazard (e.g. containers used for storage).
- Tell your neighbours about the warning, especially if they are elderly or vulnerable. Consider coordinating plans with neighbours/neighbouring organisations.
- If advised to do so, move to an identified Evacuation Centre or other safe place (such as a friend or relative). If it is not possible to evacuate, move to a safe refuge. If the property is single storey, move to an identified refuge place with nearby neighbours with safe, higher-level accommodation.
- Take essential medicines, infant care items, personal documents/identification for each member of the family when you evacuate.
- Take food, clothes, blankets, candles/torches with you when you evacuate.
- Remember any pets (and their needs such as food, cages and litter trays).
- Notify visitors to the site that it is not safe.
- How will you shut down the site in an orderly fashion so people and assets can be protected?

#### **A6.10 Flood Kit**

The flood kit should include essential items, be stored in the refuge area and be as easily accessible as possible. The flood kit could contain:

- Copies of insurance documents
- A torch with spare batteries (or a wind-up torch)
- Portable radio (wind-up preferred or store spare batteries)
- Warm, waterproof clothing
- Rubber gloves
- Wellington boots
- Blankets
- First aid kit with essential prescription medication/repeat prescription form
- Bottled water and high energy food snacks (non-perishable and check use by dates)
- A copy of the Flood response plan
- List of important contact numbers
- Wash kit and essential toiletries (such as toilet paper and wet wipes)
- Children's essentials (such as milk, baby food, sterilised bottles, wipes, nappies, nappy bags, clothing, comforter, teddy or favourite toy)
- Food and cages for pets
- Laminated copy of the emergency card from the FRP

- Plus, anything else you consider important

#### A6.11 Dangers of flood water

Include the dangers associated with flooding in your FEP. Do not assume that every flood event will be the same; just because flood water hasn't been deep or flowed fast in the past, it doesn't mean it won't in future. A brief guide is given below:

##### Remember:

- **Don't walk through flowing water** – currents can be deceptive. Shallow and fast-moving water can knock you off your feet!
- **Don't swim through fast flowing water** – you may get swept away or struck by an object in the water.
- If you **have** to walk in standing water, **use a pole or stick** to ensure that you do not step into deep water, open manholes or ditches. Use the stick to 'feel' your way.
- **Don't drive through a flooded area.** You may not be able to see obstacles under the water or abrupt drop-offs. Even half a meter of flood water can carry a car away.
- **Avoid contact with water** as it may be contaminated with sewerage, chemicals, oil or other substances.

#### A6.12 Re-occupation after a flood

Re-occupation of flooded premises should only be carried out following consultation with the emergency services and appropriate authorities. This is because of any residual hazards. A statement to this effect could usefully be included in the response plan.

When you can reoccupy, you shall need to:

- Safely throw away food that has been in contact with flood water – it could be contaminated.
- Open doors and windows to ventilate your property.
- Call your insurance company Emergency Helpline as soon as possible. Make notes of what the insurers say and keep correspondence with the insurers.
- Keep a record of the flood damage (use photographs or videos).
- Commission immediate emergency pumping/repair work if necessary, to protect your property from further damage. Check that you can do this without your insurance company's approval.
- Keep receipts of work paid for.
- Where detailed or lengthy repairs needed, get advice. Your insurer or loss adjuster can give advice on reputable contractors/tradesmen. Always check references of tradesmen.
- Check with your insurer regarding cost of alternative accommodation, if you need to move out. Make sure the insurer knows where to contact you.

### A6.13 Cleaning up

- Find out where you can get help to clean up. Look on the internet for suppliers of cleaning materials and equipment to dry out your property. As a guide, it can take a brick house one month per inch to dry out.
- Don't attempt to dry out photos or papers – place in a plastic bag and if possible, store in a fridge
- The Citizens Advice Bureau may be able to help.

**Don't think flooding will not happen again – restock supplies and review your plan!**

### A6.14 Advice and information

- List useful telephone numbers and website - including responsible persons, emergency contacts, utilities providers, insurance companies and sources of information such as the local radio station. A copy could be included in the flood kit.
- Provide residents/tenants with information on how to register with the Environment Agency's Floodline Warnings Direct service.
- Display notices within properties (translated where foreign visitors may be present), outlining procedures to be followed, escape routes and evacuation plans.

**Review your Flood Response Plan regularly.**

## Chapter 4: Flood Response plan checklist

The following table is a summary of this FRP. Please use it as a checklist for when you produce your FRP. Include this checklist as part of your FRP, perhaps as an appendix. Please complete it with details such as page number or explanatory text. This checklist does not constitute your FRP – it is a summary and simply a checklist to help you produce a robust FRP.

| Have you done these things?                             | Checklist |
|---------------------------------------------------------|-----------|
| Liaised with neighbours about responding to flood event |           |
| Registered for flood warnings                           |           |
| Identified anyone who will need extra assistance        |           |
| Identified a safe refuge                                |           |
| Identified a safe escape route                          |           |
| Made a flood kit                                        |           |

| Does your FRP address these things? | Checklist |
|-------------------------------------|-----------|
| Description and location of site    |           |

| Does your FRP address these things?                                                                       | Checklist |
|-----------------------------------------------------------------------------------------------------------|-----------|
| Date FRP produced                                                                                         |           |
| Warning arrangements                                                                                      |           |
| How instructions will be given                                                                            |           |
| What you can do to be pro-active                                                                          |           |
| Identify escape routes, local evacuation centre and local emergency coordinator                           |           |
| How tenants/occupiers will be made aware of the FRP including the safe refuge, escape route and flood kit |           |
| Actions at each level of flood alert                                                                      |           |
| What will be in your flood kit                                                                            |           |
| Dangers of flood water                                                                                    |           |
| Re-occupation procedure                                                                                   |           |
| List useful telephone numbers and website                                                                 |           |
| Review after a flood event                                                                                |           |

| Other things to address:                                                  | Checklist |
|---------------------------------------------------------------------------|-----------|
| How often will you review the FRP?                                        |           |
| How will you tell your tenants/occupiers about the FRP and escape routes? |           |
| Where will important information be displayed?                            |           |
| Have you put your flood kit together?                                     |           |
| Where is the flood kit stored?                                            |           |

## Appendix 7: Flood Risk Assessment tick sheet

### **Flood Risk Assessments for Householder and other minor extensions in Flood Zones 2 & 3**

Applications for planning permission within either Flood Zones 2 & 3 should be accompanied by a flood risk assessment. This guidance is for domestic applications and non-domestic extensions where the additional footprint created by the development does not exceed 250 sq. metres (minor development<sup>217</sup>). It does NOT apply if an additional dwelling is being created e.g. a self-contained annex. This Tick Sheet is consistent with the Environment Agency's Standing Advice. It is a pragmatic and proportionate response to low-risk developments in order to reduce the burden on applicants, the LPA and consultees.

Make sure that **floor levels are either no lower than existing floor levels or 300 millimetres (mm) above the estimated flood level**. If your floor levels aren't going to be 300mm above existing flood levels, you will need to consider appropriate flood resistance and resilience measures. If floor levels are proposed to be set lower than existing floor levels, they should be above the known or modelled 1 in 100 annual probability river flood (1%) or 1 in 200 annual probability sea flood (0.5%) in any year.

Further information and guidance on flood resistance and resilience measures is available in [Appendix 6](#) and here <https://www.gov.uk/guidance/flood-risk-assessment-flood-zones-1-2-3-and-3b> & [Flood resilient construction of new buildings - GOV.UK \(www.gov.uk\)](#).

State in your Flood Risk Assessment all levels in relation to Ordnance Datum (the height above average sea level). You may be able to get this information from the Ordnance Survey<sup>218</sup>. If not, you'll need to get a land survey carried out by a qualified surveyor.

**Applicants/Agents: Please complete the table overleaf and include it with the planning application submission. The table, together with a plan showing the finished floor levels and estimated flood levels, will form the Flood Risk Assessment (FRA) and will act as an assurance to the Local Planning Authority that flood risk issues have been adequately addressed.**

You may be able to get the estimated flood level from the Environment Agency. Please contact [enquiries@environment-agency.gov.uk](mailto:enquiries@environment-agency.gov.uk). If not, you'll need a flood risk specialist to calculate this for you.

You can use the Tick Sheet over page or provide your written flood risk assessment in another format, but it must include the relevant plans, surveys and assessments.

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<sup>217</sup> Minor development in relation to flood risk <https://www.gov.uk/guidance/flood-risk-and-coastal-change#para51>

<sup>218</sup> OS MAPS [www.explore.osmaps.com](http://www.explore.osmaps.com)



Any proposed works or structures, in, under, over or within 8m of the top of the bank of a main river, or 16m of a tidal main river, may require a permit under the Environmental Permitting (England and Wales) Regulations 2010 from the Environment Agency. This was formerly called a Flood Defence Consent. Some activities<sup>219</sup> are also now excluded or exempt. A permit is separate to and in addition to any planning permission granted. Also note that a Marine Management Organisation Marine Licence may be required for works that are carried out on tidal rivers.

Further details and guidance are available at: [Flood risk activities: environmental permits - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/flood-risk-activities-environmental-permits). Or by contacting: [floodriskpermit@environment-agency.gov.uk](mailto:floodriskpermit@environment-agency.gov.uk)

## Flood Risk Assessment

### Flood Risk Assessments for Householder and other minor extensions in Flood Zones 2 & 3

| Applicant to choose one or other of the flood mitigation measures below                                                                                                                                                                                                                                                                                                              | Applicant to indicate their choice in the box below. Enter 'yes' or 'no' |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------|
| <p><b>Either;</b></p> <p>Floor levels within the proposed development will be set no lower than existing levels AND, flood resilient and/or flood resistant measures have been incorporated in the proposed development where appropriate</p>                                                                                                                                        |                                                                          |
| <p><b>Or;</b></p> <p>Floor levels within the proposed development will be set 300mm above the known or modelled 1 in 100 annual probability river flood (1%) or 1 in 200 annual probability sea flood (0.5%) in any year. This flood level is the extent of the Flood Zones. Please remember to include a plan showing the finished floor levels and the estimated flood levels.</p> |                                                                          |

|                                                                       |  |
|-----------------------------------------------------------------------|--|
| <b>Planning application number</b>                                    |  |
| <b>Site Address</b>                                                   |  |
| <b>Proposal Description</b>                                           |  |
| <b>Estimated flood level<br/>(i.e. The 1 in 100-year flood level)</b> |  |
| <b>Details of flood resilience and resistance measures</b>            |  |

<sup>219</sup> [Flood risk activities: environmental permits - Exemptions \(www.gov.uk\)](https://www.gov.uk/guidance/flood-risk-activities-environmental-permits-exemptions)

## Appendix 8: Current Sustainability Appraisal Objectives

### Environmental 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 where appropriate enhance the cultural heritage, historic environment, heritage assets and their settings.

ENV10: To achieve the highest quality of design that is innovative, imaginative, 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.

### Social SA Objectives

SOC1: To improve the health and wellbeing of the population and promote a healthy lifestyle.

SCO2: To reduce poverty, inequality and social exclusion.

SOC3: To improve education and skills including those related to local traditional industries.

SOC4: To enable a 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.

### Economic SA Objectives

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.

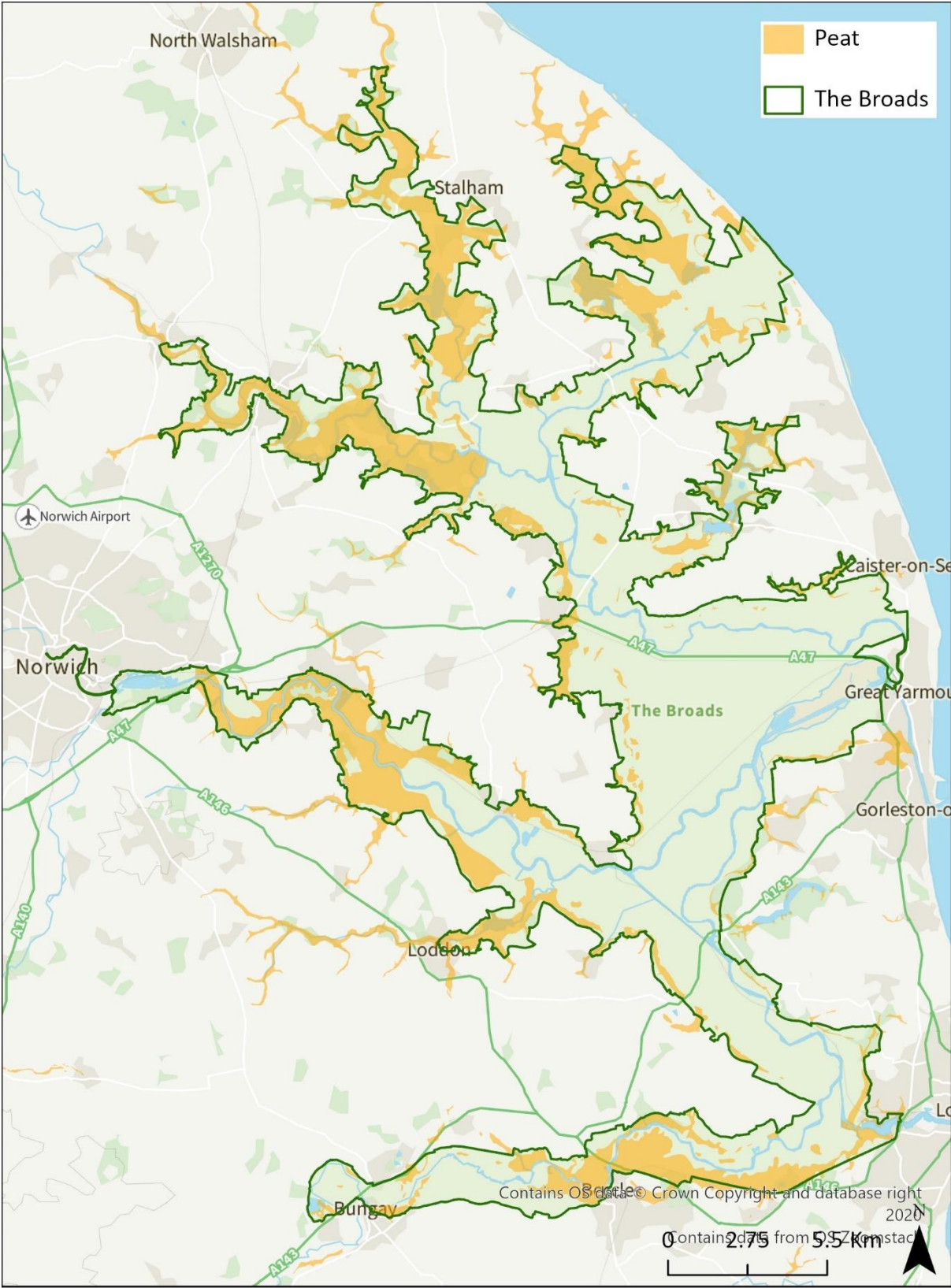
## Appendix 9: General principles for Sustainable Drainage Systems.

SuDS are expected to address the following:

1. Drain surface water and be integrated into the green infrastructure provision of the development. Preference should be given to the installation of blue-green surface infrastructure, as opposed to hardscape (artificial engineered solutions) or underground solutions, which should be a last resort, due to the wider benefits attained from a landscaped SuDS scheme.
2. Integrate SuDS into the design of streets, public open spaces and parking as visually appealing features that contribute to creating distinctive character to development.
3. Where possible, incorporate 'blue corridors' to create a network that facilitates natural hydrological processes that help to minimise flooding; this approach is also helpful for the movement of wildlife.
4. Restrict run-off rates to as close to the greenfield rates, or at the very minimum a betterment of at least 30% over the brownfield run-off rates. Brownfield betterment will only be considered acceptable if greenfield rates cannot be achieved for a practical reason.
5. Contribute to the design quality of the scheme.
6. Deliver sufficient and appropriate water quality and aquatic biodiversity improvements wherever possible. This should be complementary of any local designations such as Source Protection Zones.
7. Where practical incorporate green roofs and/or rainwater harvesting systems (which could be used on their own for the collection of rainwater in water butts, or integrated into a water recycling system for uses not requiring potable water, such as flushing toilets).
8. Should be designed to be safe to access. Where restrictions to access are required due to an unavoidable safety concern, low impact barriers such as landscaping and an appropriate planting scheme should be used instead of fencing, if possible.
9. When deciding whether to incorporate a retention element (e.g. a pond with a permanent minimum level of water) or detention element (e.g. a basin which is dry most of the time, having been designed to completely drain within a maximum of 48 hours after rainfall), the amenity benefits of either option should be carefully assessed within the overall site context. For example, is there a publicly accessible blue infrastructure within a walkable radius of the site or is the community currently under served in this regard. Is a detention basin more suited to the public open space to be provided.
10. Should take account of any impacts on the historic environment, where applicable.
11. Deliver environmental improvements including improvements to water quality, biodiversity and flood risk.
12. Create a more varied natural environment within the site. A SuDS scheme that contrasts but has relationship with other green/blue infrastructure elements on site such as using a 'rock garden' approach to add variety to what is otherwise a wooded network of green features on site.

13. Not connect to the foul system and should only connect to the combined or surface water system in exceptional circumstances where there are no feasible alternatives. Foul and surface water flows should also be separated.
14. Contribute to the creation of green space, and improving the overall aesthetic quality and enjoyment of the public space on site.
15. Contribute to the overall habitat, food source and breeding spaces provided for ecosystems to thrive on the site through the use of supportive flora.
16. Improve biodiversity: increasing the amount of biodiversity able to be supported by the site, potentially whilst also prioritising the needs of native and/or priority species, through the use of supportive flora for new habitat creation.
17. Inform and educate residents and visitors. This may be through the use of interpretation / signage and/or, on larger sites, the establishment of nature trails (particularly where the SuDS scheme is an integral part of a larger green/blue infrastructure plan for the site).
18. Lead to an improvement in the water quality of the surface run-off water (environmental net gain).
19. Provide overall space for play and leisure experiences by ensuring the landscaping design is safe to access (most relevant to detention elements).
20. Support the physical and mental health of future occupants by being integrated into and having a relationship with other health and wellbeing amenities on site, for example, creating a natural setting to encourage use of the site's nearby outdoor gym equipment and trim trail/equipped area of play.
21. Reduce the heat island effect of urban environments: creating urban cooling, particularly where nature-based SuDS schemes include trees with significant canopy cover; the latter is also linked to improving air quality.
22. Enable easy site maintenance by being intentionally designed to be low-maintenance and any necessary artificial elements (if relevant) easy to access and repair. Where maintenance is required, integrate access and buffer zones into the wider landscape design.
23. Use surface level SuDS systems rather than below ground attenuation tanks or storage.
24. Design SuDS to be multifunctional, for example as wildlife habitats, for formal or informal recreation, for parking, and/or supporting community educational learning.
25. Integrate SuDS into building design through including green, brown or blue roofs.
26. Maximise the benefits to the sense of place, amenity and biodiversity.
27. Provide attractive, biodiverse and non-buried systems.
28. Maximise the amount of permeable and absorbent surfaces on the site.
29. SuDS can also be used to harvest rainwater for use by on-site or adjacent community green infrastructure such as allotments, community gardens, orchards, school gardens or, where applicable to the mix of land uses present on the site, on-site land-based enterprises (e.g. plant nurseries).

Appendix 10: Location of peat in the Broads



© Derived from 1:50,000 scale BGS Digital Data under Licence 2011/051/M British Geological Survey. ©UKRI. ©Crown Copyright and database right 2020, 2023. Contains data from OS Zoomstack. © Natural England copyright.

## Appendix 11: Housing and Residential Moorings Trajectories

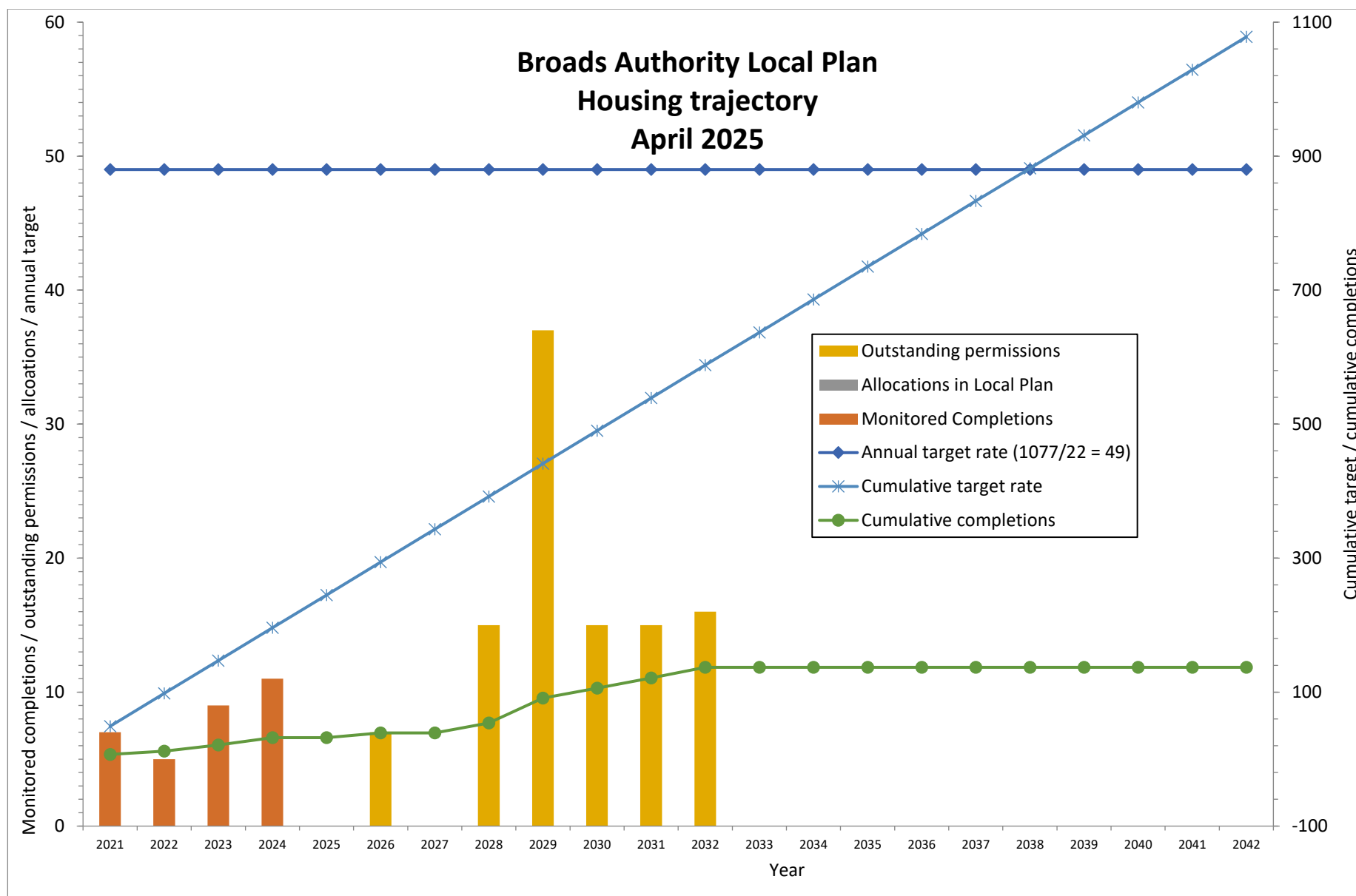
Please note that PUBTHU1 and PUBOUL2 already have planning permission and were not assessed in the HELAA but will still be included in the Local Plan until they are built out. This table sets out the estimated trajectory for the sites that are to be included in the Local Plan. Please also note that the trajectory does not include the for the Utilities Site is estimated and the final trajectory will reflect the SPD that is being produced.

### Residential dwellings:

|              | 2024 | 2025 | 2026      | 2027 | 2028      | 2029      | 2030      | 2031      | 2032      | 2033 | 2034 | 2035 | 2036 | 2037      | 2038      | 2039      | 2040      | 2041      | 2042 |
|--------------|------|------|-----------|------|-----------|-----------|-----------|-----------|-----------|------|------|------|------|-----------|-----------|-----------|-----------|-----------|------|
| <b>NOR1</b>  |      |      |           |      |           |           |           |           |           |      |      |      |      | 50        | 50        | 50        | 50        | 50        |      |
| THU1         |      |      | 16        |      |           |           |           |           |           |      |      |      |      |           |           |           |           |           |      |
| OUL2         |      |      |           |      | 15        | 15        | 15        | 15        | 16        |      |      |      |      |           |           |           |           |           |      |
| <b>Total</b> |      |      | <b>16</b> |      | <b>15</b> | <b>15</b> | <b>15</b> | <b>15</b> | <b>16</b> |      |      |      |      | <b>50</b> | <b>50</b> | <b>50</b> | <b>50</b> | <b>50</b> |      |

### Please note:

- The intended completion date is not known for all of the outstanding permissions and where this is the case, they have not been included in the trajectory.
- The monitored completions are from April 2021 to end of March 2025.
- There are no new allocations in the Local Plan.
- Monitoring periods are typically from 1 April to 31 March. For ease, when the trajectory refers to monitored completions, those completed between 01/04/21 and 31/03/22 (as an example) are included as being completed in 2021 (and so on for subsequent years).

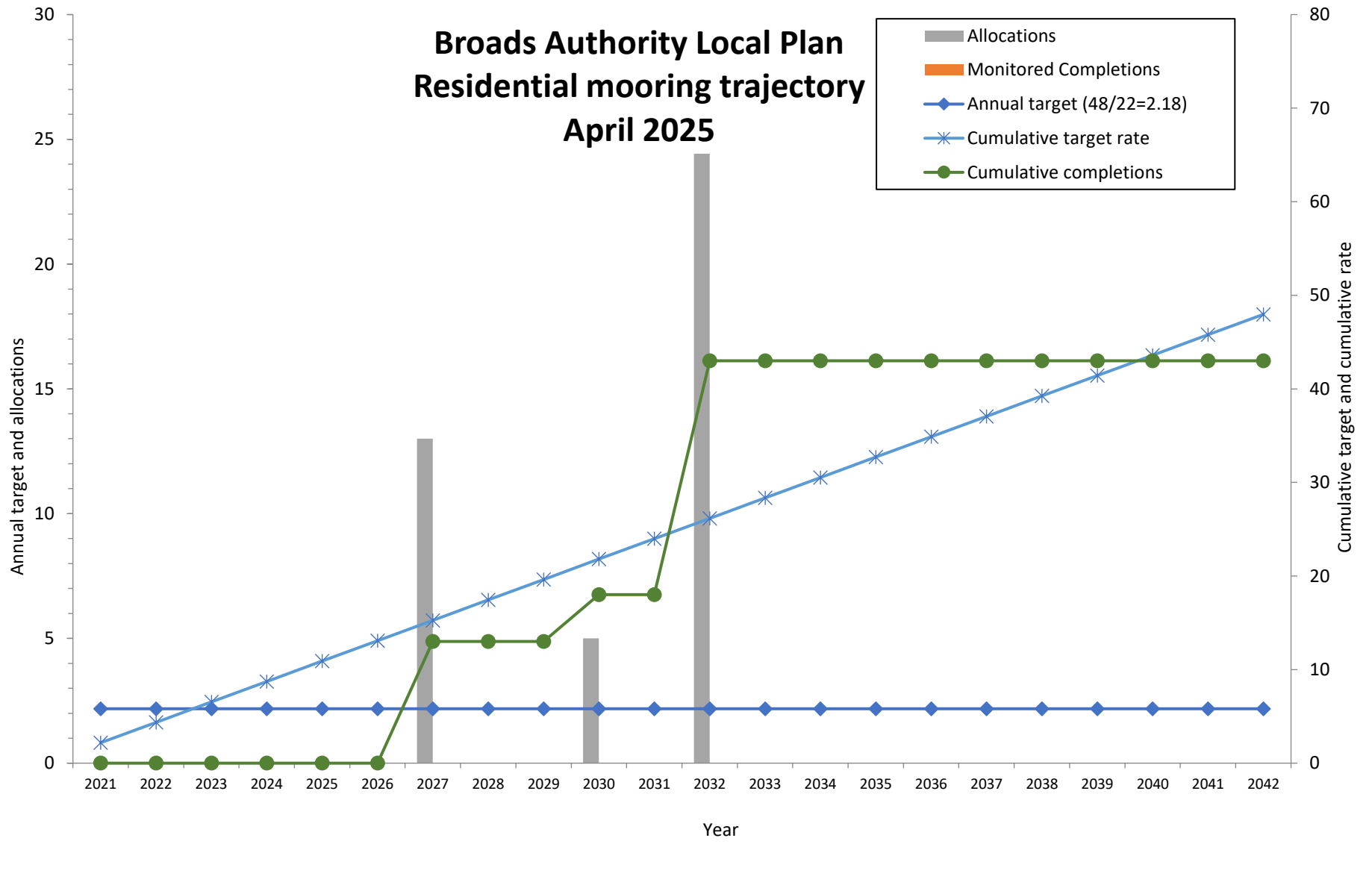


### Residential moorings:

|                                        | 2024 | 2025 | 2026 | 2027      | 2028 | 2029 | 2030     | 2031 | 2032      | 2033 | 2034 | 2035 | 2036 | 2037 | 2038 | 2039 | 2040 | 2041 | 2042 |
|----------------------------------------|------|------|------|-----------|------|------|----------|------|-----------|------|------|------|------|------|------|------|------|------|------|
| Brundall Gardens Marina – small marina |      |      |      | 2         |      |      |          |      |           |      |      |      |      |      |      |      |      |      |      |
| Brundall Gardens Marina – large marina |      |      |      | 6         |      |      |          |      |           |      |      |      |      |      |      |      |      |      |      |
| Greenway Marine, Chedgrave             |      |      |      | 5         |      |      |          |      |           |      |      |      |      |      |      |      |      |      |      |
| Hipperson's Boatyard, Gillingham       |      |      |      |           |      |      | 5        |      |           |      |      |      |      |      |      |      |      |      |      |
| Somerleyton Marina                     |      |      |      |           |      |      |          |      | 15        |      |      |      |      |      |      |      |      |      |      |
| Richardson's Boatyard, Stalham Staithe |      |      |      |           |      |      |          |      | 10        |      |      |      |      |      |      |      |      |      |      |
| <b>Total</b>                           |      |      |      | <b>13</b> |      |      | <b>5</b> |      | <b>25</b> |      |      |      |      |      |      |      |      |      |      |



# **Broads Authority Local Plan Residential mooring trajectory April 2025**



## Appendix 12: Small Site Healthy Planning Checklist

This checklist is based on the Norfolk Health Protocol checklist but amended to be more applicable to the types and scale of schemes we see in the Broads. It is a self-assessment checklist that will be required as part of relevant applications.

The checklist is split into two – the first part is to be filled in for all new housing, commercial and recreational development (that does not meet the threshold relating to the Norfolk and Waveney Health Protocol). As well as filling out the first part of the checklist, schemes for one or more dwelling(s), but less than 50 dwellings, need to fill out the second part.

You can get some additional guidance from these two resources:

- Sport England offers guidance on designing and adapting where we live to encourage activity in our everyday lives (Sport England, Active Design, <https://www.sportengland.org/guidance-and-support/facilities-and-planning/design-and-cost-guidance/active-design>)
- [Building for a Healthy Life](#) (2020).
- [Housing and health needs assessment \(2024\) - Healthy Suffolk](#)

This checklist does not apply if any of these criteria are met:

- Developments of over 50 dwellings
- developments of less than 50 dwellings but which are deemed to impact health services potentially significantly
- development that includes care homes, housing for the elderly, or student accommodation
- development that involves the significant loss of public open space

If the above criteria are met, the Norfolk and Waveney Health Protocol shall apply (see [Policy PUBDM59: Designing places for healthy lives](#) in this Local Plan).

**Some of the questions in the checklist also have related policy requirements; your scheme may address those issues. Your response may include the relevant policy in this Local Plan (or indeed Neighbourhood Plan) and how you address the requirements.**

**Part 1: The following checklist needs to be filled out for all schemes that are for housing (1 to 50 dwellings), commercial and recreational development:**

|                | Criteria to consider                                                                                                                                                                                                                                                        | Response from applicant<br>Include how your scheme addresses this requirement. | Why is it important?                                                                                                                                                                                                                             |
|----------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. Engagement  | How have neighbours or users of the site been engaged in developing the plans? How will you engage them as the scheme progresses? Have effective and creative engagement techniques, a co-design approach and evidence gathering been used as part of developing proposals? |                                                                                | <p>Community engagement before and during construction can help alleviate fears and concerns.</p> <p>Creating a sense of community is important to individual's health and wellbeing and can reduce feelings of isolation and fear of crime.</p> |
| 2. Integration | How does the proposal enable people to meet and connect with nearby/neighbouring communities? Have active travel connections been provided which link to connections neighbouring the site, and lead to prominent locations in the                                          |                                                                                | <p>Planning can support communities and improve quality of life for individuals by creating environments with opportunities for social networks and friendships to develop.</p>                                                                  |

|                 | Criteria to consider                                                                                                                                          | Response from applicant<br>Include how your scheme addresses this requirement. | Why is it important?                                                                                                                                                                                                                    |
|-----------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                 | local community?                                                                                                                                              |                                                                                |                                                                                                                                                                                                                                         |
| 3. Construction | How will the construction phase of the scheme minimise impacts such as dust, noise, vibration and odours?                                                     |                                                                                | Construction activity can cause disturbance and stress which can have an adverse effect on physical and mental health. Mechanisms should be put in place to control hours of construction, vehicle movements and pollution.             |
| 4. Noise        | How does the scheme minimise the impact of noise caused by traffic and commercial uses? How does it use attenuation, insulation, site layout and landscaping? |                                                                                | Reducing noise pollution helps improve the quality of urban life.                                                                                                                                                                       |
| 5. Biodiversity | How does the scheme contribute to biodiversity enhancement and nature recovery?                                                                               |                                                                                | Access to nature and biodiversity can have a positive impact on mental health and wellbeing. New development can improve existing, or create new, habitats or use design solutions (green roofs, living walls) to enhance biodiversity. |

|                       | Criteria to consider                                                                                                                                                                                                                    | Response from applicant<br>Include how your scheme addresses this requirement. | Why is it important?                                                                                                                                                                                                                                                                                           |
|-----------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 6. Local food growing | How does the scheme provide opportunities for food growing, for example by providing allotments, private gardens and community gardens?                                                                                                 |                                                                                | Providing space for local food growing helps promote more active lifestyles, better diets and social benefits.                                                                                                                                                                                                 |
| 7. Flood risk         | How does the scheme reduce surface water flood risk?<br><u>How does it address resilience to flood risk?</u> Does it use sustainable urban drainage techniques, including storing rainwater, use of permeable surfaces and green roofs? |                                                                                | Flooding can result in risks to physical and mental health. The stress of being flooded and cleaning up can have a significant impact on mental health and wellbeing.                                                                                                                                          |
| 8. Overheating        | How does the design of buildings and spaces avoid internal and external overheating? Does it use passive cooling techniques and urban greening? How will it cool down overnight?                                                        |                                                                                | Climate change with higher average summer temperatures is likely to intensify the urban heat island effect and result in discomfort and excess summer deaths amongst vulnerable people. Indeed, sustained overnight heat can be an issue - when there are multiple nights where people/homes cannot cool down. |

|                          | Criteria to consider                                                                                                                                                                                     | Response from applicant<br>Include how your scheme addresses this requirement. | Why is it important?                                                                                                                                                                                                                            |
|--------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                          |                                                                                                                                                                                                          |                                                                                | Urban greening - tree planting, green roofs and walls and soft landscaping can help prevent summer overheating.                                                                                                                                 |
| 9. Access                | How does the scheme enhance existing and/or provide suitable new accessible green and open space, play and sports spaces, woodlands and allotments (or provides alternative facilities in the vicinity)? |                                                                                | Access to open space and community facilities has a positive impact on health and wellbeing. Living close to areas of green space, parks, woodland and other open space can improve physical and mental health regardless of social background. |
| 10. Travel and transport | How does the scheme incorporate appropriate cycle parking and storage including e bikes?                                                                                                                 |                                                                                | Cycle parking and storage in residential dwellings can encourage cycle participation.                                                                                                                                                           |
|                          | How does the scheme minimise travel to ensure people can access facilities they need by walking, wheeling, cycling and public transport?                                                                 |                                                                                | <p>Developments should prioritise the access needs of cyclists and pedestrians.</p> <p>Developments should be accessible by public transport.</p>                                                                                               |

|            | Criteria to consider                                                                                                                                                            | Response from applicant<br>Include how your scheme addresses this requirement. | Why is it important?                                                                                                                                                                                              |
|------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|            | How does the scheme keep commercial vehicles away from areas where their presence would result in danger or unacceptable disruption to the highway or cause irreparable damage? |                                                                                |                                                                                                                                                                                                                   |
| 11. Moving | How does the scheme encourage the use of stairs by ensuring that they are well located, attractive and welcoming?                                                               |                                                                                | Rather than having lifts at the front and staircases at the back of buildings hidden from view, it is preferable to have them located at the front to encourage people including those that are able to use them. |

**Healthy Planning Checklist Part 2: As well as filling out the previous sections of the checklist, schemes for more than one dwelling, but less than 50 dwellings, need to fill out the following sections:**

| Topic                  | Criteria to consider                                                                                                                                                                                    | <b>Response from applicant</b><br><u>Include how your scheme addresses this requirement.</u> | Why is it important?                                                                                                                                                                                                                                                            |
|------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 12. Healthy living     | How does the scheme provide dwellings with adequate internal space, including sufficient storage space and separate kitchen and living spaces?                                                          |                                                                                              | Sufficient space is needed to allow for the preparation and consumption of food away from the living room to avoid the 'TV dinner' effect.                                                                                                                                      |
|                        | How is garden space provided? Where garden space is impractical, is there effectively managed communal garden space provided?                                                                           |                                                                                              | The provision of an inclusive outdoor space which is at least partially private can improve the quality of life.                                                                                                                                                                |
| 13. Accessible housing | How does the scheme meet all the requirements contained in National Housing standards for daylighting, sound insulation, and private space? Have buildings been adapted, or designed, for lifetime use? |                                                                                              | <p>Good daylighting can improve the quality of life and reduce the need for energy to light the home.</p> <p>Improved sound insulation can reduce noise disturbance and complaints from neighbours. The provision of an inclusive outdoor space which is at least partially</p> |



| Topic                             | Criteria to consider                                                                                                           | <b>Response from applicant</b><br><b>Include how your scheme addresses this requirement.</b> | Why is it important?                                                                                                                                                                                                                                                                                                                                                                  |
|-----------------------------------|--------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                   | How does the scheme provide accessible homes for older or disabled people?                                                     |                                                                                              | <p>private can improve the quality of life.</p> <p>Accessible and easily adaptable homes can meet the changing needs of current and future occupants.</p>                                                                                                                                                                                                                             |
| 14. Housing mix and affordability | How are a mix of housing types and tenures provided?                                                                           |                                                                                              | <p>The provision of affordable housing can create mixed and socially inclusive communities. The provision of affordable family sized homes can have a positive impact on the physical and mental health of those living in overcrowded, unsuitable or temporary accommodation.</p> <p>Both affordable and private housing should be designed to a high standard ('tenure blind').</p> |
|                                   | How is provision for accommodation, which is adaptable to cater for changing needs, including the ageing population, provided? |                                                                                              |                                                                                                                                                                                                                                                                                                                                                                                       |
|                                   | How is affordable housing integrated in the whole site?<br>How does this avoid segregation?                                    |                                                                                              |                                                                                                                                                                                                                                                                                                                                                                                       |

| Topic                     | Criteria to consider                                                                                                                                                                            | <b>Response from applicant</b><br><u>Include how your scheme addresses this requirement.</u> | Why is it important?                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|---------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 15. Social infrastructure | How does the scheme promote access to a range of community facilities and public services (such as health, education and cultural infrastructure) that are well designed and easily accessible? |                                                                                              | <p>Good access to local services is a key element of a lifetime neighbourhood and additional services will be required to support new development.</p> <p>A proliferation of hot food takeaways and other outlets selling fast food can harm the vitality and viability of local centres.</p>                                                                                                                                                                  |
| 16. Travel and transport  | Does the proposal have a travel plan that includes adequate and appropriate cycle parking and storage and traffic management and calming measures?                                              |                                                                                              | <p>A travel plan can promote sustainable transport and address the environmental and health impacts of a development.</p> <p>Cycle parking and storage in residential dwellings can encourage cycle participation. Traffic management and calming measures and safe crossings can reduce road accidents involving cyclists and pedestrians and increase active travel.</p> <p>Developments should prioritise the access needs of cyclists and pedestrians.</p> |
|                           | How is the layout of the scheme highly permeable?<br>How does the scheme include safe, appropriately lit (if lighting is needed and designed well) network of                                   |                                                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                |

| Topic | Criteria to consider                                                                                                                                                            | <b>Response from applicant</b><br><u>Include how your scheme addresses this requirement.</u> | Why is it important?                                   |
|-------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------|--------------------------------------------------------|
|       | pedestrian and cycle routes and crossings?                                                                                                                                      |                                                                                              | Developments should be accessible by public transport. |
|       | How does the scheme minimise travel to ensure people can access facilities they need by walking, wheeling, cycling and public transport?                                        |                                                                                              |                                                        |
|       | How does the scheme keep commercial vehicles away from areas where their presence would result in danger or unacceptable disruption to the highway or cause irreparable damage? |                                                                                              |                                                        |

## Appendix 13: Monitoring and Implementation Framework

| Policy number                                                                            | Delivery mechanism                                                                                                            | Milestones              | Organisations involved                                      | Monitoring indicator                                                        |
|------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------|-------------------------|-------------------------------------------------------------|-----------------------------------------------------------------------------|
| Policy PUBDM1: Major Development in the Broads                                           | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Numerous and varied, depending on particular consideration. | Planning applications in accordance (or otherwise) with this policy.        |
| Policy PUBDM2: Embodied Carbon                                                           | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Scheme promoters.                                           | Planning applications in accordance (or otherwise) with this policy.        |
| Policy PUBDM3: Pollution and Hazards in development and protecting environmental quality | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Scheme promoters.<br>EA.                                    | Planning applications in accordance (or otherwise) with this policy.        |
| Policy PUBSP1: Responding to the Climate Emergency                                       | If appropriate to a scheme, policy used to help determine application.<br>Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | Scheme promoters.                                           | Planning applications in accordance (or otherwise) with this policy.        |
| Policy PUBDM4: Climate change adaption and resilience checklist                          | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Scheme promoters.                                           | Development proposals that have adequately completed the checklist.         |
| Policy PUBDM5: Water quality and foul drainage                                           | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | EA                                                          | Applications involving sewage treatment works and what type of system used. |

| Policy number                              | Delivery mechanism                                                                                                            | Milestones              | Organisations involved                   | Monitoring indicator                                                                                                                                    |
|--------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------|-------------------------|------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy PUBDM6: Boat wash-down facilities   | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Sailing clubs, rowing clubs, boat yards. | Boat wash down areas and filtration devices delivered as a result of relevant planning applications.                                                    |
| Policy PUBDM7: Water efficiency and re-use | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Anglian Water                            | Dwellings permitted at 110 l/h/d.<br>Schemes incorporating greywater recycling/rainwater harvesting.<br>Non-resi schemes with water efficient measures. |
| Policy PUBSP2: Strategic flood risk policy | If appropriate to a scheme, policy used to help determine application.<br>Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | EA, LLFA                                 | Permissions granted contrary to Environment Agency Flood Risk advice.                                                                                   |
| Policy PUBDM8: Development and flood risk  | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | EA, LLFA                                 |                                                                                                                                                         |
| Policy PUBDM9: Surface water run-off       | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | EA, LLFA, Anglian Water                  | SuDS delivered in line with the hierarchy.                                                                                                              |

| Policy number                                                                 | Delivery mechanism                                                                                                            | Milestones              | Organisations involved                                                               | Monitoring indicator                                                                                                                                                                 |
|-------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------|-------------------------|--------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy PUBDM10: Open space on land, play space, sports fields and allotments. | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | District Councils, Parish Councils                                                   | Open space lost.<br>Open space delivered in line with the policy.                                                                                                                    |
| Policy PUBDM11: Green and blue infrastructure and Public Rights of Way        | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | District Councils, County Councils, Parish Councils, Conservation and Access bodies. | Green Infrastructure lost.<br>Green Infrastructure delivered in line with this policy.                                                                                               |
| Policy PUBSP3: Soils                                                          | If appropriate to a scheme, policy used to help determine application.<br>Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | EA, Natural England.                                                                 | Planning applications in accordance (or otherwise) with this policy.<br>Number of planning approvals leading to permanent loss of 'best and most versatile' (BMV) agricultural land' |
| Policy PUBDM12: Peat soils                                                    | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Historic England, Archaeological organisations.                                      | Development on areas of peat permitted in line with this policy.<br><b>Volume of peat excavated.</b>                                                                                 |
| Policy PUBSP4: Historic Environment                                           | If appropriate to a scheme, policy used to help determine application.<br>Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | Historic England, Archaeological organisations.                                      | Heritage at risk<br>Archaeological field evaluations<br>'Unknown' assets identified.<br>Applications with an interpretation element.                                                 |

| Policy number                                                                   | Delivery mechanism                                                                                                                     | Milestones                 | Organisations involved                                        | Monitoring indicator                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|---------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|----------------------------|---------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy PUBDM13:<br>Heritage Assets                                              | If appropriate to a scheme,<br>policy used to help<br>determine application.                                                           | None<br>identified/ongoing |                                                               | Heritage assets re-used.<br>Applications granted contrary to<br>Historic Environment Manager<br>advice.                                                                                                                                                                                                                                                                                                                                                                                                                              |
| Policy PUBDM14: Re-use,<br>Conversion or Change of<br>Use of Historic Buildings | If appropriate to a scheme,<br>policy used to help<br>determine application.                                                           | None<br>identified/ongoing |                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Policy PUBSP5:<br>Biodiversity                                                  | If appropriate to a scheme,<br>policy used to help<br>determine application.<br>Strategic Policies relevant<br>to Neighbourhood Plans. | None<br>identified/ongoing | Natural England, Suffolk and Norfolk<br>Wildlife Trust, RSPB. | Brownfield sites with open<br>mosaic habitat of intrinsic<br>biodiversity value and how<br>incorporated in schemes.<br>Biodiversity and geodiversity<br>features incorporated into<br>schemes.<br>Planning Application Habitat<br>Regulation Assessments<br>completed to an acceptable<br>quality (endorsed by Natural<br>England and/or Broads Authority<br>ecologist.<br>Applications permitted against<br>the advice of Natural England.<br>Applications permitted against<br>the advice of Norfolk or Suffolk<br>Wildlife Trust. |
| Policy PUBDM15: Natural<br>Environment                                          | If appropriate to a scheme,<br>policy used to help<br>determine application.                                                           | None<br>identified/ongoing |                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |

| Policy number                                                                         | Delivery mechanism                                                     | Milestones              | Organisations involved                                          | Monitoring indicator                                                                                                                 |
|---------------------------------------------------------------------------------------|------------------------------------------------------------------------|-------------------------|-----------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|
| Policy PUBDM16:<br>Biodiversity Net Gain                                              | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Habitat banks.                                                  | BNG secured (including %, significance and location)                                                                                 |
| Policy PUBDM17:<br>Mitigating Recreational Impacts                                    | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | LPAs.                                                           | Mitigation secured.                                                                                                                  |
| Policy PUBDM18:<br>Mitigating Nutrient Enrichment Impacts                             | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Norfolk Environment Credits.<br>Other mitigation organisations. | Mitigation secured.                                                                                                                  |
| Policy PUBDM19: Trees, woodlands, hedges, scrub and shrubs and development            | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Scheme promoters.                                               | Applications permitted against the advice of the Broads Authority's Tree Officer.<br>Replacement trees provided in line with policy. |
| Policy PUBDM20: Energy demand and performance of new buildings (including extensions) | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Businesses, scheme promoters, EA.                               | Relevant schemes meeting 10% of predicted energy requirements as per the hierarchy.                                                  |
| Policy PUBDM21:<br>Renewable and low carbon energy                                    | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Renewable energy operators                                      | Renewable energy development type and scale                                                                                          |



| Policy number                                                                       | Delivery mechanism                                                                                                         | Milestones              | Organisations involved                                | Monitoring indicator                                                                                                   |
|-------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------|-------------------------|-------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------|
| Policy PUBSP6: Landscape character                                                  | If appropriate to a scheme, policy used to help determine application. Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | Businesses, scheme promoters.                         | Applications permitted contrary to Landscape Architect advice.                                                         |
| Policy PUBDM22: Development and landscape                                           | If appropriate to a scheme, policy used to help determine application.                                                     | None identified/ongoing | Businesses, scheme promoters.                         | Applications permitted contrary to Landscape Architect advice.                                                         |
| Policy PUBDM23: Land raising                                                        | If appropriate to a scheme, policy used to help determine application.                                                     | None identified/ongoing | Businesses, scheme promoters, EA                      | Applications permitted contrary to Landscape Architect advice. Applications permitted contrary to Tree Officer advice. |
| Policy PUBDM24: Excavated material                                                  | If appropriate to a scheme, policy used to help determine application.                                                     | None identified/ongoing | Businesses, scheme promoters, EA                      | Planning applications in accordance with the disposal hierarchy.                                                       |
| Policy PUBDM25: Utilities infrastructure development                                | If appropriate to a scheme, policy used to help determine application.                                                     | None identified/ongoing | Utility and telecommunications companies. Landowners. | Planning applications in accordance (or otherwise) with this policy.                                                   |
| Policy PUBDM26: Protection and enhancement of settlement fringe landscape character | If appropriate to a scheme, policy used to help determine application.                                                     | None identified/ongoing | Businesses, scheme promoters.                         | Applications permitted contrary to Landscape Architect advice.                                                         |

| Policy number                                                          | Delivery mechanism                                                                                                            | Milestones              | Organisations involved                                 | Monitoring indicator                                                                                                                                                                                                                                                                                   |
|------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------|-------------------------|--------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Policy PUBDM27:<br>Amenity                                             | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Businesses, District Councils, scheme promoters.       | Applications refused on amenity grounds.                                                                                                                                                                                                                                                               |
| Policy PUBSP7:<br>Tranquillity in the Broads                           | If appropriate to a scheme, policy used to help determine application.<br>Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | Businesses, District Councils, scheme promoters.       | Applications refused on tranquillity grounds.<br>Lighting schemes in accordance with zone the application is located in.                                                                                                                                                                               |
| Policy PUBDM28: Light pollution and dark skies and nocturnal character | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | CPRE, businesses, District Councils, scheme promoters. | Lighting schemes in accordance with zone the application is located in.                                                                                                                                                                                                                                |
| Policy PUBSP8:<br>Accessibility and Transport                          | If appropriate to a scheme, policy used to help determine application.<br>Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | Highways Authority, Highways England                   | Parking areas provided as part of relevant applications/schemes.<br>Schemes permitted contrary to Highways Authority advice.<br>Schemes permitted contrary to National Highways advice.<br>Changes to the PROW network.<br>Launch facilities for small craft gained or lost.<br>Travel Plans produced. |
| Policy PUBSP9:<br>Recreational access around the Broads area           | If appropriate to a scheme, policy used to help determine application.<br>Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | Highways Authority, Highways England,                  |                                                                                                                                                                                                                                                                                                        |
| Policy PUBDM29:<br>Transport, highways and access                      | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Highways Authority, Highways England                   |                                                                                                                                                                                                                                                                                                        |

| Policy number                                             | Delivery mechanism                                                                                                                     | Milestones                 | Organisations involved                                                   | Monitoring indicator                                                                                                                        |
|-----------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|----------------------------|--------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------|
| Policy PUBDM30:<br>Recreation facilities<br>parking areas | If appropriate to a scheme,<br>policy used to help<br>determine application.                                                           | None<br>identified/ongoing | Highways Authority, promoters of<br>recreation facilities.               |                                                                                                                                             |
| Policy PUBSP10: A<br>prosperous local economy             | If appropriate to a scheme,<br>policy used to help<br>determine application.<br>Strategic Policies relevant<br>to Neighbourhood Plans. | None<br>identified/ongoing | New Anglia LEP, Economic Development<br>Officers, local business groups. | New employment land.<br>Employment land lost to other<br>uses.<br>Planning applications in<br>accordance (or otherwise) with<br>this policy |
| Policy PUBDM31: New<br>employment<br>development          | If appropriate to a scheme,<br>policy used to help<br>determine application.                                                           | None<br>identified/ongoing |                                                                          |                                                                                                                                             |
| Policy PUBDM32:<br>Protecting general<br>employment       | If appropriate to a scheme,<br>policy used to help<br>determine application.                                                           | None<br>identified/ongoing |                                                                          |                                                                                                                                             |
| Policy PUBDM33: Farm<br>diversification                   | If appropriate to a scheme,<br>policy used to help<br>determine application.                                                           | None<br>identified/ongoing |                                                                          |                                                                                                                                             |
| Policy PUBSP11:<br>Waterside sites                        | If appropriate to a scheme,<br>policy used to help<br>determine application.<br>Strategic Policies relevant<br>to Neighbourhood Plans. | None<br>identified/ongoing |                                                                          |                                                                                                                                             |

| Policy number                                                                                                  | Delivery mechanism                                                                                                                                   | Milestones                 | Organisations involved         | Monitoring indicator                                                                                                                                                                                  |
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| Policy PUBDM34:<br>Development on<br>waterside sites in<br>employment or<br>commercial use, inc.<br>boatyards. | If appropriate to a scheme,<br>policy used to help<br>determine application.                                                                         | None<br>identified/ongoing |                                |                                                                                                                                                                                                       |
| Policy PUBDM35: Retail<br>development in the<br>Broads                                                         | If appropriate to a scheme,<br>policy used to help<br>determine application.                                                                         | None<br>identified/ongoing | District Councils.             | Planning applications in<br>accordance (or otherwise) with<br>this policy and the relevant<br>district council's policy.<br>Total amount of retail gaining<br>planning permission.<br>Loss of retail. |
| Policy PUBSP12:<br>Sustainable tourism                                                                         | If appropriate to a scheme,<br>policy used to help<br>determine application.<br>Strategic. Strategic Policies<br>relevant to Neighbourhood<br>Plans. | None<br>identified/ongoing | Tourism operators, businesses. | Tourism development located as<br>set out in policy<br>Tourism land use<br>Provision of new holiday<br>accommodation.<br>Holiday accommodation<br>changed to permanent<br>residential use.            |
| Policy PUBDM36:<br>Sustainable tourism and<br>recreation development                                           | If appropriate to a scheme,<br>policy used to help<br>determine application.                                                                         | None<br>identified/ongoing |                                |                                                                                                                                                                                                       |

| Policy number                                                                  | Delivery mechanism                                                                                                                    | Milestones              | Organisations involved                                                              | Monitoring indicator                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
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| Policy PUBDM37:<br>Holiday/tourism accommodation – new provision and retention | If appropriate to a scheme, policy used to help determine application.                                                                | None identified/ongoing |                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| Policy PUBSP13:<br>Navigable water space                                       | If appropriate to a scheme, policy used to help determine application. Strategic. Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | Broads Authority, EA                                                                | Number/percentage of short stay visitor moorings delivered on site or via off-site contributions in line with part 3b in policy DM40.<br>Moorings provided – type and in line with guide.<br>Riverbank stabilisation provided – type and in line with guide.<br>Provision for launching of small vessels.<br>Schemes permitted deemed to have significant impact on navigation.<br>Materials used for quay heading in line with policy.<br><u>Schemes permitted contrary to heritage/design advice.</u> |
| Policy PUBDM38: Access to the water                                            | If appropriate to a scheme, policy used to help determine application.                                                                | None identified/ongoing | Parish, District and County Councils. Private landowners with routes on their land. |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| Policy PUBDM39: Bank stabilisation                                             | If appropriate to a scheme, policy used to help determine application.                                                                | None identified/ongoing | EA, landowners.                                                                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| Policy PUBSP14: Mooring provision                                              | If appropriate to a scheme, policy used to help determine application. Strategic. Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | Broads Authority, EA                                                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |

| Policy number                                                                                                                              | Delivery mechanism                                                                                                                                | Milestones                                                                              | Organisations involved                                                                                     | Monitoring indicator                                                                                                                                         |
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| Policy PUBDM40:<br>Mooring, mooring basins and marinas                                                                                     | If appropriate to a scheme, policy used to help determine application.                                                                            | None identified/ongoing                                                                 | EA, businesses, landowners.                                                                                |                                                                                                                                                              |
| Policy PUBDM41: The impact of replacement quay heading on navigation.                                                                      | If appropriate to a scheme, policy used to help determine application.                                                                            | None identified/ongoing                                                                 | Broads Authority                                                                                           |                                                                                                                                                              |
| Policy PUBDM42:<br>Materials used for quay heading, capping and waling, small bridges, viewing platforms, landing stagings and boardwalks. | If appropriate to a scheme, policy used to help determine application.                                                                            | None identified/ongoing                                                                 | Developers/promoters/agents.<br>Landowners.                                                                |                                                                                                                                                              |
| <u>Policy PUBDM42A: Safety by the water</u>                                                                                                | <u>If appropriate to a scheme, policy used to help determine application.</u>                                                                     | <u>None identified/ongoing</u>                                                          | <u>Developers/promoters/agents.<br/>Landowners.</u>                                                        | <u>Number of schemes with a water safety plan.</u>                                                                                                           |
| Policy PUBSP15:<br>Residential development                                                                                                 | See allocations below. If appropriate to a scheme, policy used to help determine application. Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing. See residential dwellings allocations for specific milestones. | Developers/promoters/agents, Registered Providers, District Councils (Housing Authority role), landowners. | Number of dwellings delivered. Development in line with spatial strategy. Housing delivery against target. Five-year land supply against housing trajectory. |

| <b>Policy number</b>                                                              | <b>Delivery mechanism</b>                                                                     | <b>Milestones</b>                                             | <b>Organisations involved</b>                                                        | <b>Monitoring indicator</b>                                                              |
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| Policy PUBDM43:<br>Affordable housing                                             | If appropriate to a scheme, policy used to help determine application.                        | None identified/ongoing                                       |                                                                                      | Affordable housing delivered.                                                            |
| Policy PUBDM44:<br>Residential development within defined Development Boundaries  | If appropriate to a scheme, policy used to help determine application.                        | None identified/ongoing                                       | Developers/promoters/agents.<br>Landowners.                                          | Development within development boundaries.                                               |
| Policy PUBDM45: Gypsy, Traveller and Travelling Show People                       | If appropriate to a scheme, policy used to help determine application.                        | None identified/ongoing                                       | Developers/promoters/agents, the Travelling Community, representative organisations. | Gypsy and Traveller and Travelling Show People sites delivered in line with this policy. |
| Policy PUBDM46: New residential moorings                                          | See allocations below. If appropriate to a scheme, policy used to help determine application. | See residential moorings allocations for specific milestones. | Developers/promoters/agents, Residential Boat Owners Association                     | Provision of residential moorings in line with this policy.                              |
| Policy PUBDM47:<br>Permanent and temporary dwellings for rural enterprise workers | If appropriate to a scheme, policy used to help determine application.                        | None identified/ongoing                                       | Developers/promoters/agents.<br>Landowners.                                          | Rural enterprise dwellings permitted in accordance (or otherwise) with this policy.      |
| Policy PUBDM48: Elderly and specialist needs housing                              | If appropriate to a scheme, policy used to help determine application.                        | None identified/ongoing                                       | Developers/promoters/agents.<br>Landowners.                                          | Elderly and specialist housing delivered in line with this policy.                       |

| Policy number                                            | Delivery mechanism                                                     | Milestones              | Organisations involved                                  | Monitoring indicator                                                                               |
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| Policy PUBDM49:<br>Residential ancillary accommodation   | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Developers/promoters/agents.<br>Landowners.             | Residential ancillary accommodation permitted (integral or not integral) in line with this policy. |
| Policy PUBDM50:<br>Replacement dwellings                 | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Developers/promoters/agents.<br>Landowners.             | Replacement dwellings permitted in line with this policy                                           |
| Policy PUBDM51:<br>Custom/self-build                     | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Individuals/developers/promoters/agents.<br>Landowners. | Permissions for self-build Schemes of 100 dwellings or more providing self-build.                  |
| Policy PUBPS16: Strategic Design Policy                  | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Developers/promoters/agents/architects                  | Schemes permitted contrary to design expert and landscape consultant advice.                       |
| Policy PUBDM52: Design                                   | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Developers/promoters/agents/architects                  |                                                                                                    |
| Policy PUBDM52A:<br>Proposals for residential extensions | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Developers/promoters/agents/architects                  | Extensions permitted in line with this policy                                                      |
| Policy PUBDM53: Source of heating                        | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Developers/promoters/agents/architects                  | Source of heating provided in line with policy.                                                    |



| Policy number                                                                                        | Delivery mechanism                                                                                                            | Milestones              | Organisations involved                 | Monitoring indicator                                                                    |
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| Policy PUBDM54: Heat resilient design                                                                | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Developers/promoters/agents/architects | Heat resilience measures provided.                                                      |
| Policy PUBDM55: Non-residential development and BREEAM                                               | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Developers/promoters/agents/architects | Schemes meeting BREEAM standard.                                                        |
| Policy PUBDM56: Electric Vehicle (EV) Charging Points – fire safety, design, location, and lighting. | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Developers/promoters/agents/architects | EV points provided in line with policy.                                                 |
| Policy PUBDM57: Fibre to the Premises                                                                | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing | Developers/promoters/agents/architects | Developments with fibre to premises.                                                    |
| Policy PUBSP17: Community facilities                                                                 | If appropriate to a scheme, policy used to help determine application.<br>Strategic Policies relevant to Neighbourhood Plans. | None identified/ongoing | Parish Councils.                       | Visitor and community services and facilities delivered in accordance with this policy. |
| Policy PUBDM58: Visitor and community facilities and services                                        | If appropriate to a scheme, policy used to help determine application.                                                        | None identified/ongoing |                                        |                                                                                         |

| Policy number                                                                      | Delivery mechanism                                                     | Milestones              | Organisations involved                                                       | Monitoring indicator                                                                                                                      |
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| Policy PUBDM59:<br>Designing places for healthy lives                              | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Norfolk/Suffolk County Council Healthy Places Team                           | Planning applications in accordance (or otherwise) with this policy.<br>Checklists – small sites.<br>Checklists – large sites.            |
| Policy PUBDM60:<br>Planning obligations and developer contributions                | If appropriate to a scheme, policy used to help determine application. | As required             | Various, depending on consideration.<br>Scheme promoters and County Council. | Developer Contributions monitoring statement – by the Broads Authority as well as Norfolk and Suffolk County Council.<br>RAMS mitigation. |
| Policy PUBDM61:<br>Advertisements and signs                                        | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Businesses.                                                                  | Adverts and signs permitted in accordance with policy                                                                                     |
| Policy PUBDM62: Re-use, conversion or change of use of buildings                   | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Owners of building.                                                          | Buildings converted and final use.                                                                                                        |
| Policy PUBDM63: Leisure plots, amenity plots, conservation plots and mooring plots | If appropriate to a scheme, policy used to help determine application. | None identified/ongoing | Plot owners/users and those who moor their boats there.                      | Mooring and leisure plots provided in line with this policy.                                                                              |

| Policy number                                                                             | Delivery mechanism                                                                                                          | Milestones              | Organisations involved              | Monitoring indicator                                                 |
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| Policy PUBACL1: Acle Cemetery extension                                                   | Allocation in Local Plan. Water monitoring in line with EA guidance. Planning Application then subsequent delivery on site. | None identified/ongoing | Acle Parish Council, EA, landowner. | Cemetery delivered as per policy.                                    |
| Policy PUBACL2: Acle Playing Field extension.                                             | Allocation in Local Plan. Planning Application then subsequent delivery on site. Note that site has planning permission.    | None identified/ongoing | Acle Parish Council, landowner.     | Sports field delivered as per policy                                 |
| Policy PUBBRU1: Riverside chalets and mooring plots                                       | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                      | None identified/ongoing | Those who moor their boats here.    | Planning applications in accordance (or otherwise) with this policy. |
| Policy PUBBRU2: Riverside Estate Boatyards, etc., including land adjacent to railway line | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                      | None identified/ongoing | Businesses                          | Planning applications in accordance (or otherwise) with this policy. |
| Policy PUBBRU3: Brundall Mooring Plots                                                    | Changes to come forward as planning applications in line with policy with                                                   | None identified/ongoing | Those who moor their boats here     | Planning applications in accordance (or otherwise) with this policy. |

| Policy number                                             | Delivery mechanism                                                                                     | Milestones                                      | Organisations involved                       | Monitoring indicator                                                 |
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|                                                           | subsequent delivery on site.                                                                           |                                                 |                                              |                                                                      |
| Policy PUBBRU4: Brundall Marina                           | Changes to come forward as planning applications in line with policy with subsequent delivery on site. | None identified/ongoing                         | Businesses                                   | Planning applications in accordance (or otherwise) with this policy. |
| Policy PUBBRU5: Land east of the White Heron Public House | Protected through the Local Plan.                                                                      | None identified/ongoing                         | Owner of site                                | Open space lost/negatively affected by development.                  |
| Policy PUBBRU6: Brundall Gardens                          | Allocation in Local Plan. Planning Application then subsequent delivery on site.                       | Delivered within 5 years of adoption of policy. | Businesses, those who moor their boats here. | Residential moorings provided as per policy.                         |
| Policy PUBCAN1: Cantley Sugar Factory                     | Changes to come forward as planning applications in line with policy with subsequent delivery on site. | None identified/ongoing                         | British Sugar                                | Planning applications in accordance (or otherwise) with this policy. |
| Policy PUBCHE1: Greenway Marine residential moorings      | Allocation in Local Plan. Planning Application then subsequent delivery on site.                       | Delivered within 5 years of adoption of policy. | Those who moor their boats here.             | Residential moorings provided as per policy.                         |

| Policy number                                                               | Delivery mechanism                                                                                     | Milestones                                      | Organisations involved             | Monitoring indicator                                                  |
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| Policy PUBDIL 1: Dilham Marina (Tyler's Cut Moorings)                       | Changes to come forward as planning applications in line with policy with subsequent delivery on site. | None identified/ongoing                         | Those who moor their boats here.   | Planning applications in accordance (or otherwise) with this policy.  |
| Policy PUBDIT1: Maltings Meadow Sports Ground, Ditchingham                  | Changes to come forward as planning applications in line with policy with subsequent delivery on site. | None identified/ongoing                         | Sports club                        | Planning applications in accordance (or otherwise) with this policy.  |
| Policy PUBDIT2: Ditchingham Maltings Open Space, Habitat Area and Alma Beck | Protected through the Local Plan.                                                                      | None identified/ongoing                         | Management Company, residents, IDB | Habitat area/open space/Beck lost/negatively affected by development. |
| Policy PUBFLE1: Broadland Sports Club                                       | Changes to come forward as planning applications in line with policy with subsequent delivery on site. | None identified/ongoing                         | Sports club                        | Planning applications in accordance (or otherwise) with this policy.  |
| Policy PUBGIL1 Gillingham residential moorings (H. E. Hipperson's Boatyard) | Allocation in Local Plan. Planning Application then subsequent delivery on site.                       | Delivered within 5 years of adoption of policy. | Those who moor their boats here.   | Residential moorings provided as per policy.                          |

| Policy number                                           | Delivery mechanism                                                                                                                                                                                  | Milestones                                               | Organisations involved         | Monitoring indicator                                                                                                |
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| Policy PUBGTY1: Marina Quays (Port of Yarmouth Marina)  | Allocation in Local Plan. Planning Application then subsequent delivery on site. It is hoped that a positive allocation in the Local Plan will prompt appropriate change on this site by the owner. | Delivered within 10 years of adoption of the Local Plan. | EA, Highways Authority         | Planning applications in accordance (or otherwise) with this policy.                                                |
| Policy PUBHOR1: Horning Car Parking                     | Protected through the Local Plan.                                                                                                                                                                   | None identified/ongoing                                  | Highways Authority             | Car parking lost/negatively affected by development.                                                                |
| Policy PUBHOR2: Horning Open Space (public and private) | Protected through the Local Plan.                                                                                                                                                                   | None identified/ongoing                                  | Parish Council, residents, pub | Open space lost/negatively affected by development.                                                                 |
| Policy PUBHOR3: Waterside plots                         | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                                                                                              | None identified/ongoing                                  | Plot owners/users              | Planning applications in accordance (or otherwise) with this policy.<br>Capacity of Horning Water Recycling Centre. |
| Policy PUBHOR4: Horning Sailing Club                    | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                                                                                              | None identified/ongoing                                  | Sailing Club                   | Planning applications in accordance (or otherwise) with this policy.<br>Capacity of Horning Water Recycling Centre. |

| Policy number                                                                | Delivery mechanism                                                                                     | Milestones              | Organisations involved                                         | Monitoring indicator                                                                                                |
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| Policy PUBHOR5:<br>Crabbett's Marsh                                          | Protected through the Local Plan.                                                                      | None identified/ongoing | Various interested parties.                                    | Marsh lost/negatively affected by development.                                                                      |
| Policy PUBHOR6: Horning - Boatyards, etc. at Ferry Road. and Ferry View Road | Changes to come forward as planning applications in line with policy with subsequent delivery on site. | None identified/ongoing | Businesses. Landowners.                                        | Planning applications in accordance (or otherwise) with this policy.<br>Capacity of Horning Water Recycling Centre. |
| Policy PUBHOR7: Woodbastwick Fen moorings                                    | Changes to come forward as planning applications in line with policy with subsequent delivery on site. | None identified/ongoing | Those who moor their boats here.                               | Planning applications in accordance (or otherwise) with this policy.                                                |
| Policy PUBHOR8: Land on the Corner of Ferry Road, Horning                    | Changes to come forward as planning applications in line with policy with subsequent delivery on site. | None identified/ongoing | Businesses. Landowners.                                        | Planning applications in accordance (or otherwise) with this policy.<br>Capacity of Horning Water Recycling Centre. |
| Policy PUBHOV1: Green infrastructure                                         | Protected through the Local Plan.                                                                      | None identified/ongoing | Landowners.                                                    | Green Infrastructure lost/negatively affected by development.                                                       |
| Policy PUBHOV2: Station Road car park                                        | Protected through the Local Plan.                                                                      | None identified/ongoing | Highways Authority, North Norfolk District Council, landowner. | Car parking lost/negatively affected by development.                                                                |

| Policy number                                                                            | Delivery mechanism                                                                                                                                                                                                       | Milestones                                                         | Organisations involved                                          | Monitoring indicator                                                                                      |
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| Policy PUBHOV3:<br>Brownfield land off<br>Station Road, Hoveton                          | Allocation in Local Plan.<br>Planning Application then<br>subsequent delivery on<br>site. It is hoped that a<br>positive allocation in the<br>Local Plan will prompt<br>appropriate change on this<br>site by the owner. | Delivered within 10<br>years of adoption of<br>policy.             | Businesses, North Norfolk District Council.                     | Planning applications in<br>accordance (or otherwise) with<br>this policy.                                |
| Policy PUBHOV4:<br>BeWILDerwood<br>Adventure Park                                        | Changes to come forward<br>as planning applications in<br>line with policy with<br>subsequent delivery on<br>site.                                                                                                       | None<br>identified/ongoing                                         | Park operator.                                                  | Planning applications in<br>accordance (or otherwise) with<br>this policy.                                |
| Policy PUBHOV5: Hoveton<br>Village Centre and areas<br>adjacent to the Village<br>Centre | Changes to come forward<br>as planning applications in<br>line with policy with<br>subsequent delivery on<br>site.                                                                                                       | None<br>identified/ongoing                                         | Businesses, landowners, North Norfolk<br>District Council.      | Planning applications in<br>accordance (or otherwise) with<br>this policy.<br>Land use of each unit.      |
| Policy PUBNOR1: Utilities<br>Site                                                        | Allocation in Local Plan.<br>Planning Application then<br>subsequent delivery on<br>site. It is hoped that a<br>positive allocation in the<br>Local Plan will prompt<br>appropriate change on this                       | Start to be delivered<br>within 15 years of<br>adoption of policy. | Norwich City Council, South Norfolk<br>Council, landowners, EA. | Planning applications in<br>accordance (or otherwise) with<br>this policy.<br>Number of houses delivered. |



| Policy number                                    | Delivery mechanism                                                                                            | Milestones              | Organisations involved                                  | Monitoring indicator                                                 |
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|                                                  | site by the owner. SPD being produced. Part of East Norwich Regeneration Site.                                |                         |                                                         |                                                                      |
| Policy PUBNOR2:<br>Riverside Walk and cycle path | Promoted through the Local Plan. Main mechanism is through planning application submitted by scheme promoter. | None identified/ongoing | Norwich City Council, Broads Authority, EA, landowners. | Delivery of path in line with policy.                                |
| Policy PUBORM1:<br>Ormesby waterworks            | Changes to come forward as planning applications in line with policy with subsequent delivery on site.        | None identified/ongoing | Essex & Suffolk Water                                   | Planning applications in accordance (or otherwise) with this policy. |
| Policy PUBOUL1:<br>Boathouse Lane Leisure Plots  | Changes to come forward as planning applications in line with policy with subsequent delivery on site.        | None identified/ongoing | Plot owners/users                                       | Planning applications in accordance (or otherwise) with this policy. |

| Policy number                                               | Delivery mechanism                                                                                                                                    | Milestones                                         | Organisations involved                              | Monitoring indicator                                                                                |
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| Policy PUBOUL2: Oulton Broad - Former Pegasus/Hamptons Site | Promoted through the Local Plan. Main mechanism is through planning application submitted by scheme promoter. Note that site has planning permission. | Delivered within five years of adoption of policy. | Developers/promoters/agents. Landowner.             | Planning applications in accordance (or otherwise) with this policy.<br>Number of houses delivered. |
| Policy PUBOUL3 - Oulton Broad District Shopping Centre      | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                                                | None identified/ongoing                            | Businesses, East Suffolk Council.                   | Planning applications in accordance (or otherwise) with this policy.<br>Land use of each unit.      |
| Policy PUBPHRB1: Bridge Area                                | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                                                | None identified/ongoing                            | Businesses, River Thurne Tenants Association.       | Planning applications in accordance (or otherwise) with this policy.                                |
| Policy PUBPHRB2: Waterside plots                            | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                                                | None identified/ongoing                            | Plot owners/users, River Thurne Tenants Association | Planning applications in accordance (or otherwise) with this policy.                                |
| Policy PUBPHRB3: Green Bank Zones                           | Protected through the Local Plan.                                                                                                                     | None identified/ongoing                            | River Thurne Tenants Association.                   | Green Banks lost/negatively affected by development.                                                |

| Policy number                                                   | Delivery mechanism                                                                                                                                                                         | Milestones                                                               | Organisations involved                               | Monitoring indicator                                                                                                 |
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| Policy PUBSOL1: Riverside area moorings                         | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                                                                                     | None identified/ongoing                                                  | Those who moor their boats here.                     | Planning applications in accordance (or otherwise) with this policy.                                                 |
| Policy PUBSOM1: Somerleyton Marina Residential Moorings         | Allocation in Local Plan. Planning Application then subsequent delivery on site.                                                                                                           | Delivered within five years of Local Plan adoption.                      | Those who moor their boats here. Somerleyton Estate. | Residential moorings provided as per policy.                                                                         |
| Policy PUBSTA1: Land at Stalham Staithe (Richardson's Boatyard) | Changes to come forward as planning applications in line with policy with subsequent delivery on site.<br>Allocation in Local Plan. Planning Application then subsequent delivery on site. | Residential moorings delivered within five years of Local Plan adoption. | Businesses. Landowner.                               | Planning applications in accordance (or otherwise) with this policy.<br>Residential moorings provided as per policy. |
| Policy PUBTSA1: Cary's Meadow                                   | Protected through the Local Plan.                                                                                                                                                          | None identified/ongoing                                                  | Broads Authority (landowner)                         | Meadow lost/negatively affected by development.                                                                      |

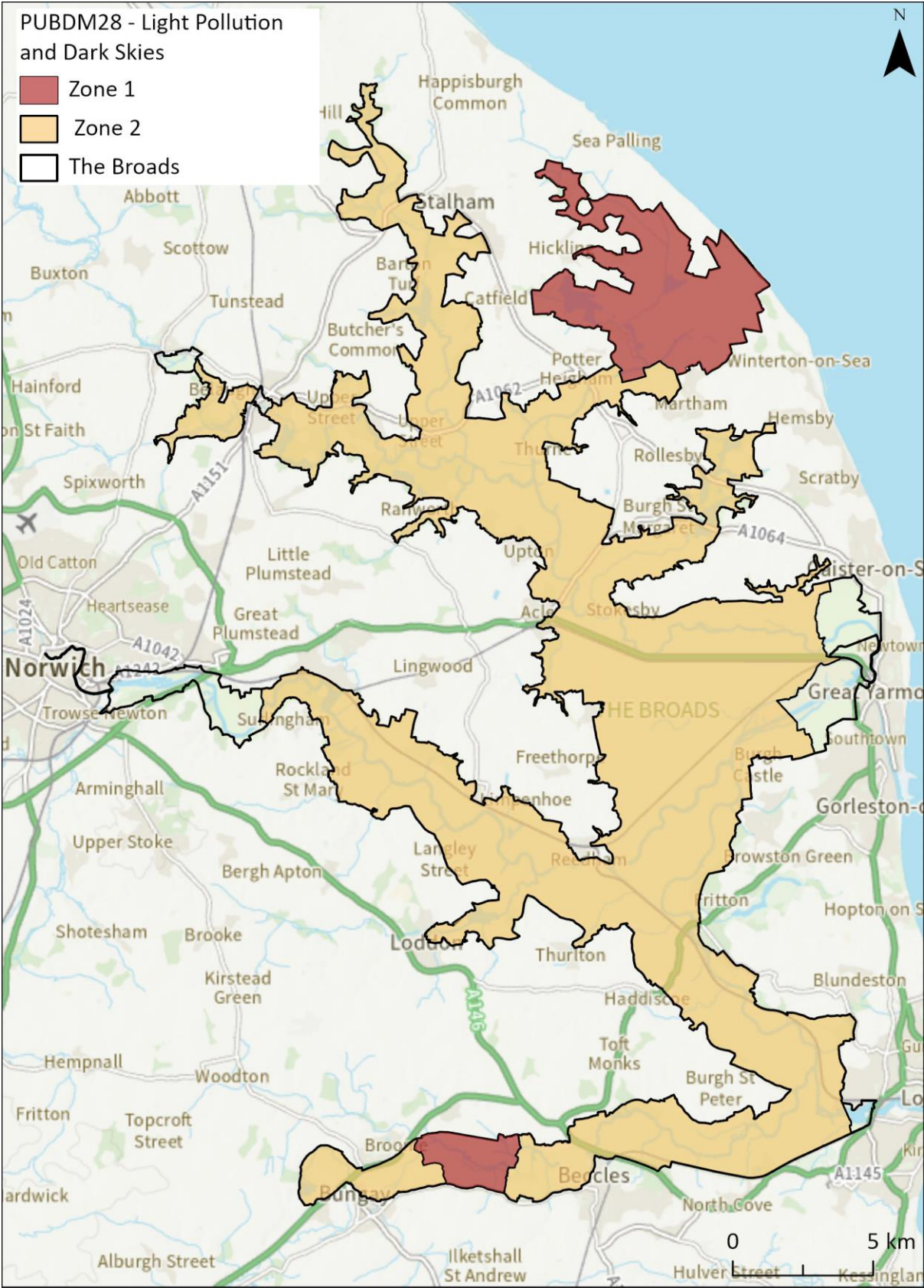
| Policy number                                                | Delivery mechanism                                                                                                                     | Milestones                                          | Organisations involved                                                            | Monitoring indicator                                                                                |
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| Policy PUBTSA2: Thorpe Island                                | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                                 | None identified/ongoing                             | Thorpe St Andrew Town Council, landowners, users of the island, nearby residents. | Planning applications in accordance (or otherwise) with this policy.                                |
| Policy PUBTSA3: Griffin Lane – boatyards and industrial area | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                                 | None identified/ongoing                             | Businesses. The Broads Authority.                                                 | Planning applications in accordance (or otherwise) with this policy.                                |
| Policy PUBTSA4: Bungalow Lane – mooring plots and boatyards  | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                                 | None identified/ongoing                             | Businesses, those who moor their boats here.                                      | Planning applications in accordance (or otherwise) with this policy.                                |
| Policy PUBTSA5: River Green Open Space                       | Protected through the Local Plan.                                                                                                      | None identified/ongoing                             | Thorpe St Andrew Town Council                                                     | Open space lost/negatively affected by development.                                                 |
| Policy PUBTHU1: Tourism development at Hedera House, Thurne  | Promoted through the Local Plan. Main mechanism is through planning application submitted by scheme promoter. Has planning permission. | Delivered within five years of Local Plan adoption. | Developers/promoters/agents. Landowner.                                           | Planning applications in accordance (or otherwise) with this policy.<br>Number of houses delivered. |

| Policy number                                               | Delivery mechanism                                                                                                                                                    | Milestones              | Organisations involved                                                                                             | Monitoring indicator                                                               |
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| Policy PUBWHI1: Whitlingham Country Park plus adjacent land | Protected through the Local Plan. Various organisations deliver activities at the Park.                                                                               | None identified/ongoing | Businesses, Whitlingham Charitable Estate, Crown Point Estate. The Broads Authority.                               | Planning applications in accordance (or otherwise) with this policy.               |
| Policy PUBWHI2: Land at Whitlingham Lane                    | Changes to come forward as planning applications in line with policy with subsequent delivery on site.                                                                | None identified/ongoing | Crown Point Estate.                                                                                                | Planning applications in accordance (or otherwise) with this policy.               |
| Policy PUBSSTRI: Trinity Broads                             | Protected through the Local Plan. Water quality protected for water abstraction so limited use by motorised vessels.                                                  | None identified/ongoing | Norfolk Wildlife Trust, Parish Councils, businesses, sailing clubs, Essex & Suffolk Water, Norfolk Wildlife Trust. | Planning applications in accordance (or otherwise) with this policy.               |
| Policy PUBSSUT: Upper Thurne                                | Protected through the Local Plan. The main mechanism that ensures tranquillity is the limited air draught of the Potter Heigham Bridge which is a Scheduled Monument. | None identified/ongoing | Businesses, Norfolk Wildlife Trust.                                                                                | Planning applications in accordance (or otherwise) with this policy.               |
| Policy PUBSSPUBS: Pubs network                              | Protected through the Local Plan. Improvements carried out as needed by operator/owner.                                                                               | None identified/ongoing | CAMRA, pub operators                                                                                               | Improvements to pubs in line with policy.<br>Pubs lost from public house land use. |

| Policy number                                | Delivery mechanism                                                                                                                           | Milestones              | Organisations involved                               | Monitoring indicator                                                                               |
|----------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|-------------------------|------------------------------------------------------|----------------------------------------------------------------------------------------------------|
| Policy PUBSSROADS: Main Road network         | Protected through the Local Plan. Improvements carried out as needed by or under the guidance of the Highways Authority or Highways England. | None identified/ongoing | Highways Authority, Highways England                 | Schemes permitted contrary to Highways advice.                                                     |
| Policy PUBSSTRACKS: Former rail trackways    | Safeguarded through the Local Plan in order to be delivered by another body in future. No scheme worked up at the time of writing.           | None identified/ongoing | County Councils.                                     | Recreation routes delivered on these schemes.<br>Development that encroaches onto these trackways. |
| Policy PUBSSSTATIONS: Railway stations/halts | Protected through the Local Plan. Improvements carried out as needed by operator/owner.                                                      | None identified/ongoing | Network Rail, Rail Operators                         | Improvements to stations in line with policy.<br>Stations lost to other uses.                      |
| Policy PUBSSSTAITHES: Staithes               | If appropriate to a scheme, policy used to help determine application.                                                                       | None identified/ongoing | Parish Councils                                      | Staithes lost/negatively affected by development.                                                  |
| Policy PUBSSCOAST: The Coast                 | Protected through the Local Plan.                                                                                                            | None identified/ongoing | North Norfolk, District Council, Environment Agency. | Planning applications in accordance (or otherwise) with this policy.                               |

| Policy number                                             | Delivery mechanism                                                                                                                                                                                                  | Milestones                                                                                             | Organisations involved                  | Monitoring indicator                                                    |
|-----------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|-----------------------------------------|-------------------------------------------------------------------------|
| Policy PUBSSMILLS:<br>Drainage Mills                      | Protected through the Local Plan. Changes delivered by landowners.                                                                                                                                                  | None identified/ongoing other than the specific timelines for those identified in the HLF funding bid. | Historic England, EA, owners of Mills.  | Mills brought back into use. Changes to mills in line with this policy. |
| Policy PUBSSLGS: Local Green Space                        | Protected through the Local Plan.                                                                                                                                                                                   | None identified/ongoing                                                                                | People who nominated sites. Landowners. | Local Green Spaces lost/negatively affected by development.             |
| Policy PUBSSA47: Road schemes on the Acle Straight (A47T) | If appropriate to a scheme, policy used to help determine application. Note that the Broads Authority is not likely to determine the scheme as it might be classed as an NSIP but this policy will be of relevance. | None identified/ongoing although some safety measures could be in place by 2030.                       | Highways Authority, Highways England    | Changes to A47 in line with this policy.                                |

Appendix 14: Light pollution and dark skies – map of zones



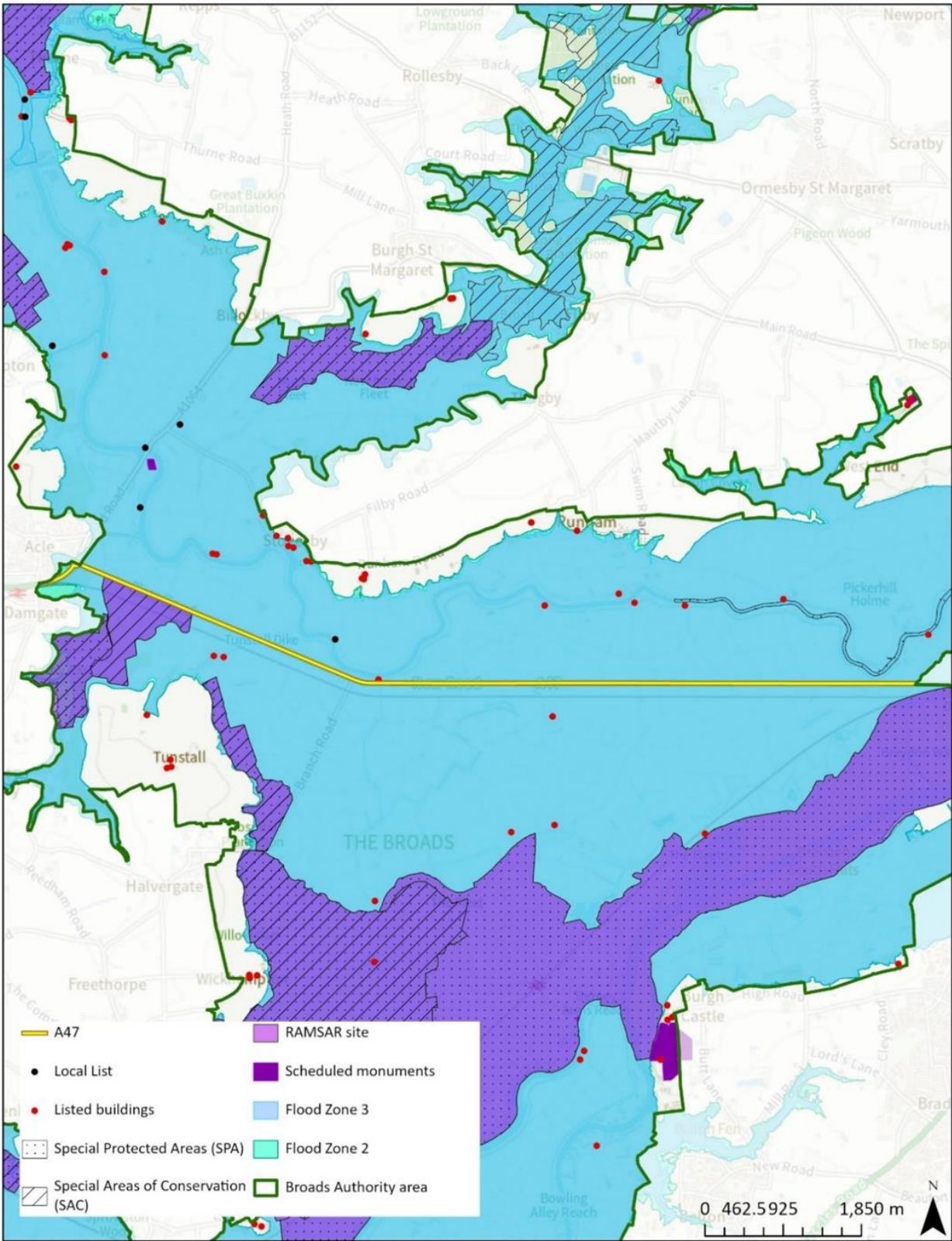
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# Appendix 15: Acle Straight and considerations/constraints

Acle Straight and considerations/constraints

Scale: 1:55,000



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## Appendix 16: Superseded policies (once Local Plan adopted)

| Policy in 2019 Local Plan                                   | Policy in Publication Local Plan                                                         |
|-------------------------------------------------------------|------------------------------------------------------------------------------------------|
| SP1: DCLG/PINS Model Policy                                 | Deleted – policy not needed                                                              |
| DM1: Major Development in the Broads                        | Policy PUBDM1: Major Development in the Broads                                           |
| -                                                           | Policy PUBDM2: Embodied Carbon                                                           |
| -                                                           | Policy PUBDM3: Pollution and Hazards in development and protecting environmental quality |
| DM2: Water Quality and Foul Drainage                        | Policy PUBDM5: Water quality and foul drainage                                           |
| DM3: Boat wash down facilities                              | Policy PUBDM6: Boat wash-down facilities                                                 |
| DM4: Water Efficiency                                       | Policy PUBDM7: Water efficiency and re-use                                               |
| SP2: Strategic Flood Risk Policy                            | Policy PUBSP2: Strategic flood risk policy                                               |
| DM5: Development and Flood Risk                             | Policy PUBDM8: Development and flood risk                                                |
| DM6: Surface water run-off                                  | Policy PUBDM9: Surface water run-off                                                     |
| DM7: Open Space on land, play, sports fields and allotments | Policy PUBDM10: Open space on land, play space, sports fields and allotments.            |
| DM8: Green Infrastructure                                   | Policy PUBDM11: Green and blue infrastructure and Public Rights of Way                   |
| SP3: Climate Change                                         | Policy PUBSP1: Responding to the Climate Emergency                                       |
| DM9: Climate Smart Checklist                                | Policy PUBDM4: Climate change adaption and resilience checklist                          |
| SP4: Soils                                                  | Policy PUBSP3: Soils                                                                     |
| DM10: Peat soils                                            | Policy PUBDM12: Peat soils                                                               |
| SP5: Historic Environment                                   | Policy PUBSP4: Historic Environment                                                      |
| DM11: Heritage Assets                                       | Policy PUBDM13: Heritage Assets                                                          |
| DM12: Re-use of Historic Buildings                          | Policy PUBDM14: Re-use, Conversion or Change of Use of Historic Buildings                |
| SP6: Biodiversity                                           | Policy PUBSP5: Biodiversity                                                              |
| DM13: Natural Environment                                   | Policy PUBDM15: Natural Environment                                                      |
| -                                                           | Policy PUBDM16: Biodiversity Net Gain                                                    |

| Policy in 2019 Local Plan                                                 | Policy in Publication Local Plan                                                      |
|---------------------------------------------------------------------------|---------------------------------------------------------------------------------------|
| -                                                                         | Policy PUBDM17: Mitigating Recreational Impacts                                       |
| -                                                                         | Policy PUBDM18: Mitigating Nutrient Enrichment Impacts                                |
| -                                                                         | Policy PUBDM19: Trees, woodlands, hedges, scrub and shrubs and development            |
| DM14: Energy demand and performance                                       | Policy PUBDM20: Energy demand and performance of new buildings (including extensions) |
| DM15: Renewable Energy                                                    | Policy PUBDM21: Renewable and low carbon energy                                       |
| SP7: landscape Character                                                  | Policy PUBSP6: Landscape character                                                    |
| DM16: Development and Landscape                                           | PUBDM22: Development and landscape                                                    |
| DM17: Land Raising                                                        | PUBDM23: Land raising                                                                 |
| DM18: Excavated material                                                  | PUBDM24: Excavated material                                                           |
| DM19: Utilities Infrastructure Development                                | PUBDM25: Utilities infrastructure development                                         |
| DM20: Protection and enhancement of settlement fringe landscape character | PUBDM26: Protection and enhancement of settlement fringe landscape character          |
| DM21: Amenity                                                             | PUBDM27: Amenity                                                                      |
| -                                                                         | PUBSP7: Tranquillity in the Broads                                                    |
| DM22: Light pollution and dark skies                                      | PUBDM28: Light pollution and dark skies and nocturnal character                       |
| SP8: Getting to the Broads                                                | PUBSP8: Accessibility and Transport                                                   |
| SP9: Recreational Access around the Broads                                | PUBSP9: Recreational access around the Broads area                                    |
| DM23: Transport, highways and access                                      | PUBDM29: Transport, highways and access                                               |
| DM24: Recreation Facilities Parking Areas                                 | PUBDM30: Recreation facilities parking areas                                          |
| SP10: A prosperous local economy                                          | PUBSP10: A prosperous local economy                                                   |
| SP11: Waterside sites                                                     | PUBSP11: Waterside sites                                                              |
| DM25: New Employment Development                                          | PUBDM31: New employment development                                                   |
| DM26: Protecting General Employment                                       | PUBDM32: Protecting general employment                                                |
| DM27: Business and Farm Diversification                                   | PUBDM33: Farm diversification                                                         |

| <b>Policy in 2019 Local Plan</b>                                     | <b>Policy in Publication Local Plan</b>                                                                                          |
|----------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------|
| DM28: Development on Waterside Sites                                 | PUBDM34: Development on waterside sites in employment or commercial use, inc. boatyards.                                         |
| SP12: Sustainable Tourism                                            | PUBSP12: Sustainable tourism                                                                                                     |
| DM29: Sustainable Tourism and Recreation Development                 | PUBDM36: Sustainable tourism and recreation development                                                                          |
| DM30: Holiday Accommodation – New Provision and Retention            | PUBDM37: Holiday/tourism accommodation – new provision and retention                                                             |
| SP13: Navigable Water Space                                          | PUBSP13: Navigable water space                                                                                                   |
| DM31: Access to the Water                                            | PUBDM38: Access to the water                                                                                                     |
| DM32: Riverbank stabilisation                                        | PUBDM39: Bank stabilisation                                                                                                      |
| SP14: Mooring Provision                                              | PUBSP14: Mooring provision                                                                                                       |
| DM33: Moorings, mooring basins and marinas.                          | PUBDM40: Moorings, mooring basins and marinas                                                                                    |
| -                                                                    | PUBDM41: The impact of replacement quay heading on navigation.                                                                   |
| -                                                                    | PUBDM42: Materials used for quay heading, capping and waling, small bridges, viewing platforms, landing stagings and boardwalks. |
| SP15: Residential development                                        | PUBSP15: Residential development                                                                                                 |
| DM34: Affordable Housing                                             | PUBDM43: Affordable housing                                                                                                      |
| DM35: Residential Development within Defined Development Boundaries  | PUBDM44: Residential development within defined Development Boundaries                                                           |
| DM36: Gypsy, Traveller and Travelling Show People                    | PUBDM45: Gypsy, Traveller and Travelling Show People                                                                             |
| DM37: New Residential Moorings                                       | PUBDM46: New residential moorings                                                                                                |
| DM38: Permanent and Temporary Dwellings for Rural Enterprise Workers | PUBDM47: Permanent and temporary dwellings for rural enterprise workers                                                          |
| DM39: Residential Ancillary Accommodation                            | PUBDM49: Residential ancillary accommodation                                                                                     |
| DM40: Replacement Dwellings                                          | PUBDM50: Replacement dwellings                                                                                                   |
| DM41: Elderly and Specialist Needs Housing                           | PUBDM48: Elderly and specialist needs housing                                                                                    |
| DM42: Custom/self-build                                              | PUBDM51: Custom/self-build                                                                                                       |

| Policy in 2019 Local Plan                                                       | Policy in Publication Local Plan                                                              |
|---------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------|
| -                                                                               | PUBPS16: Strategic Design Policy                                                              |
| DM43: Design                                                                    | PUBDM52: Design                                                                               |
| -                                                                               | PUBDM52A Proposals for residential extensions                                                 |
| -                                                                               | PUBDM53: Source of heating                                                                    |
| -                                                                               | PUBDM54: Heat resilient design                                                                |
| -                                                                               | PUBDM55: Non-residential development and BREEAM                                               |
| -                                                                               | PUBDM56: Electric Vehicle (EV) Charging Points – fire safety, design, location, and lighting. |
| -                                                                               | PUBDM57: Fibre to the Premises                                                                |
| SP16: New Community Facilities                                                  | PUBSP17: Community facilities                                                                 |
| DM44: Visitor and Community Facilities and Services                             | PUBDM58: Visitor and community facilities and services                                        |
| DM45: Designing Places for Healthy Lives                                        | PUBDM59: Designing places for healthy lives                                                   |
| DM46: Safety by the Water                                                       | Policy PUBDM42A: Safety by the water                                                          |
| DM47: Planning Obligations and Developer Contributions                          | PUBDM60: Planning obligations and developer contributions                                     |
| DM48: Conversion of Buildings                                                   | PUBDM62: Re-use, conversion or change of use of buildings                                     |
| DM49: Advertisements and Signs                                                  | PUBDM61: Advertisements and signs                                                             |
| DM50: Leisure plots and mooring plots                                           | PUBDM63: Leisure plots, amenity plots and mooring plots                                       |
| DM51: Retail development in the Broads.                                         | PUBDM35: Retail development in the Broads                                                     |
| ACL1: Acle Cemetery Extension                                                   | PUBACL1: Acle Cemetery extension                                                              |
| ACL2: Acle Playing Field Extension                                              | PUBACL2: Acle Playing Field extension.                                                        |
| BEC1: Former Loaves and Fishes, Beccles                                         | Policy deleted – not needed                                                                   |
| BEC2: Beccles Residential Moorings (H. E. Hipperson's Boatyard)                 | PUBGIL1 Gillingham residential moorings (H. E. Hipperson's Boatyard)                          |
| BRU1: Riverside chalets and mooring plots                                       | PUBBRU1: Riverside chalets and mooring plots                                                  |
| BRU2: Riverside Estate Boatyards, etc., including land adjacent to railway line | PUBBRU2: Riverside Estate Boatyards, etc., including land adjacent to railway line            |

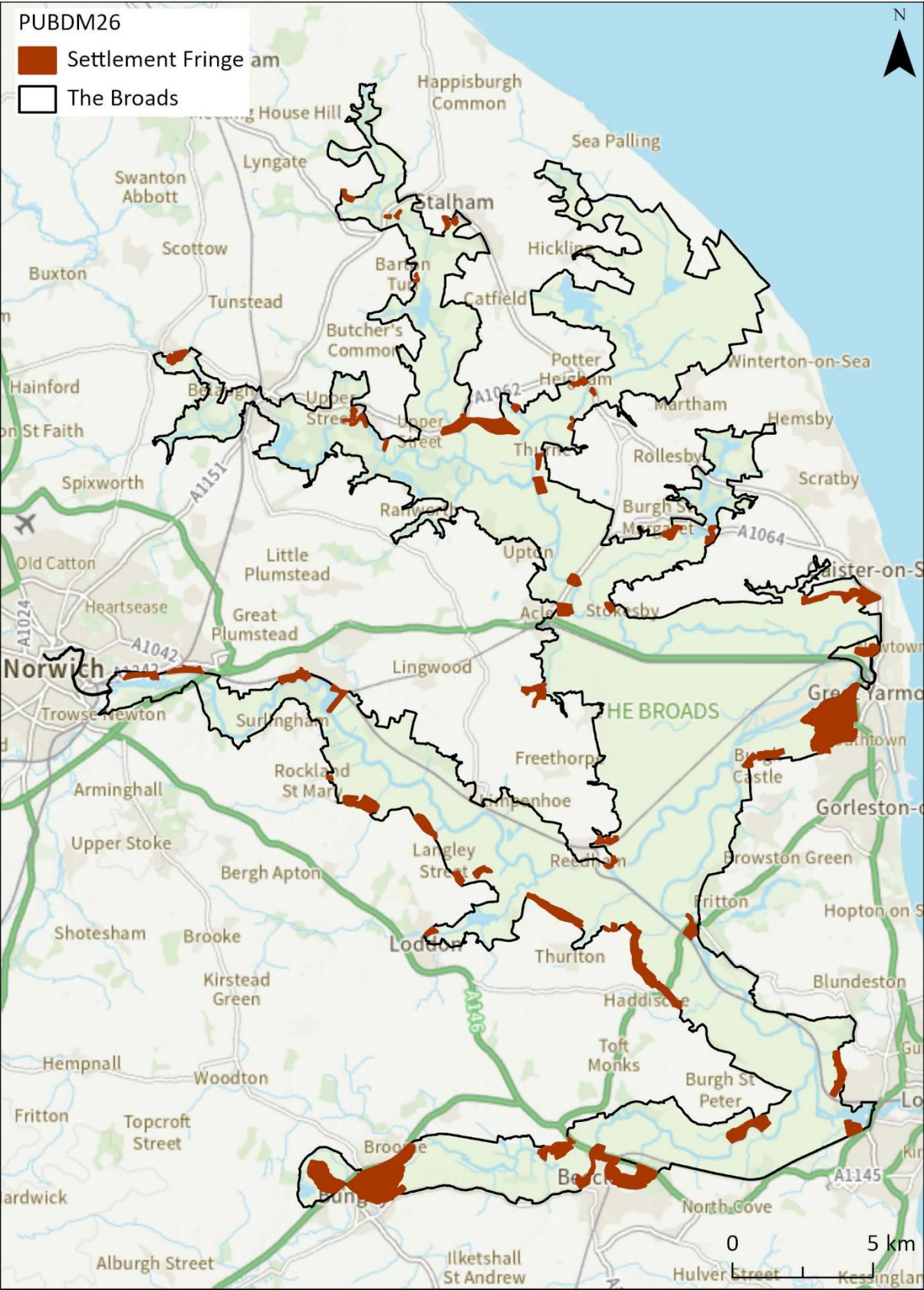
| Policy in 2019 Local Plan                                         | Policy in Publication Local Plan                                      |
|-------------------------------------------------------------------|-----------------------------------------------------------------------|
| BRU3: Mooring Plots                                               | PUBBRU3: Brundall Mooring Plots                                       |
| BRU4: Brundall Marina                                             | PUBBRU4: Brundall Marina                                              |
| BRU5: Land east of the Yare public house                          | PUBBRU5: Land east of the White Heron Public House                    |
| BRU6: Brundall Gardens                                            | PUBBRU6: Brundall Gardens                                             |
| CAN1: Cantley Sugar Factory                                       | PUBCAN1: Cantley Sugar Factory                                        |
| CHE1: Greenway Marine Residential Moorings                        | PUBCHE1: Greenway Marine residential moorings                         |
| DIL1: Dilham Marina (Tyler's Cut Moorings)                        | PUBDIL 1: Dilham Marina (Tyler's Cut Moorings)                        |
| DIT1: Maltings Meadow Sports Ground, Ditchingham                  | PUBDIT1: Maltings Meadow Sports Ground, Ditchingham                   |
| DIT2: Ditchingham Maltings Open Space, Habitat Area and Alma Beck | PUBDIT2: Ditchingham Maltings Open Space, Habitat Area and Alma Beck  |
| FLE1: Broadland Sports Club                                       | PUBFLE1: Broadland Sports Club                                        |
| GTY1: Marina Quays (Port of Yarmouth Marina)                      | PUBGTY1: Marina Quays (Port of Yarmouth Marina)                       |
| HOR1: Car Parking                                                 | PUBHOR1: Horning Car Parking                                          |
| HOR2: Horning Open Space (public and private)                     | PUBHOR2: Horning Open Space (public and private)                      |
| HOR3: Waterside plots                                             | PUBHOR3: Waterside plots                                              |
| HOR4: Horning Sailing Club                                        | PUBHOR4: Horning Sailing Club                                         |
| HOR5: Crabbett's Marsh                                            | PUBHOR5: Crabbett's Marsh                                             |
| HOR6: Horning - Boatyards, etc. at Ferry Rd. & Ferry View Rd.     | PUBHOR6: Horning - Boatyards, etc. at Ferry Road. and Ferry View Road |
| HOR7: Woodbastwick Fen moorings                                   | PUBHOR7: Woodbastwick Fen moorings                                    |
| HOR8: Land on the Corner of Ferry Road, Horning                   | PUBHOR8: Land on the Corner of Ferry Road, Horning                    |
| HOR9: Horning Residential Moorings (Ropes Hill)                   | Policy deleted – due to waste water issues                            |
| HOV1: Green Infrastructure                                        | PUBHOV1: Green infrastructure                                         |
| HOV2: Station Road car park                                       | PUBHOV2: Station Road car park                                        |
| HOV3: Brownfield land off Station Road, Hoveton                   | PUBHOV3: Brownfield land off Station Road, Hoveton                    |
| HOV4: BeWILDerwood Adventure Park                                 | PUBHOV4: BeWILDerwood Adventure Park                                  |

| <b>Policy in 2019 Local Plan</b>                      | <b>Policy in Publication Local Plan</b>                            |
|-------------------------------------------------------|--------------------------------------------------------------------|
| HOV5: Hoveton Town Centre                             | PUBHOV5: Hoveton Town Centre and areas adjacent to the Town Centre |
| LOD1: Loddon Marina Residential Moorings.             | Policy deleted – landowner does not want site to be allocated.     |
| NOR1: Utilities Site                                  | PUBNOR1: Utilities Site                                            |
| NOR2: Riverside walk and cycle path                   | PUBNOR2: Riverside Walk and cycle path                             |
| ORM1: Ormesby waterworks                              | PUBORM1: Ormesby waterworks                                        |
| OUL1: Boathouse Lane Leisure Plots                    | PUBOUL1: Boathouse Lane Leisure Plots                              |
| OUL2: Oulton Broad - Former Pegasus/Hamptons Site     | PUBOUL2: Oulton Broad - Former Pegasus/Hamptons Site               |
| OUL3 - Oulton Broad District Shopping Centre          | PUBOUL3 - Oulton Broad District Shopping Centre                    |
| POT1: Bridge Area                                     | PUBPHRB1: Bridge Area                                              |
| POT2: Waterside plots                                 | PUBPHRB2: Waterside plots                                          |
| POT3: Green Bank Zones                                | PUBPHRB3: Green Bank Zones                                         |
| SOL1: Riverside area moorings                         | PUBSOL1: Riverside area moorings                                   |
| SOM1: Somerleyton Marina residential moorings         | PUBSOM1: Somerleyton Marina Residential Moorings                   |
| STA1: Land at Stalham Staithe (Richardson's Boatyard) | PUBSTA1: Land at Stalham Staithe (Richardson's Boatyard)           |
| STO1 Land adjacent to Tiedam, Stokesby                | Policy deleted – site completed.                                   |
| TSA1: Cary's Meadow                                   | PUBTSA1: Cary's Meadow                                             |
| TSA2: Thorpe Island                                   | PUBTSA2: Thorpe Island                                             |
| TSA3: Griffin Lane – boatyards and industrial area    | PUBTSA3: Griffin Lane – boatyards and industrial area              |
| TSA4: Bungalow Lane – mooring plots and boatyards     | PUBTSA4: Bungalow Lane – mooring plots and boatyards               |
| TSA5: River Green Open Space                          | PUBTSA5: River Green Open Space                                    |
| THU1: Tourism development at Hedera House, Thurne     | PUBTHU1: Tourism development at Hedera House, Thurne               |
| WHI1: Whitlingham Country Park                        | PUBWHI1: Whitlingham Country Park plus adjacent land               |
| -                                                     | PUBWHI2: Land at Whitlingham Lane                                  |
| SSTRI: Trinity Broads                                 | PUBSSTRI: Trinity Broads                                           |

| Policy in 2019 Local Plan                  | Policy in Publication Local Plan                   |
|--------------------------------------------|----------------------------------------------------|
| SSUT: Upper Thurne                         | PUBSSUT: Upper Thurne                              |
| SSCOAST: The Coast                         | PUBSSCOAST: The Coast                              |
| SSROADS: Main road network                 | PUBSSROADS: Main Road network                      |
| SSMILLS: Drainage Mills                    | PUBSSMILLS: Drainage Mills                         |
| SSPUBS: Waterside Pubs Network             | PUBSSPUBS: Pubs network                            |
| SSSTATIONS: Railway stations/halts         | PUBSSSTATIONS: Railway stations/halts              |
| SSTRACKS: Former rail trackways            | PUBSSTRACKS: Former rail trackways                 |
| SSLGS: Local Green Space                   | PUBSSLGS: Local Green Space                        |
| SSSTAITHES: Staithes                       | PUBSSSTAITHES: Staithes                            |
| SSA47: Changes to the Acle Straight (A47T) | PUBSSA47: Road schemes on the Acle Straight (A47T) |



Appendix 17: Settlement Fringe Landscape Character



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