

Planning Committee

18 August 2023

Agenda item number 17

Local Plan- Development Boundary Topic Paper update

Report by Planning Policy Officer

Summary

The Development Boundary Topic Paper has been updated following the Issues and Options consultation and work looking into the current approach to development Boundaries. The Topic Paper also includes the draft policy.

Recommendation

That Planning Committee endorse the updated Development Management Topic Paper as evidence for the Local Plan.

1. Introduction

- 1.1. The Development Boundary Topic Paper has been amended in light of responses received as part of the Issues and Options consultation.
- 1.2. One of the issues we discussed in the Issues and Options related to the idea of not having Development Boundaries, but instead having criteria based policies. The Topic Paper includes the comments received and discusses this option, but concludes that Development Boundaries should continue.
- 1.3. The Topic Paper also discussed what areas to have Development Boundaries. It talks about the potential for Brundall Riverside to have a development boundary as that was a suggestion made during the Issues and Options consultation. The Topic Paper concludes that due to highways constraints, a development boundary at Brundall is not appropriate at this time. The Topic Paper also re-assesses Horning having a development boundary in light of the Water Recycling Centre capacity issues and concludes that it would not be appropriate to have a development boundary in Horning. Please note that the updated Joint Position Statement on the issue of the Water Recycling Centre at Horning is to be discussed at this Planning Committee.
- 1.4. The Topic Paper is marked up with amendments in blue underline and text that is removed in red strike through. This will be removed and the Topic Paper that is currently on the website will be removed.

Author: Natalie Beal

Date of report: 03 August 2023

Appendix 1 – Updated Development Boundary Topic Paper

Development Boundaries Topic Paper

[Updated August 2023](#)

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1. Introduction

The purpose of a development boundary is to consolidate development around existing built-up communities where there is a clearly defined settlement where further development, if properly designed and constructed, would not be incongruous or intrusive because of the size of the settlement.

Development Boundaries have twin objectives of focusing the majority of development towards existing settlements whilst simultaneously protecting the surrounding countryside.

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

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

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

This is an update to the April 2022 version, to take on board comments received during the Issues and Options consultation (see [section 4](#) and [Appendix 3](#)). Additional text is shown underlined and in blue, with removed text shown as ~~red strike through~~. [Appendix 3](#), [Appendix 4](#) and [Appendix 5](#) are new, but due to the amount of text, has not been underlined in blue.

2. The Settlement Study

The Settlement Study¹, completed throughout 2021/22 [and updated in 2023](#), sets out the methodology for assessing if settlements have good access to facilities and services. This study scored settlements according to access to schools and shops for example. The settlements included in Section 3 were assessed as having the best access to services and facilities. Those highlighted in green already have development boundaries as discussed previously. It is important to note that just because a settlement may be sustainable in terms of the facilities and services nearby, it does not automatically follow that it should have a development boundary (or indeed development) as there may be on-site or local issues that would indicate a development boundary is not appropriate. [Please note that during the 2023 update, in response to a comment received as part of the Issues and Options consultation, allotments were added as a facility or service.](#)

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

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

¹ Can be found here: [Local Plan for the Broads \(broads-authority.gov.uk\)](https://broads-authority.gov.uk)
Development Boundaries Topic Paper (August 2023)

Settlement	District/Borough	Place in District's Settlement Hierarchy.	Commentary of built up area in the Broads
Norwich City	Norwich	City	The Broads part of Norwich is the river only as it flows through the centre of the City. But to the east, there are some built up areas. Cremorne Lane for example is an area of housing. The Utilities Site is an area of brownfield land that is allocated for mixed use in the current local plan. Close/adjoining the main settlement. Limited impact from flood risk.
Great Yarmouth	Great Yarmouth Borough	Main town	There are some dwellings on Riverwalk, to the south of Bure Park, near to the permission for dwellings and residential moorings. To the north of Gapton Hall Retail Park is some more urban uses, more industrial. Close/adjoining the main settlement. Seems all of the Broads part is at risk of flooding.
Beccles	Waveney	Market Town	To the east of the River Waveney are some dwellings, hotel and the Lido. There is also Hipperson's Boatyard. And Morrison's and fuel station. Close/adjoining the main settlement. Nearer to the road, no risk of flooding, but nearer to the water, flood risk. The incremental impacts of even small-scale developments or activities can ultimately have cumulative adverse effects on the local landscape character
Thorpe St Andrew	Broadland	Fringe Parish	There are areas of housing and pubs. There are development boundaries in place already. Close/adjoining the main settlement. Some of the area at risk of flooding. No obvious changes to the existing development boundary.
Loddon	South Norfolk	Key Service Centre	There are some dwellings along Mill Road and Pyes Mill Road, but these are some distance from the main area of Loddon. There is also the Loddon Boatyard. Other than the boatyard, Mill Road and Pyes Mill Road tends not to be at risk of flooding.

Settlement	District/Borough	Place in District's Settlement Hierarchy.	Commentary of built up area in the Broads
Oulton Broad	Waveney	Main Town	There are areas of housing and pubs and shops. There are development boundaries in place already. The scheme at the former Pegasus boatyard site has permission. Close/adjoining the main settlement. Some of the area at risk of flooding. No obvious changes to the existing development boundary.
Hoveton	North Norfolk	Small Growth Town	There are areas of housing, shops, boatyards and pubs. There are development boundaries in place already. There is also an allocation on Station Road in the current Local Plan. Close/adjoining the main settlement. Some of the area at risk of flooding. No obvious changes to the existing development boundary.
Brundall	Broadland	Key Service Centre	Boatyards and residential to the south of the railway. Entire areas subject to policies in the Local Plan already. Over the railway from the main settlement. Most of the riverside area is at risk of flooding.
Bungay	Waveney	Service Centre	Built up areas to the south of the River Waveney, especially along Bridge Street. Close/adjoining the main settlement. Development likely to have adverse effects on landscape character.
Wroxham	Broadland	Key Service Centre	There are areas of housing, shops, boatyards and pubs. There are development boundaries in place already. Close/adjoining the main settlement. Some of the area at risk of flooding. No obvious changes to the existing development boundary.
Trowse with Newton	South Norfolk	Fringe Parish	Ski centre, campsite and a few dwellings along Whitlingham Lane somewhat separated from the main settlement. Flood risk to the west of the Lane. No obvious extensions to the neighbouring LPA's settlement boundary.
Coltishall	Broadland	Village cluster	Dwellings and pubs along Anchor Street and Wroxham Road somewhat separated from the main settlement. Tends to be limited

Settlement	District/Borough	Place in District's Settlement Hierarchy.	Commentary of built up area in the Broads
			flood risk away from the river. Quite sensitive having a conservation area etc.
Reedham	Broadland	Village cluster	Dwellings, pubs and retail along the Riverside. Close/adjoining the main settlement. Some flood risk mainly up to the road itself. Visual impacts of built development could detract from the perceived naturalness and tranquillity of the area
Ditchingham Dam	Waveney	Open Countryside	North of the River Waveney, with some dwellings and business park. Over the river from the main settlement of Bungay. Most the area at risk of flood zone 2.
Ditchingham	South Norfolk	Village cluster	Ditchingham Maltings development, with some other dwellings near the Yarmouth Road/Ditchingham Dam roundabout. Also, sports facilities. Over the A143 from the main settlement. Limited flood risk issue – flood zone 2 if there is a risk.
Chedgrave	South Norfolk	Key Service Centre	Dwellings and boatyards to the north of the River Chet, and off Wherry Close. Close/adjoining the main settlement. Flood risk an issue for most of the built-up area.
Horning	North Norfolk	Small growth village	There are areas of housing, shops, boatyards and pubs. There are development boundaries in place already close/adjoining the main settlement. Some of the area at risk of flooding. No obvious changes to the existing development boundary. Capacity issues at Horning Water Recycling Centre a constraint.
Stalham Staithe	North Norfolk	Small Growth Town	There are areas of housing, shops, boatyards and pubs. Over the A149 from the main settlement. Some flood risk nearer the boatyard/river. Proximity of A149, settlement and large boatyards make this area less sensitive. Policy STA1 includes some landscape requirements which would help safeguard landscape character.

Settlement	District/Borough	Place in District's Settlement Hierarchy.	Commentary of built up area in the Broads
Ludham	North Norfolk	Large Growth Villages	Some boatyards and dwellings around Womack Water. Away from the main settlement. Most of the built-up areas are at risk of flooding. Womack water has special qualities which would be vulnerable to further development
Cantley	Broadland	Village cluster	Some dwellings along Station Road which are close/adjoining the main settlement as well as the Sugar Beat Factory. Parts of Station Road and parts of the Factory not at risk of flooding.
Filby	Great Yarmouth	Secondary Village	Dwellings and pubs to the west of Thrigby Road. Generally, the settlement is linear in nature. Generally, nearer the road, no flood risk, but nearer the Broad, tends to be at risk of flooding.

4. Comments received as part of Issues and Options consultation

During the Issues and Options consultation², we asked the following questions:

- Question 37: Do you have any comments on the development boundaries as they are currently drawn?
- Question 38: Do you have any comments on the Settlement Study?
- Question 39: Do you have any comments on the Development Boundary Topic Paper?
- Question 40: Do you have any suggestions for other development boundaries in the Broads? Please explain your suggestion.

The responses are included at Appendix 3.

There was also another question which is discussed in the next section: Question 41: What are your thoughts about not having development boundaries?

² [Section 29 of the Local Plan for the Broads: Review - Issues and Options Consultation \(broads-authority.gov.uk\)](#).

5. The option of not having development boundaries.

As part of the Issues and Options consultation, we asked for opinions on not having development boundaries and instead, relying on criteria-based policy approach. The responses are as follows:

<u>Question</u>	<u>Respondent</u>	<u>Comment</u>	<u>BA response</u>	<u>Action for Local Plan</u>
<u>Question 41</u>	<u>Bradwell Parish Council</u>	<u>There absolutely needs to be development boundaries.</u>	<u>Support for development boundaries noted.</u>	<u>Consider this advice as the approach to development boundaries is worked up.</u>
<u>Question 41</u>	<u>Broads Society</u>	<u>The Society feels that, given that there are currently only four areas deemed to require a formal development boundary, the removal of those boundaries and a criteria-based approach may be possible. However, this would depend on what the criteria were and whether or not this could realistically be applied across the whole of the Broads area.</u>	<u>Support to investigate criteria-based approach noted.</u>	<u>Consider this advice as the approach to development boundaries is worked up.</u>
<u>Question 41</u>	<u>Brooms Boats</u>	<u>This would depend on the criteria were and if it were possible to realistically apply across the whole of the Broads area using an economic viability, environmental impact and economic growth assessment model.</u>	<u>Noted.</u>	<u>Consider this advice as the approach to development boundaries is worked up.</u>
<u>Question 41</u>	<u>East Suffolk Council</u>	<u>Removing development boundaries in the Broads Authority area will have the effect of treating the whole area of The Broads as being in the open countryside. This will make it easier to resist development and protect the rural character of The Broads area. However, it also means that it will no longer be possible to focus the development that does come forward within existing centres. This could mean the development of</u>	<u>Thoughts on this matter welcomed and will be considered as we produce the housing section of the Local Plan.</u>	<u>Consider this comment as produce Preferred Options version of the Local Plan.</u>

<u>Question</u>	<u>Respondent</u>	<u>Comment</u>	<u>BA response</u>	<u>Action for Local Plan</u>
		<u>isolated dwellings. While there could potentially be fewer developments in the Broad Authority area, those that did come forwards could be more likely to take place in isolated locations, creating a dispersed settlement pattern, which would undermine the delivery of sustainable development.</u>		
<u>Question 41</u>	<u>Sequence UK LTD/Brundall Riverside Estate Association</u>	<u>2.99 Sequence acknowledge that there are other Local Plans that do not have specific development boundaries drawn on proposals maps and more generally look to guide development to certain locations (for example a consideration of a built-up area or cluster of properties). These can work well as an alternative to development boundaries and the Riverside Estate Brundall should be recognised as a built-up location for the reasons set out in the response to question 40 in particular above. We would, however, reserve the right to comment further on the specific wording of such a policy.</u>	<u>Support to investigate criteria-based approach noted.</u>	<u>Consider this advice as the approach to development boundaries is worked up.</u>
<u>Question 41</u>	<u>South Norfolk Council</u>	<u>As previously stated elsewhere in the plan, the definition of development boundaries, supported by appropriate exception policies, is a tried and tested approach and acts as a useful policy tool to help direct development/growth into sustainable locations. However, in most cases, the development boundary will only be the starting point with regard needing to be had to the development plan taken as a whole and to specific exception policies.</u>	<u>Noted. We do currently have exceptions policies that are likely to be checked, updated and rolled forward.</u>	<u>No further action other than checking the exceptions policies and updating them for the Preferred Options consultation.</u>
<u>Question 41</u>	<u>South Norfolk Council</u>	<u>If the authority were to pursue a criteria-based approach careful consideration would need to be given to ensuring that the policy is clearly written and unambiguous, so it is evident how a decision maker should react to development proposals. This will ensure that the plans overall outcomes are still</u>	<u>Agreed and advice noted.</u>	<u>Consider this advice as the approach to development boundaries is worked up.</u>

<u>Question</u>	<u>Respondent</u>	<u>Comment</u>	<u>BA response</u>	<u>Action for Local Plan</u>
		<u>achieved, that there are predictable outcomes for applicants and that the authority can efficiently process applications.</u>		
<u>Question 41</u>	<u>Broadland Council</u>	<u>As previously stated elsewhere in the plan, the definition of development boundaries, supported by appropriate exception policies, is a tried and tested approach and acts as a useful policy tool to help direct development/growth into sustainable locations. However, in most cases, the development boundary will only be the starting point with regard needing to be had to the development plan taken as a whole and to specific exception policies.</u>	<u>Noted. We do currently have exceptions policies that are likely to be checked, updated and rolled forward.</u>	<u>No further action other than checking the exceptions policies and updating them for the Preferred Options consultation.</u>
<u>Question 41</u>	<u>Broadland Council</u>	<u>If the authority were to pursue a criteria-based approach careful consideration would need to be given to ensuring that the policy is clearly written and unambiguous, so it is evident how a decision maker should react to development proposals. This will ensure that the plans overall outcomes are still achieved, that there are predictable outcomes for applicants and that the authority can efficiently process applications.</u>	<u>Agreed and advice noted.</u>	<u>Consider this advice as the approach to development boundaries is worked up.</u>

Taking all the responses into account, there seems to be two reasonable options to consider when producing the development boundary policy:

- a) Criteria based development boundary policy – would not use a spatial approach but use a criteria-based approach.
- b) Spatial approach – using boundaries on a map.

These have been assessed through the Sustainability Appraisal. The full assessment is set out in [Appendix 4](#), but a summary is included below.

A: Criteria-based development boundary policy: 0 positives. 0 negatives. 8 ?

B: Plan based development boundary policy 7 positives. 0 negatives. 1 ?

On one hand, removing development boundaries in the Broads Authority Executive Area could be treating the whole area of The Broads as being in the open countryside which could help protect the character of The Broads area. On the other hand, it will not be possible to influence the location of development to built up/urban areas that have key services which could result in isolated dwellings. Indeed, development boundaries is a tried and tested policy approach. The Local Plan will also enable any development that is needed to come forward in more remote areas to do so, for example through rural enterprise dwellings and replacement dwellings. Development boundaries will also provide certainty to all involved as to where development is suitable in theory.

The New Local Plan will therefore include development boundaries.

6. Next Steps

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

7. Horning Water Recycling Centre – capacity issues

The capacity issues at Horning Water Recycling Centre have been known for some time now. More detail can be found in the [Joint Position Statement \(August 2023\)](#), but to summarise the issue:

- 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.
- Water ingress is from surface water, river over topping and the resultant groundwater infiltration which is compounded through defects in the public and private network.
- Development that would add foul water flows or increase surface water run off are not permitted in the Horning area.

Anglian Water Services have undertaken studies, assessments and some work in the area over recent years to try to address the issue of water ingress into the system, but issues still remain.

It is currently not clear how the situation will ultimately be resolved to enable the WRC to accommodate more foul water or surface water and therefore enable development in the Horning area.

As a result, the development boundary for Horning will not be included in the emerging Local Plan.

If the situation changes over the rest of the Local Plan production period, this approach could be changed. Indeed, if the situation changes, subsequent Local Plans may reintroduce a development boundary for Horning.

8. Development Boundaries in the new Local Plan

There are currently four areas in the Broads Executive Area that have Development Boundaries and these are:

- A. Horning
- B. Wroxham and Hoveton
- C. Oulton Broad

D. Thorpe St Andrew

It has been suggested, through the Issues and Options Consultation responses, that a development boundary be drawn at **Brundall Riverside**. In liaison with Norfolk County Council as the Highways Authority, it is recommended to not have a development boundary here for the following reasons:

- The access to the area is constrained by the level crossing. There is no footway for the entire length from the level crossing north along Station Road and due to land ownership and levels of the land, it seems difficult to provide one.
- There does not seem to be any land that could be used to develop more dwellings in the area. Proposals that affect the boatyards in the area would be judged against economy policies in the Local Plan.
- If property owners wish to replace their dwellings, there are policies in the Local Plan related to this.

The previous section discussed the Water Recycling Centre issues at **Horning**.

Finally, no amendments to the current areas included in the Development Boundaries are proposed.

There will therefore be 3 development boundaries in the Local Plan: **Hoveton and Wroxham, Oulton Broad and Thorpe St Andrew**. They will be drawn the same as the 2019 Local Plan.

The proposed policy is included at [Appendix 5](#).

Appendix 1: Short technical consultation

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

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

Suffolk County Council

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

Landscape Architect

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

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

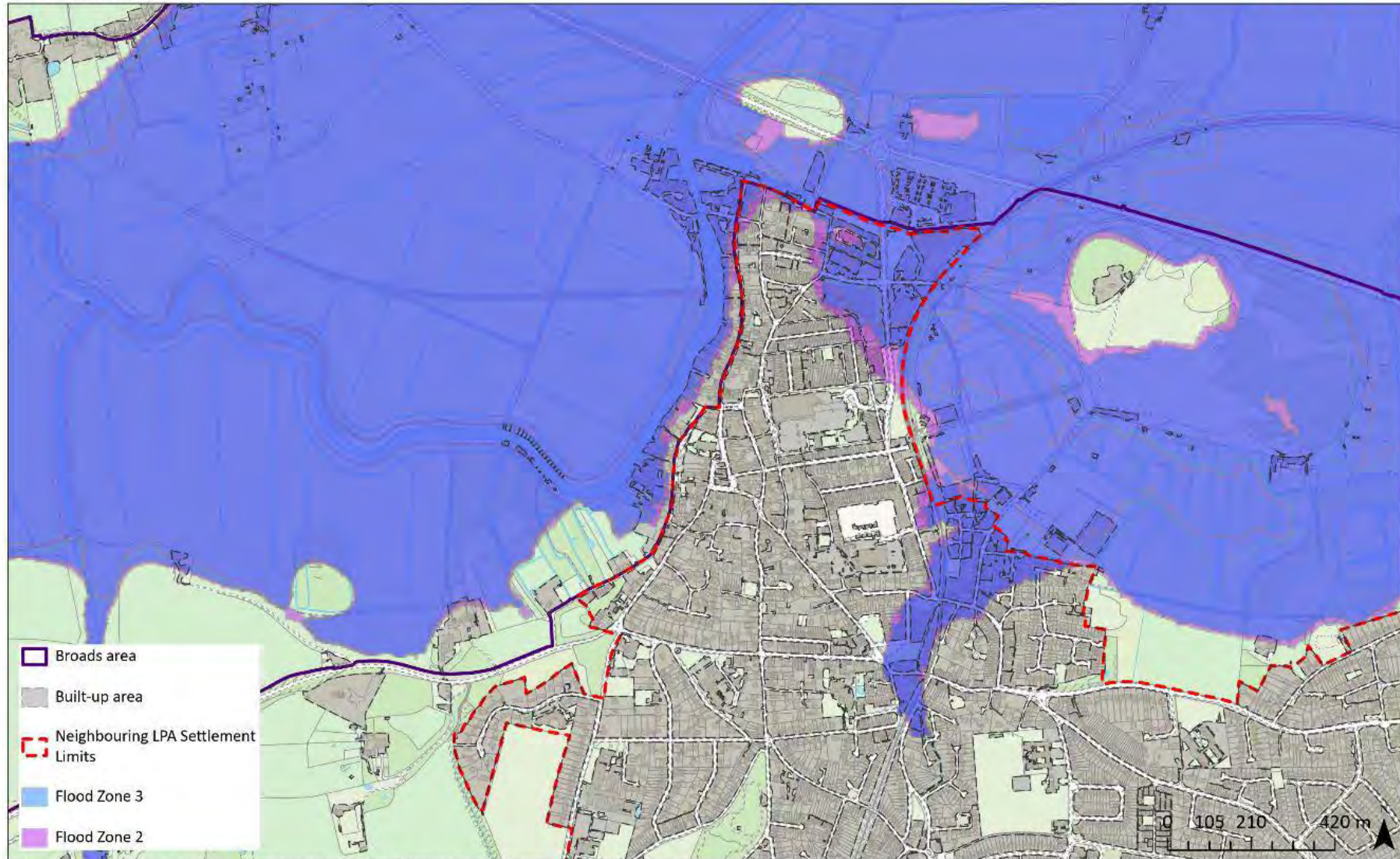
- **Chedgrave and Loddon** – Given the SNDC allocation of 200 dwellings which will cause pressures on the adjacent Broads, there doesn't seem to be justification for introducing a development boundary.
- **Coltishall** - Quite sensitive having a conservation area etc. The settlement is well vegetated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

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

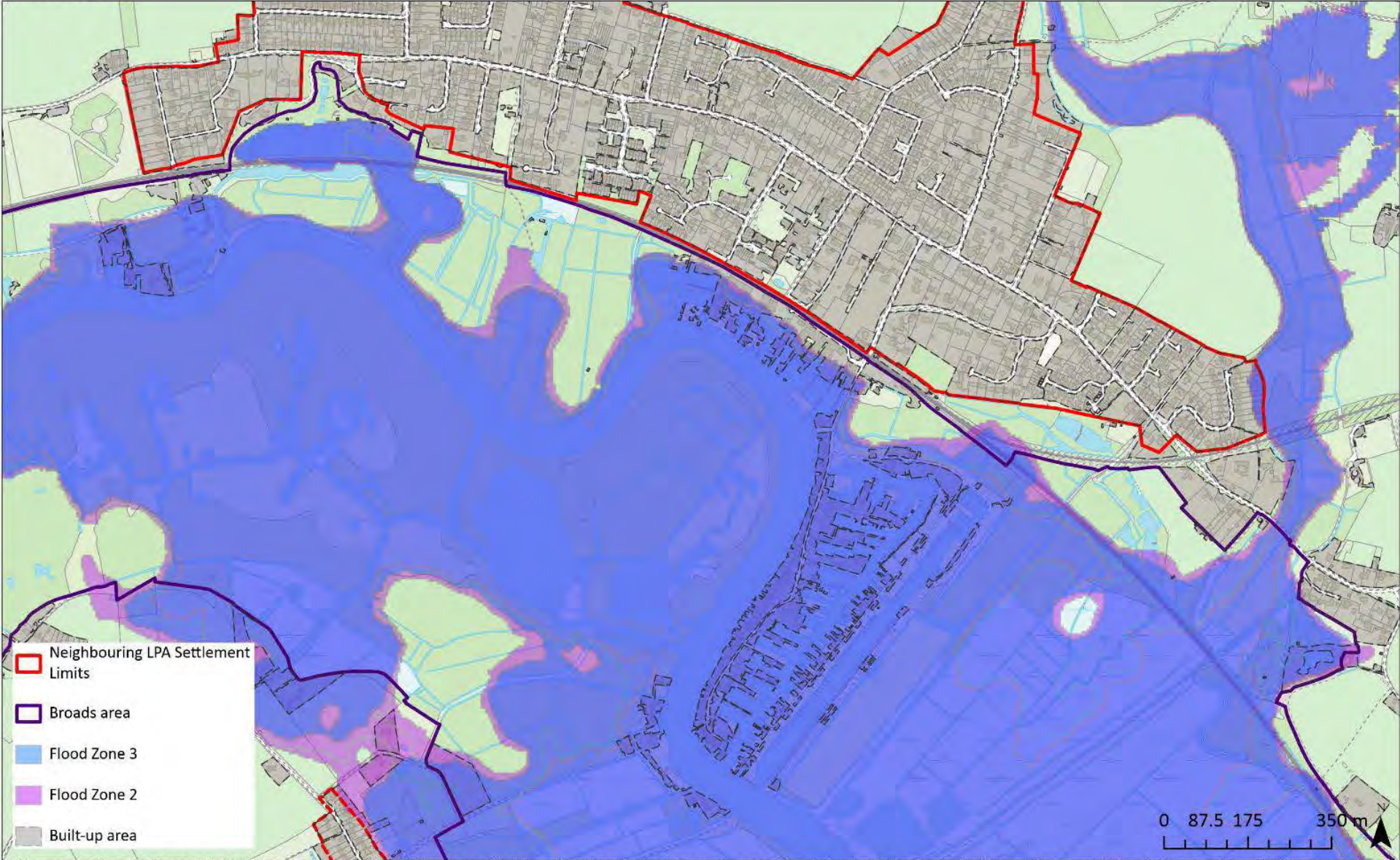
Appendix 2: Maps of settlements in the Broads with good access to services and facilities

Beccles

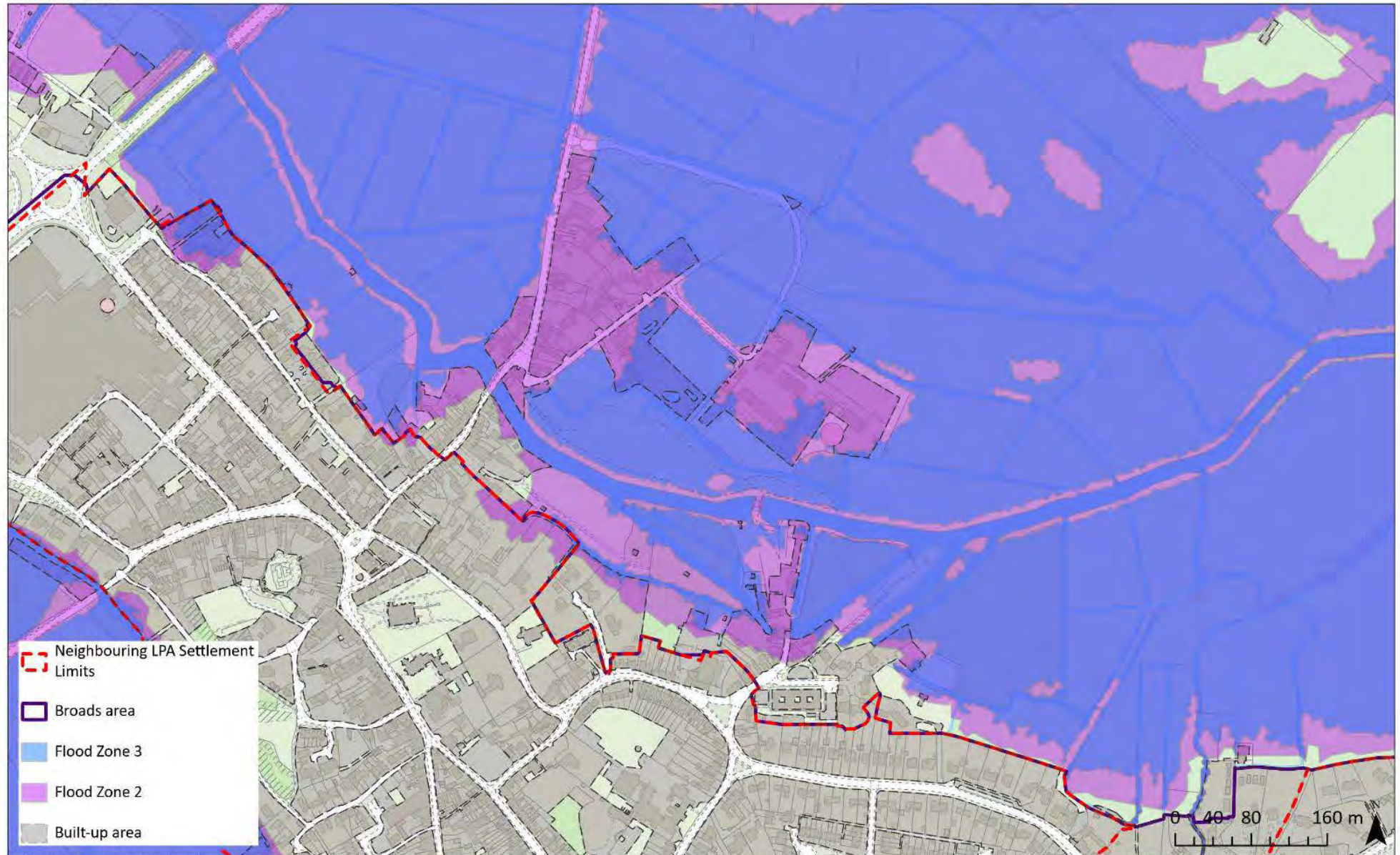
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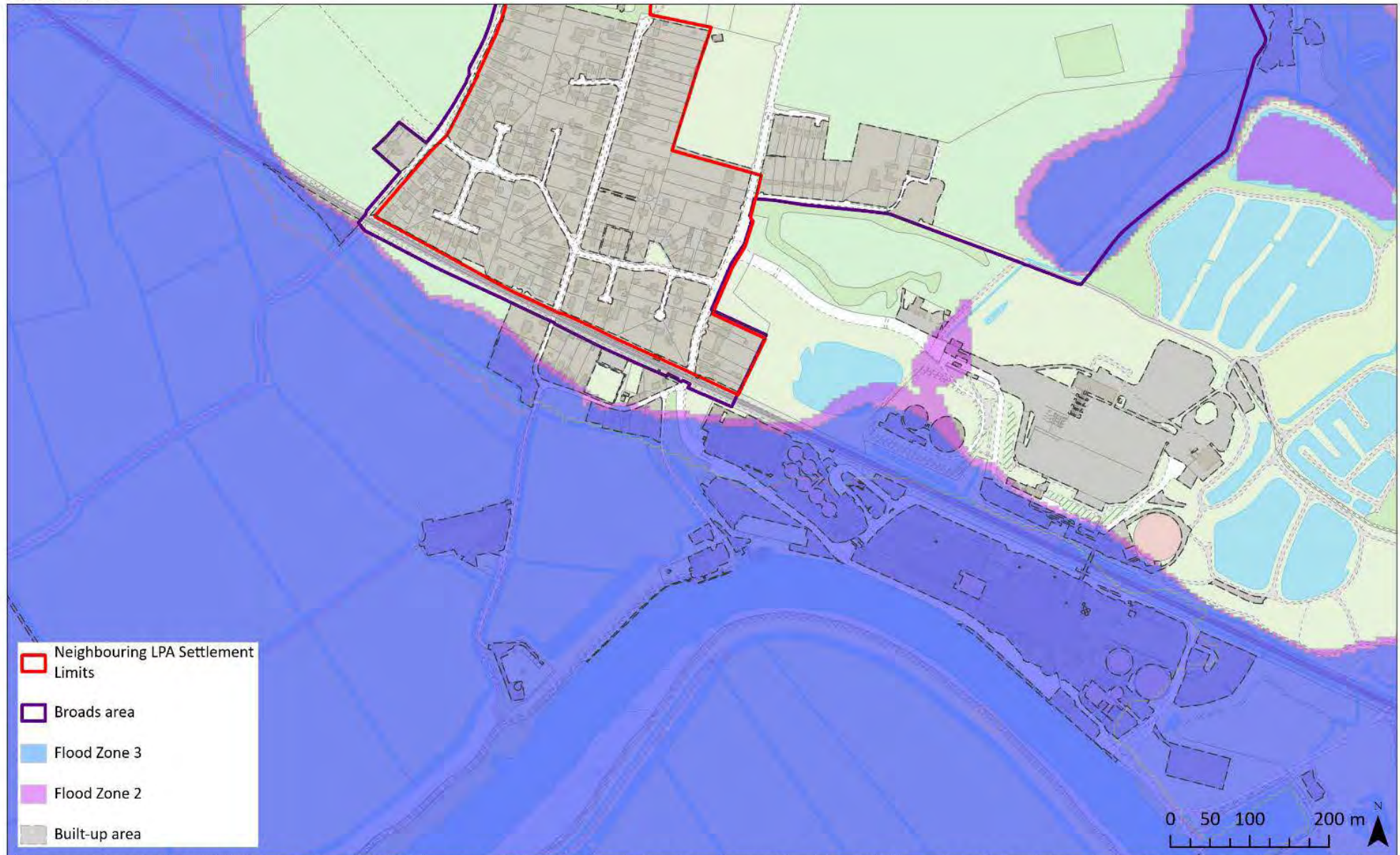
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Cantley

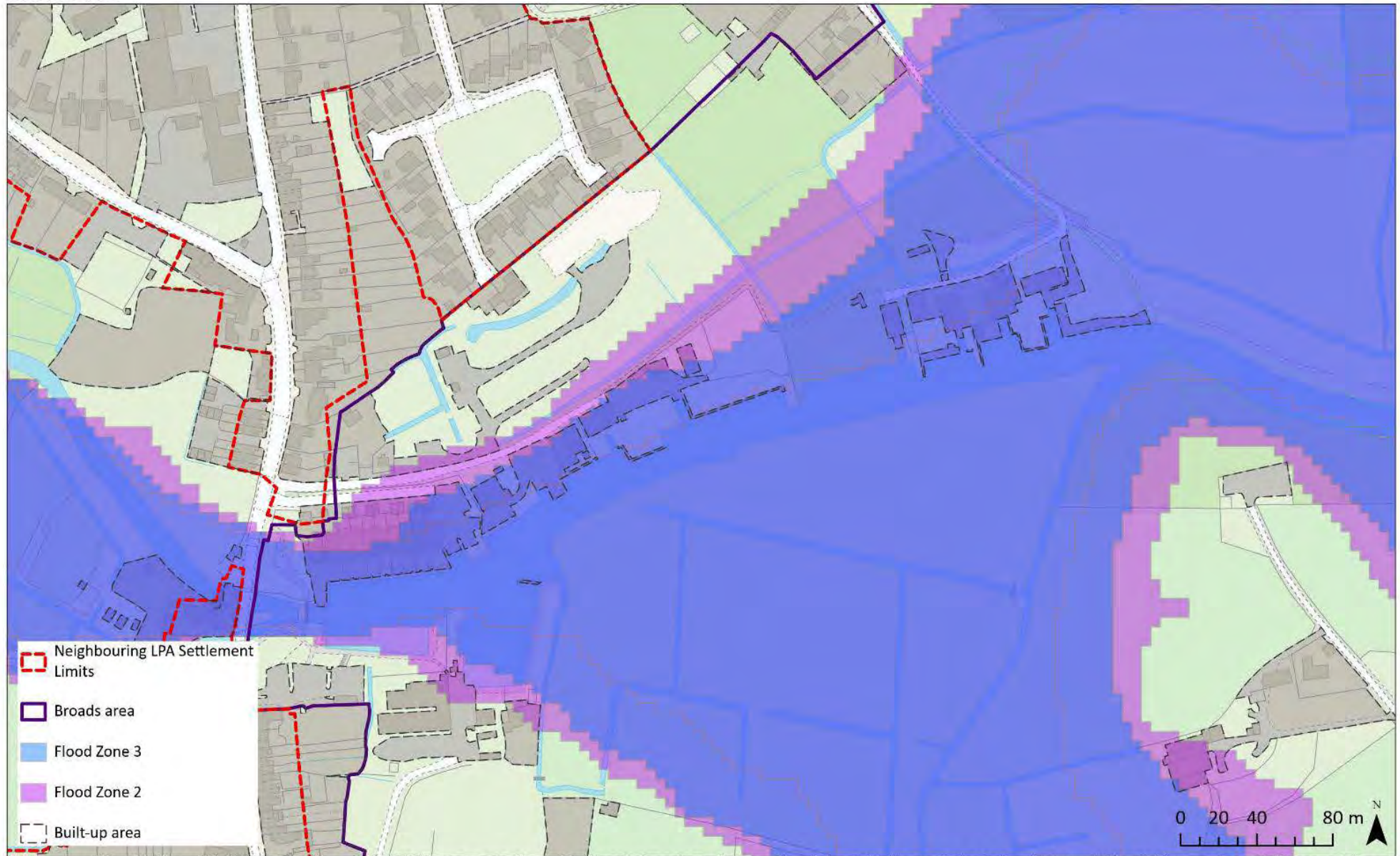
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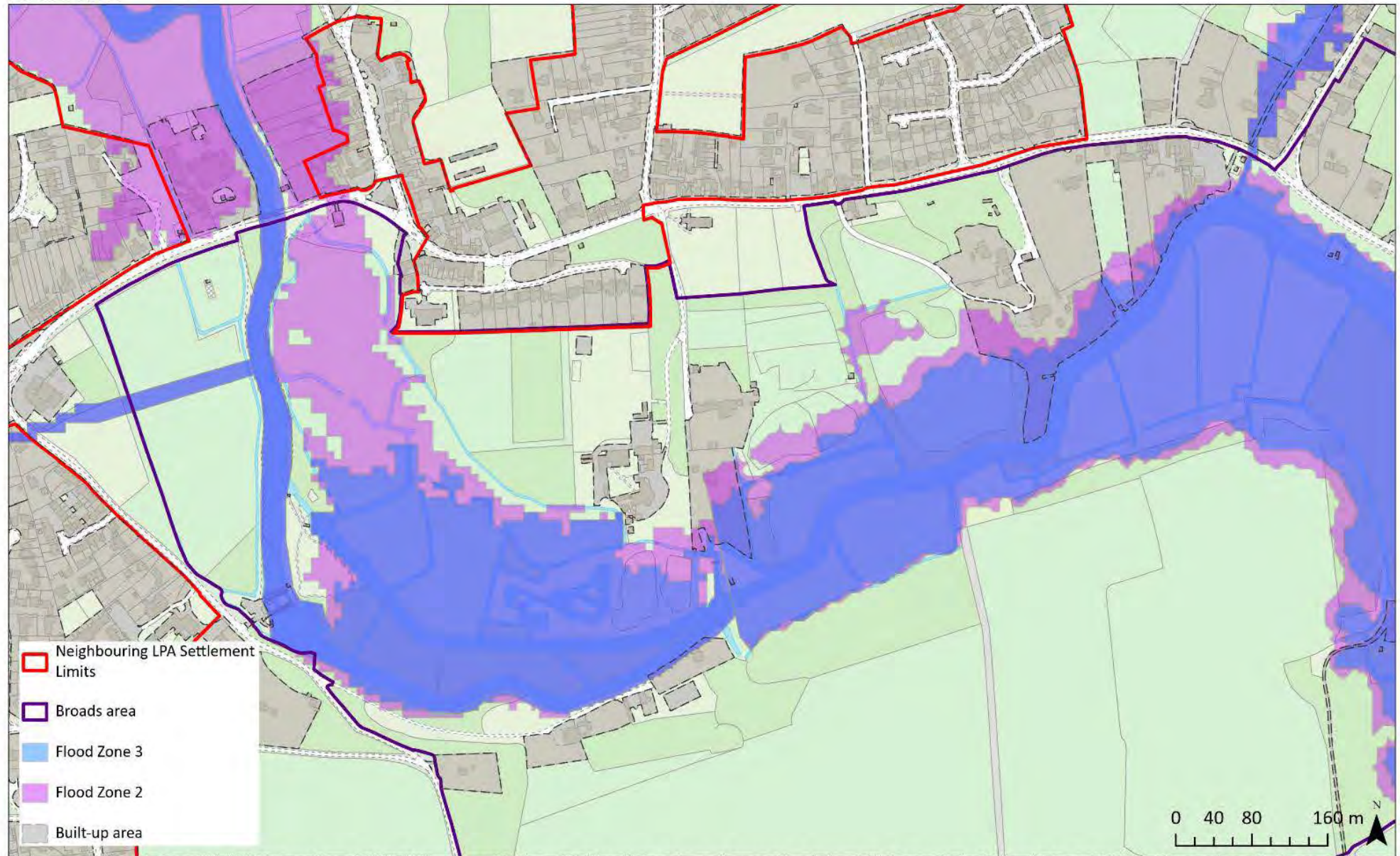
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Chedgrave

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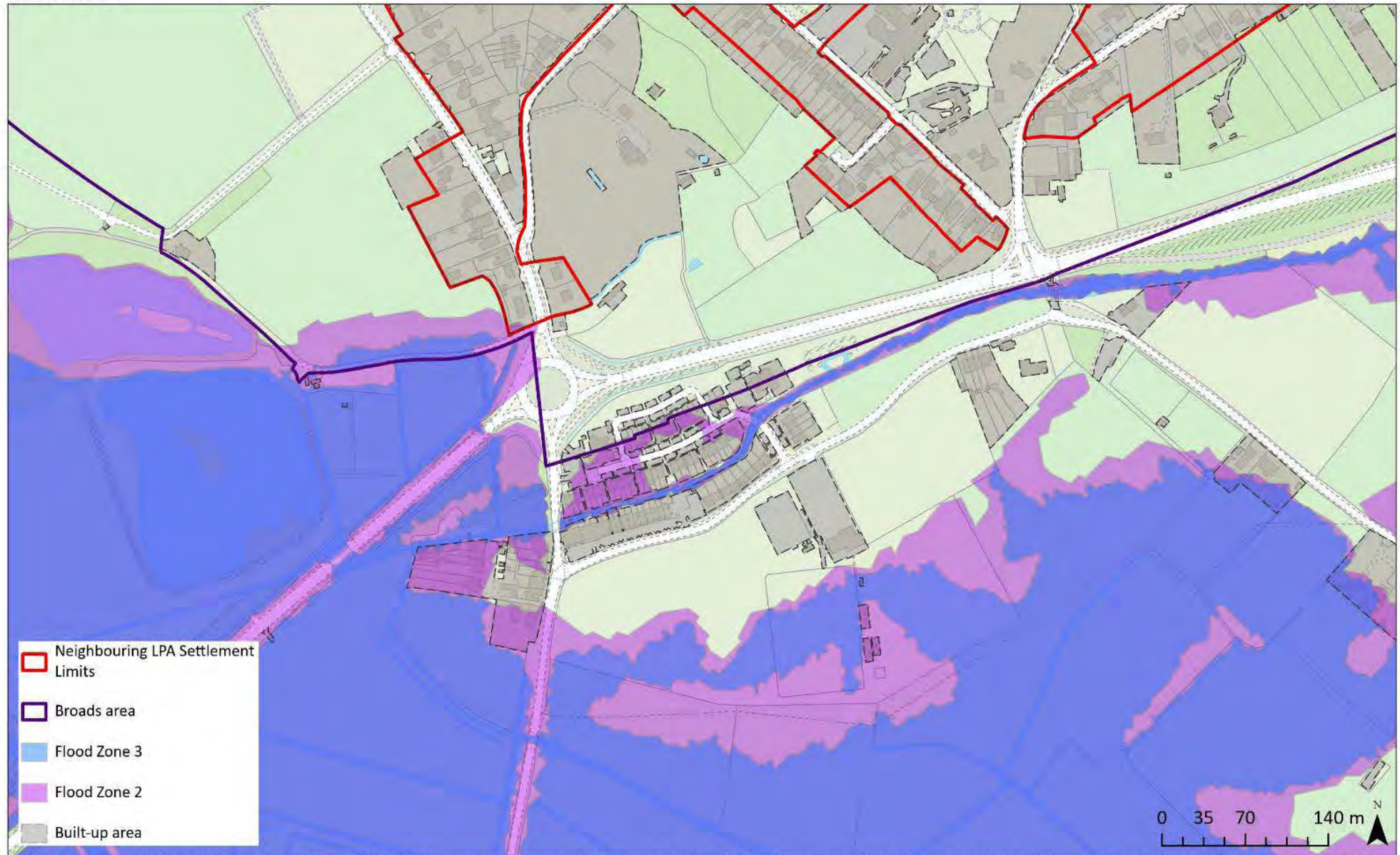
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Ditchingham

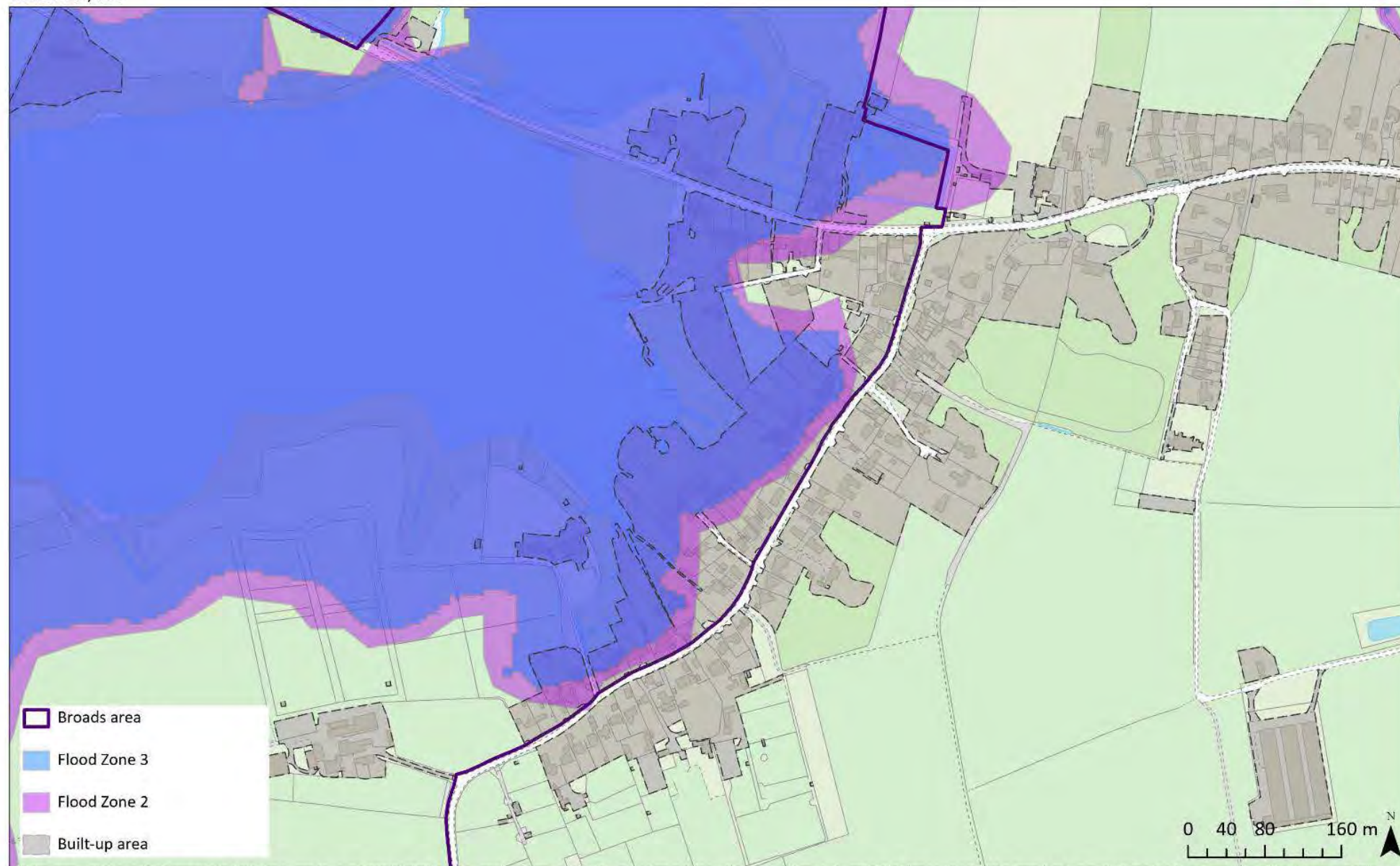
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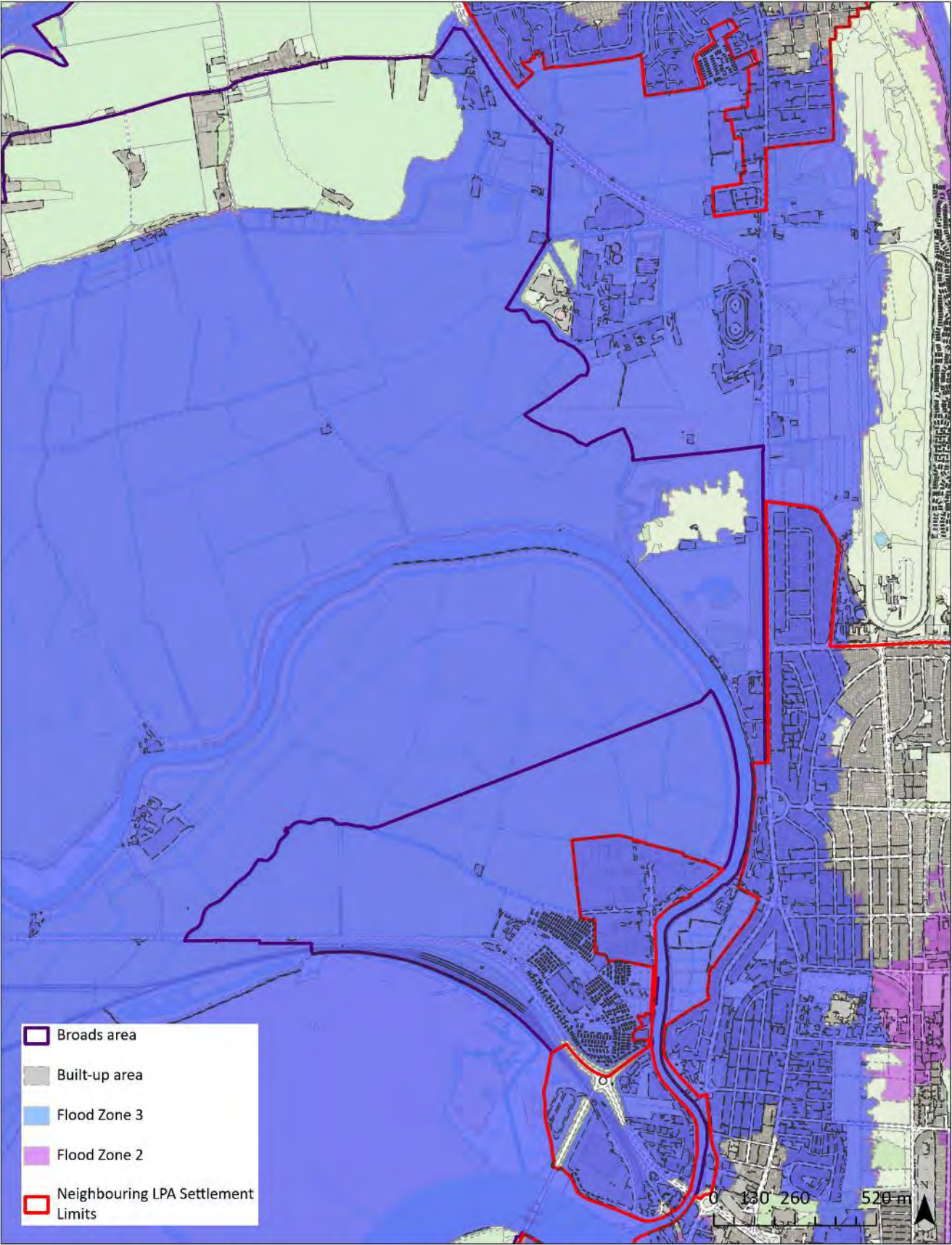
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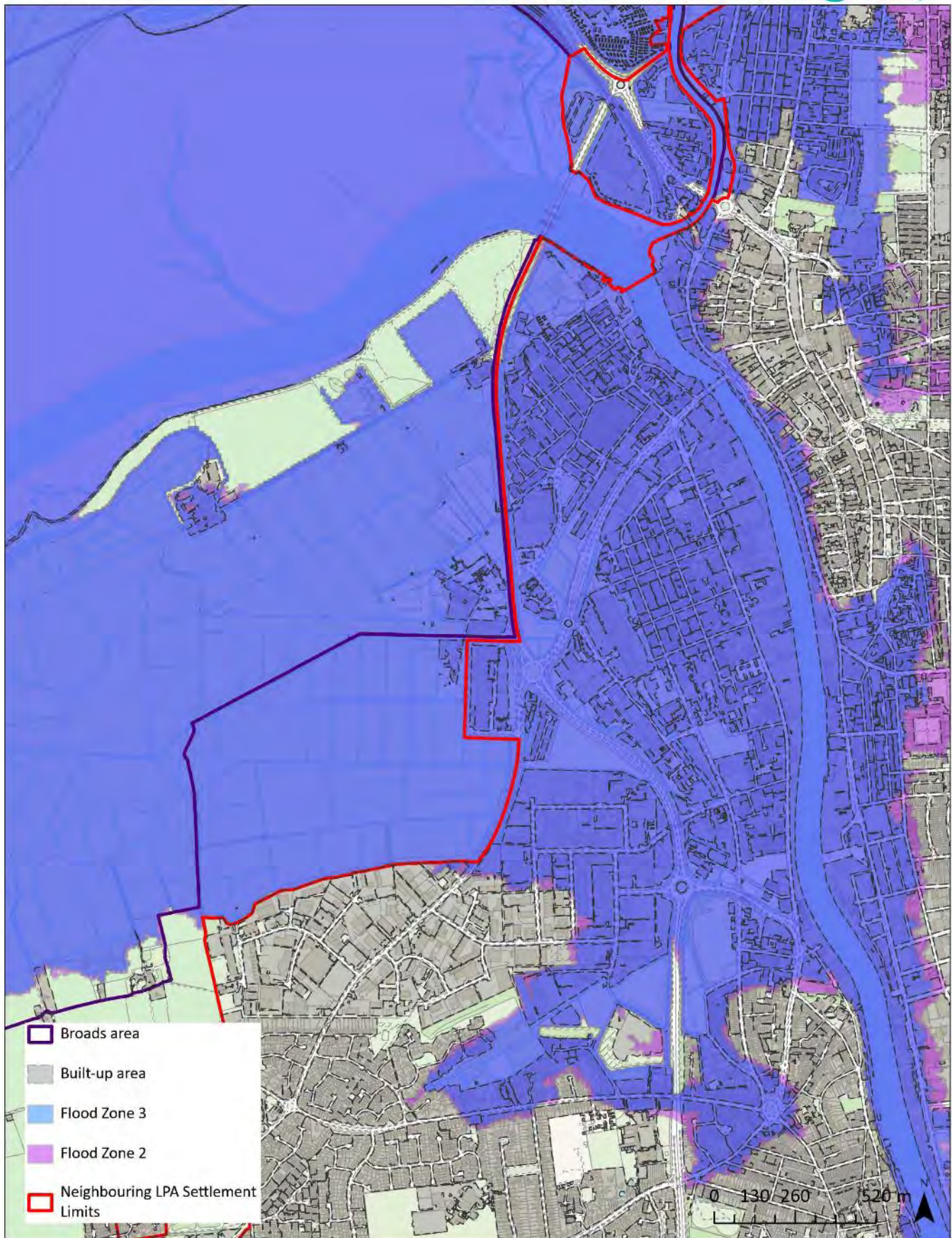
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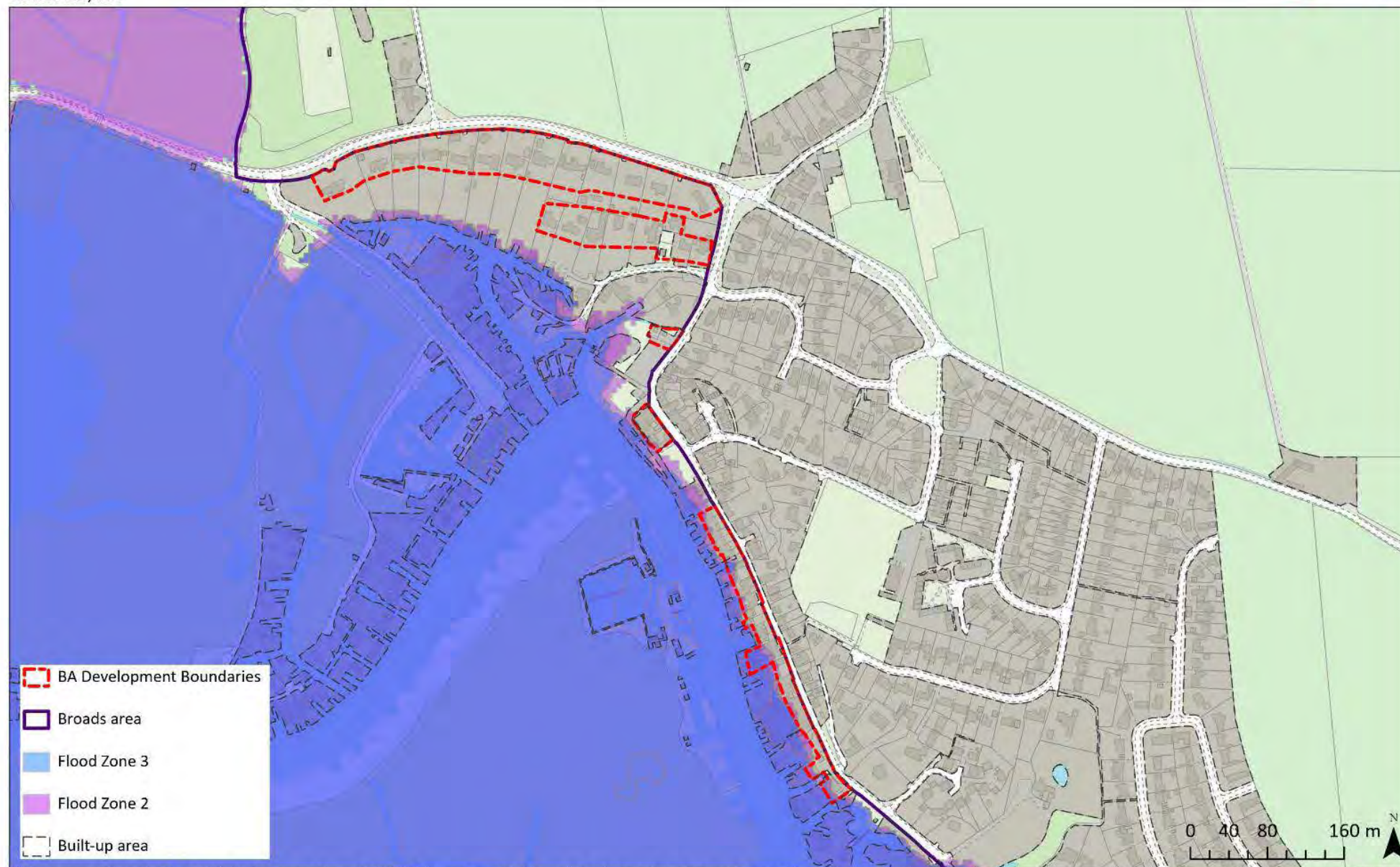
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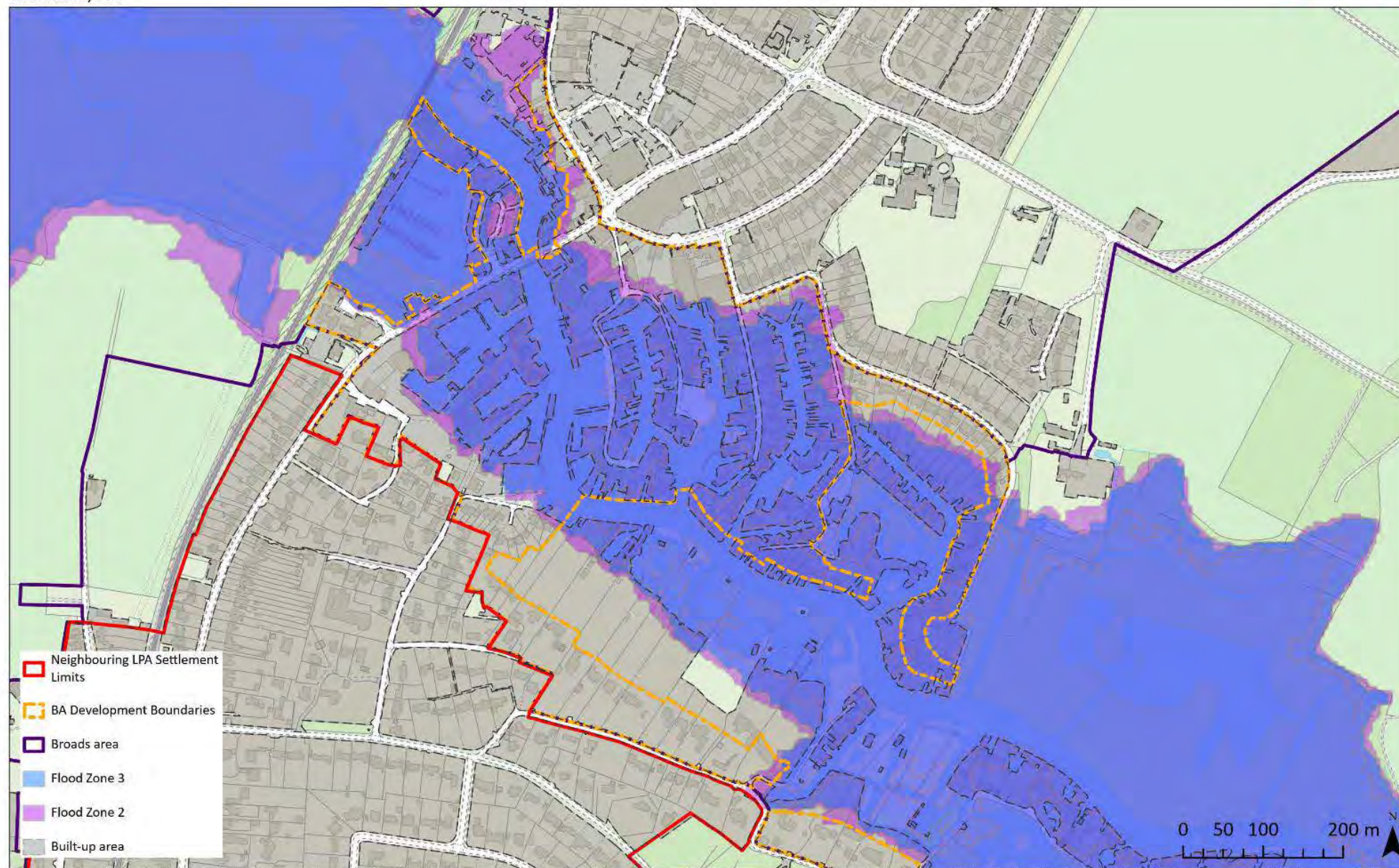
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Horning

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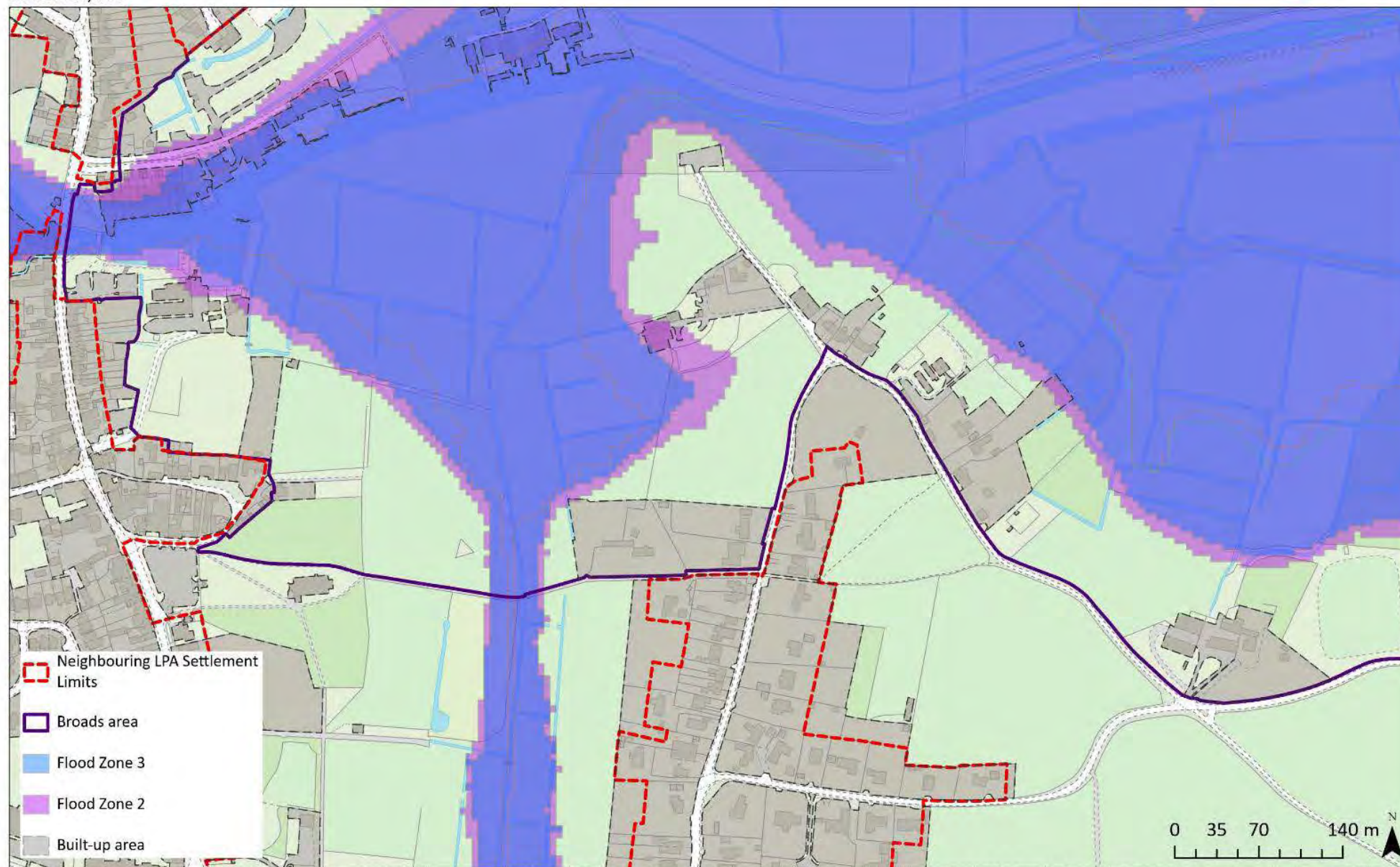
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Loddon

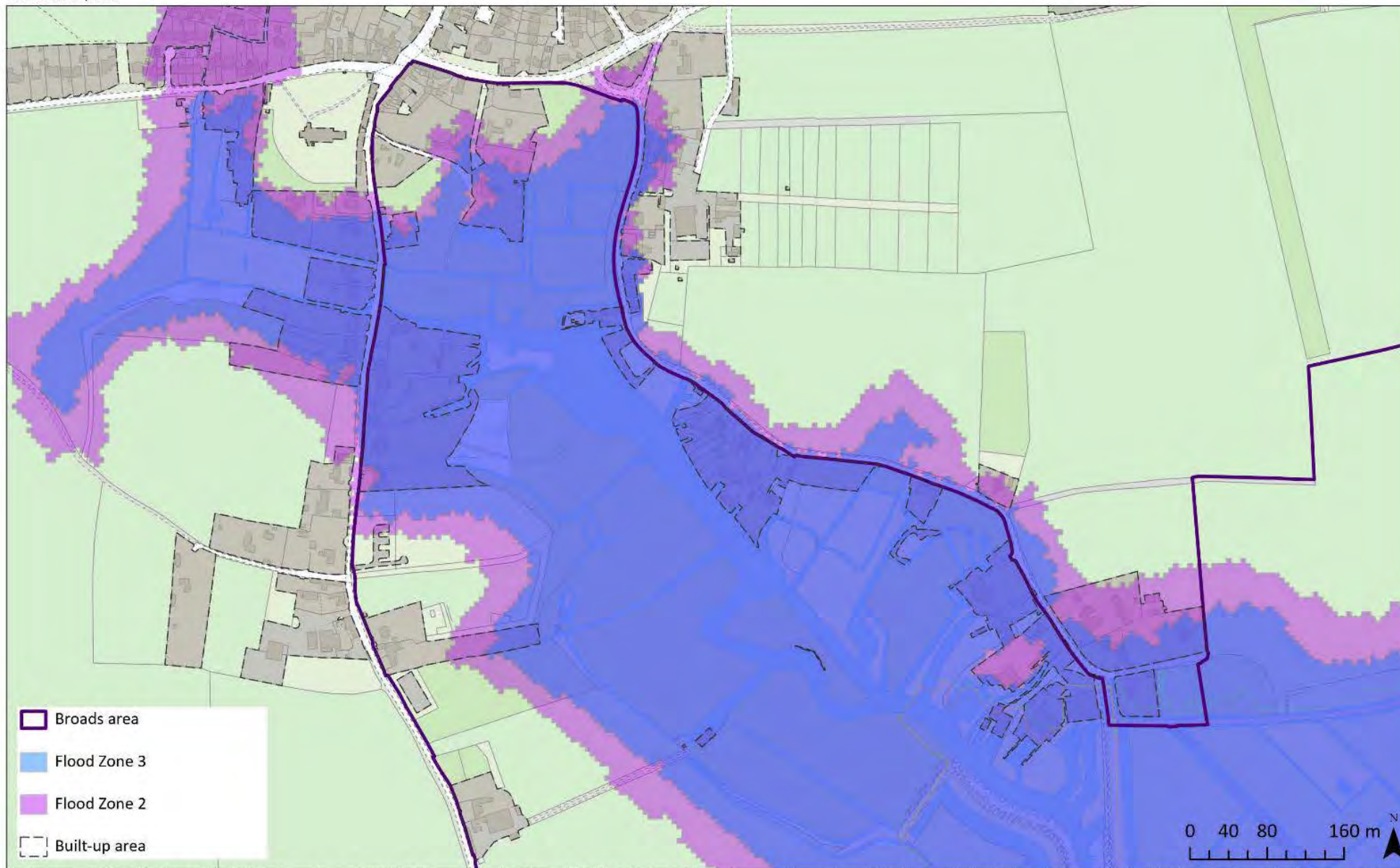
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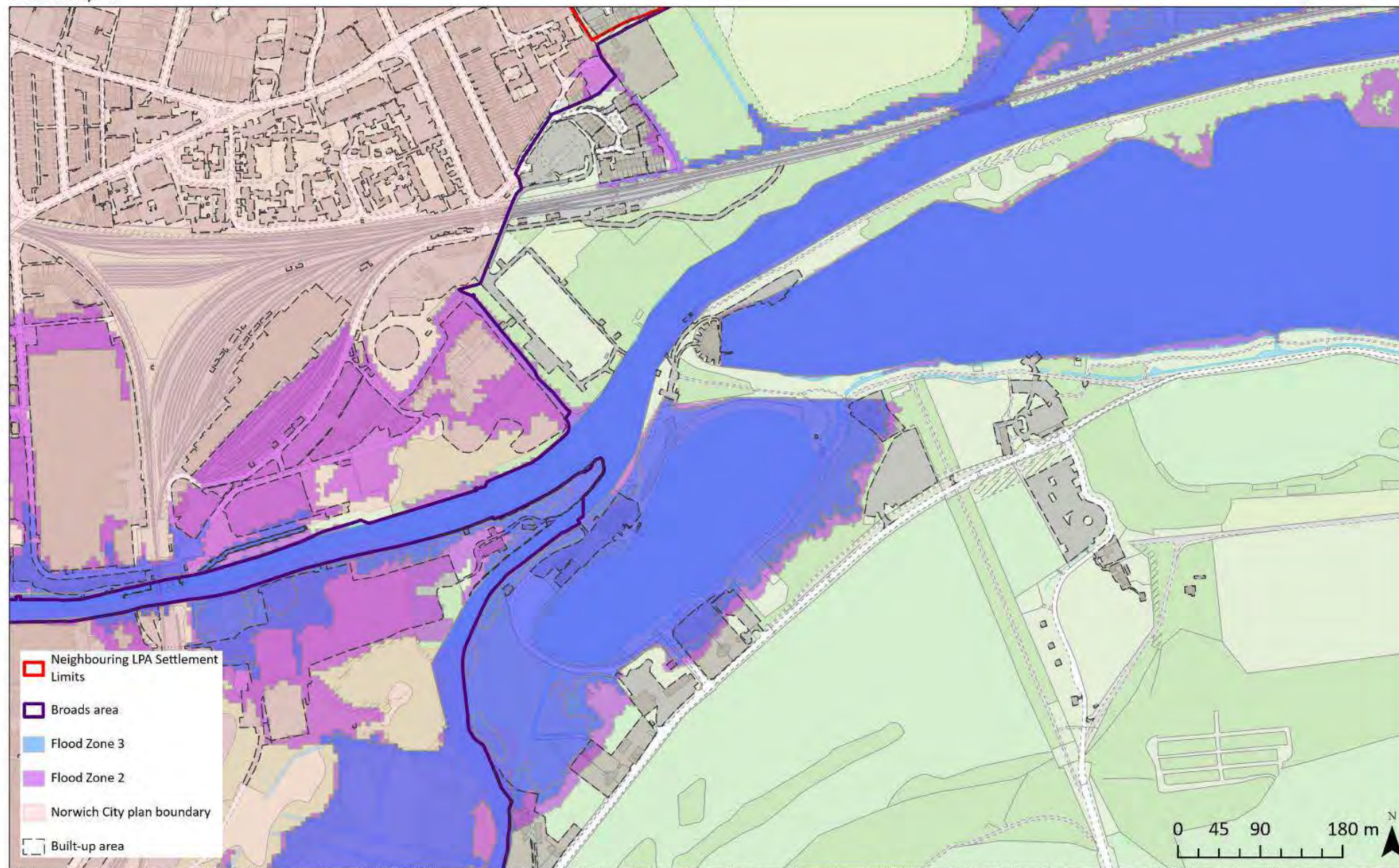
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Ludham

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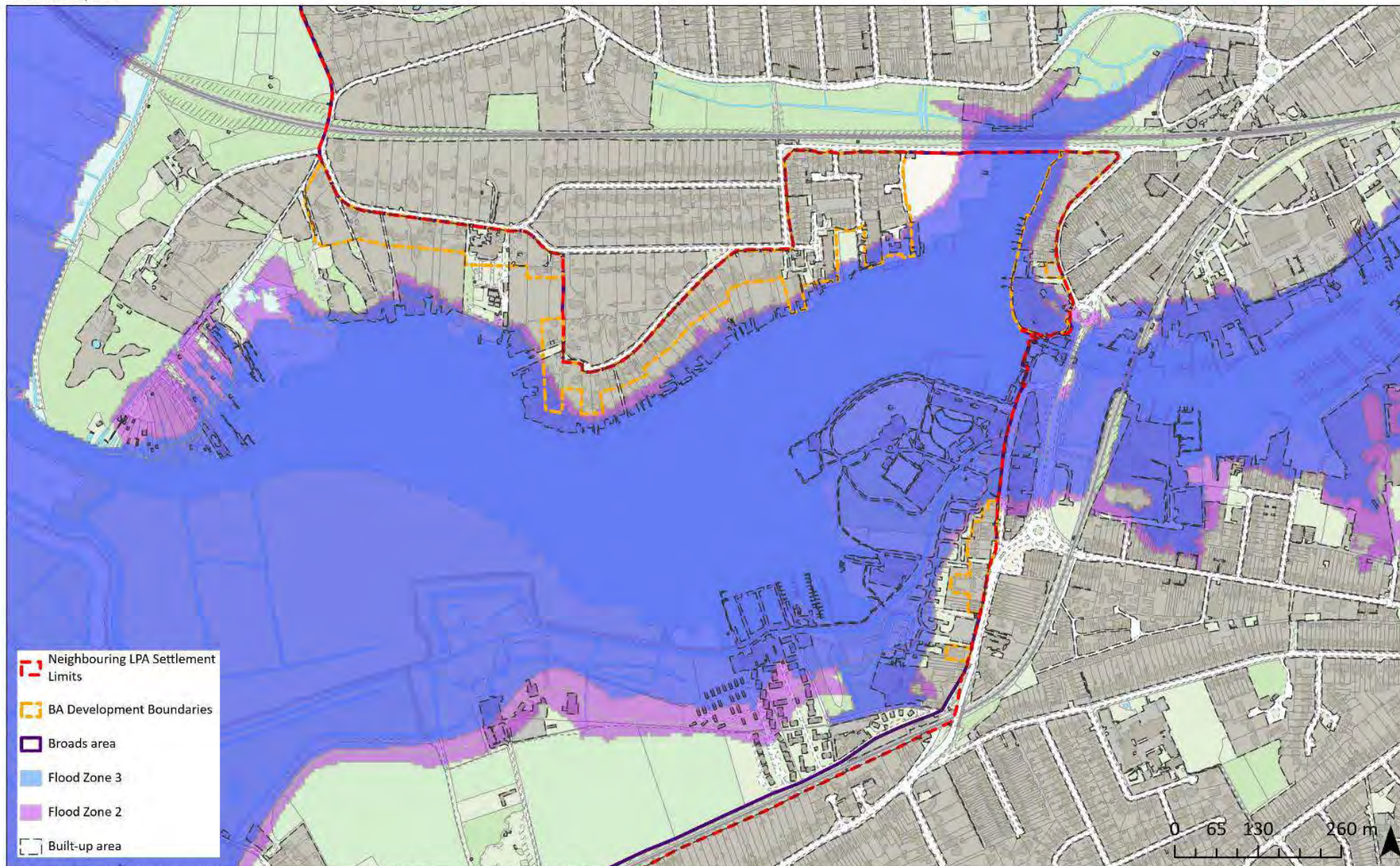
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Oulton Broad

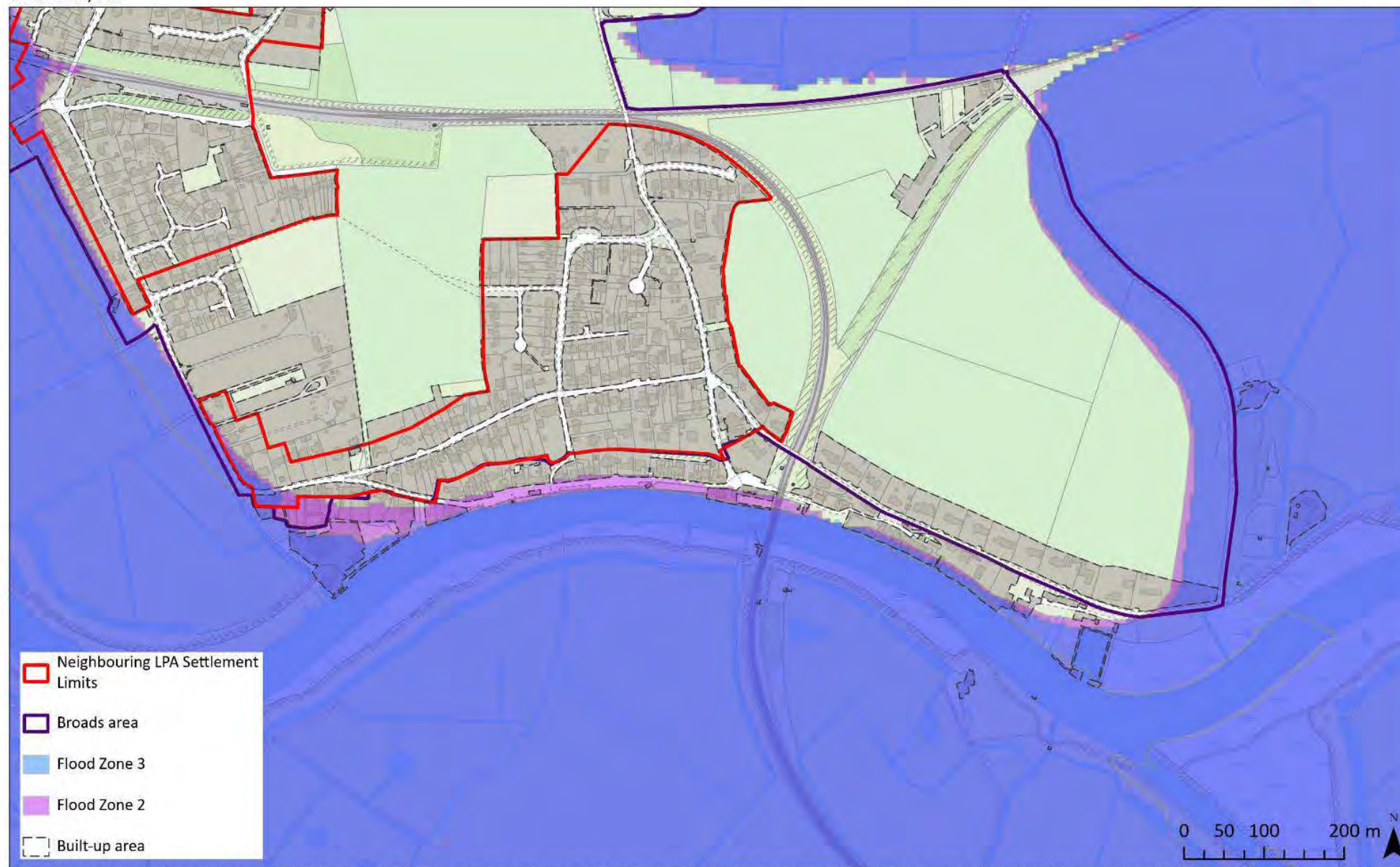
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Reedham

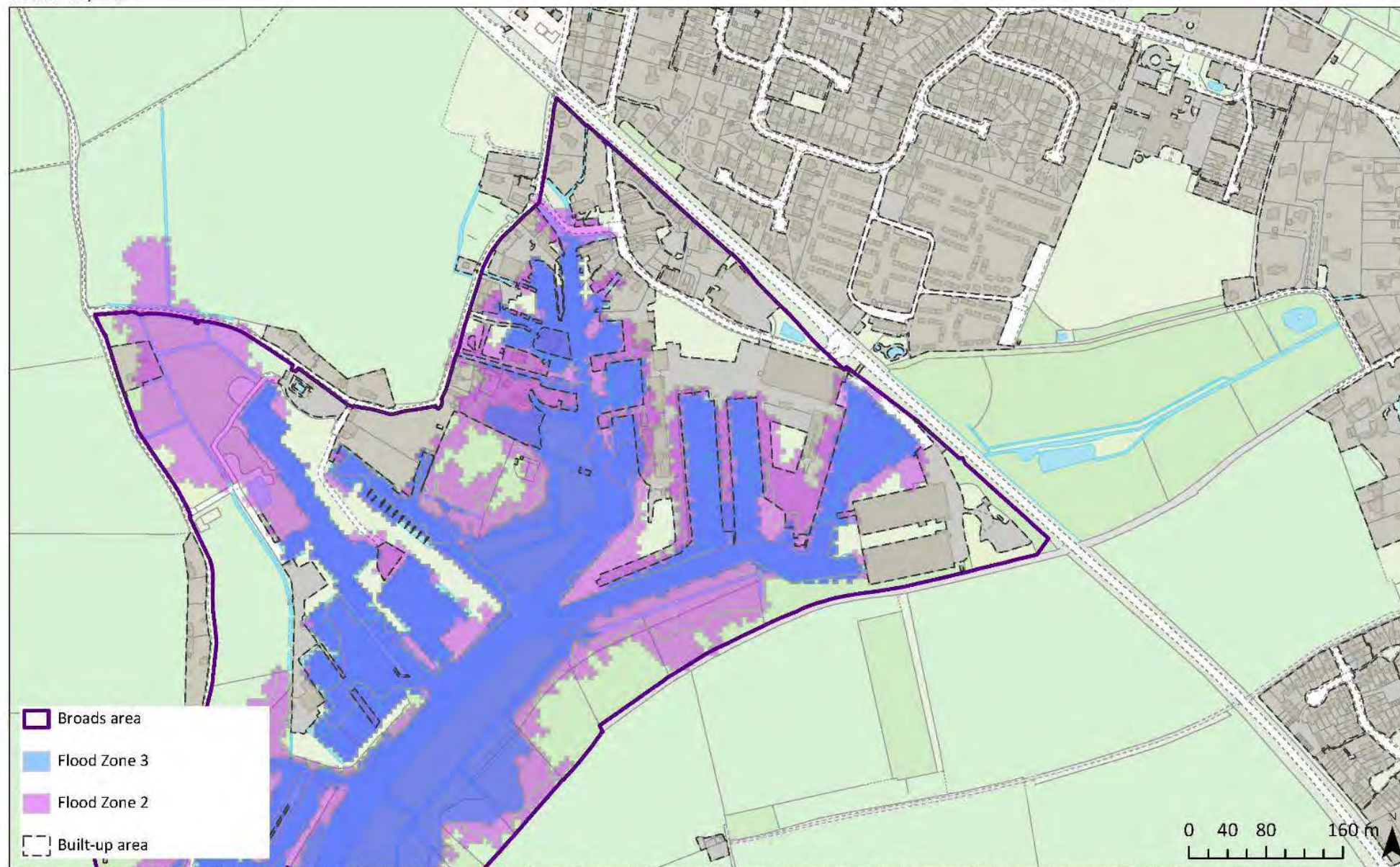
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Stalham

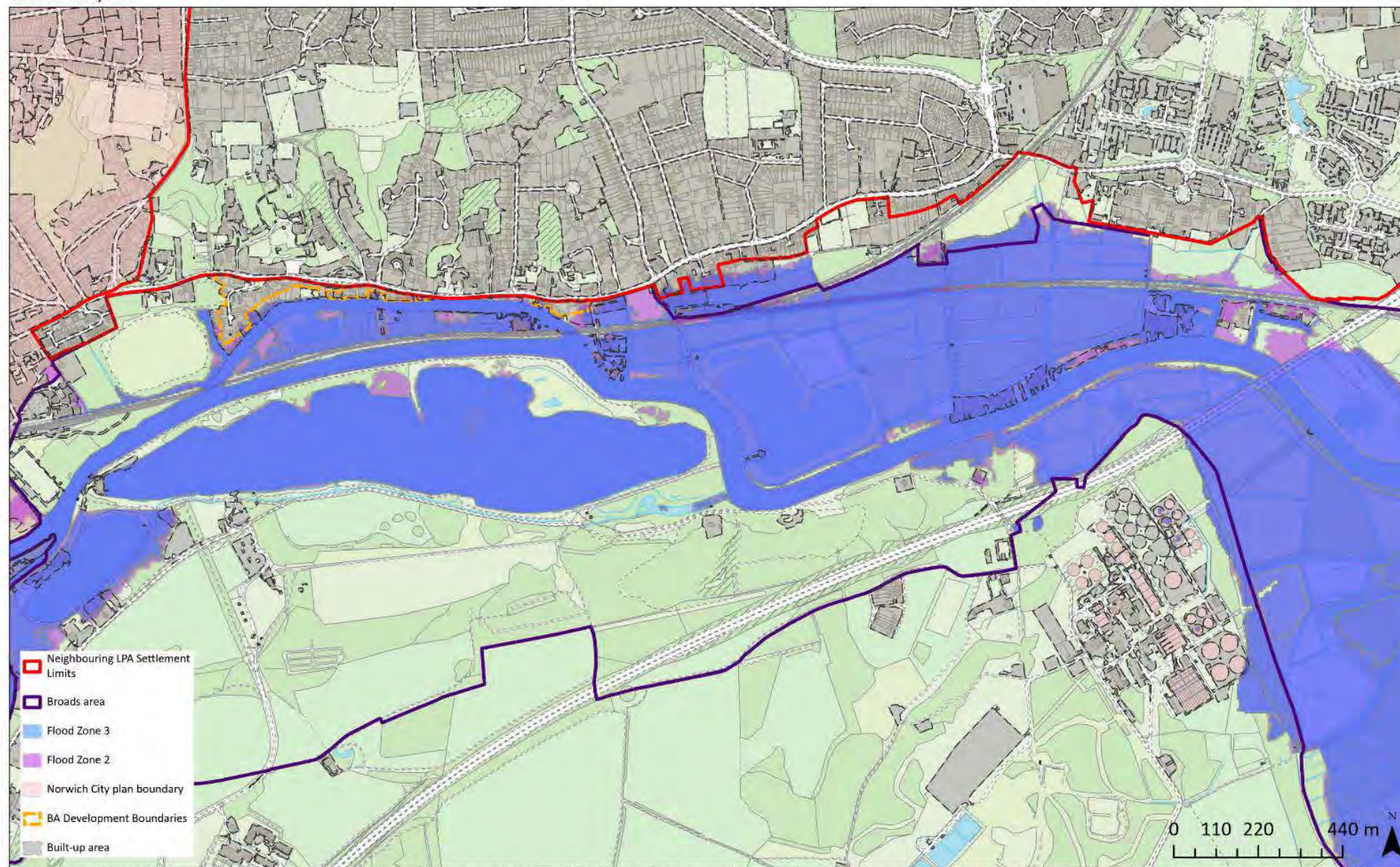
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Thorpe St Andrew

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Appendix 3: Issues and Options comments

Between October and December 2022, the Issues and Options version of the Local Plan was consulted on. The comments received with the BA response is as follows.

Question	Respondent	Comment	BA response	Action for Local Plan
Question 37	Bradwell Parish Council	No comment	Noted.	No further action.
Question 37	Broads Society	The Society has no objections to the current development boundaries relating to the areas currently identified.	Noted.	No further action.
Question 37	East Suffolk Council	The Waveney Local Plan defines Settlement Boundaries around the built-up area of a number of settlements, including for the Waveney Local Plan part of settlements which also straddle the border with the Broads. Land outside of Settlement Boundaries (and allocations) is considered as the countryside where new residential, employment and town centre development will not be permitted except where in accordance with other policies in the Local Plan. The Settlement Boundaries can be viewed in the Waveney Local Plan policies maps here - www.eastsuffolk.gov.uk/planning/planning-policy-and-local-plans/local-plans/policies-map/ . Below are some settlement-specific comments:	Background information noted.	No further action.
Question 37	East Suffolk Council	<p>Oulton Broad The only development boundary in the current Broads Local Plan within the East Suffolk part of the Broads is Oulton Broad. It is noticeable that the area in the development boundary is partly located within flood zones 2 and 3. The area contained within the development boundary that is covered by flood zones 2 and 3 could increase in the future due to the impact of climate change.</p> <p>The Settlement Boundary as defined by Waveney Local Plan policy WLP1.2 follows the Broads Authority boundary through Oulton Broad itself. The two only deviate from each other further north near Camps Heath and Oulton in the south approaching Carlton Colville.</p> <p>The Oulton Broad Development Boundary extends southwards from Broadview Road and westwards from Commodore Road towards the water and includes housing that is not included within the Waveney Local Plan Settlement Boundary. It is not considered necessary for the Development Boundary to be redrawn in the Broads Local Plan.</p>	Comments noted and will be considered as the development boundaries for the new Local Plan are produced.	Consider this comment as produce Preferred Options version of the Local Plan.

Question	Respondent	Comment	BA response	Action for Local Plan
Question 37	East Suffolk Council	<p>Beccles</p> <p>The Settlement Boundary in the Waveney Local Plan closely follows the Broads Authority Boundary along the northern and western edges of the town. The Settlement Boundary runs close to, but does not touch the Broads Authority Boundary in all places. It is noticeable that there are several waterside properties next to the River Waveney which are situated within the Broads Authority area but are clearly part of Beccles. The Council previously highlighted, in relation to the preparation of the current Broads Local Plan, that introducing a Settlement Boundary for Beccles would not be supported due to issues of character and flood risk. These matters are reflected in Table 7 of the Issues and Options consultation documents and should be given careful consideration.</p>	Comments noted and will be considered as the development boundaries for the new Local Plan are produced.	Consider this comment as produce Preferred Options version of the Local Plan.
Question 37	East Suffolk Council	<p>Bungay</p> <p>The Settlement Boundary in the Waveney Local Plan closely follows the Broads Authority Boundary, except around the Olland's Plantation. The Bungay Conservation area also extends eastwards into the Broads Authority area. Parts of the built-up area are within the Broads and therefore not within the Settlement Boundary. However, the Council previously highlighted, in relation to the preparation of the current Broads Local Plan, that introducing a Settlement Boundary for Bungay would not be supported due to issues of character and flood risk. These matters are reflected in Table 7 of the Issues and Options consultation documents and should be given careful consideration.</p>	Comments noted and will be considered as the development boundaries for the new Local Plan are produced.	Consider this comment as produce Preferred Options version of the Local Plan.
Question 37	East Suffolk Council	<p>Somerleyton</p> <p>Somerleyton Settlement Boundary, as designated by policy WLP1.2 (Settlement Boundaries) is drawn very tightly around the existing built up areas of the settlement. Somerleyton Conservation Area borders the Broads Authority area along its western edge and encompasses both Brickfields and Staithe Lane. There do not appear to be reasonable opportunities to introduce a Development Boundary into the Broads part of Somerleyton.</p>	Agreed.	No further action.
Question 37	South Norfolk Council	The approach appears to be generally consistent with Agreement 3 of the NSPF.	Support noted.	No further action.
Question 37	Suffolk County Council	The only settlements within the Broads with potential for development boundaries, of relevance to Suffolk County Council, are Beccles, Oulton Broad, Bungay and Ditchingham Dam. The only one of these settlements that currently has a development boundary is Oulton Broad. Suffolk County Council provided comments on the proposed development boundary in February/March 2022, as set out at Appendix 1 of the Development Boundaries Topic Paper. These comments from the County Council as LLFA and from the SCCAS remain valid and we have no further comments to make on this development boundary.	Noted.	No further action.

Question	Respondent	Comment	BA response	Action for Local Plan
Question 37	Wroxham Parish Council	map incorrectly labelled "Hoveton" - map shows Hoveton & Wroxham.	Noted. Will ensure correct title.	Ensure title says 'Hoveton and Wroxham'.
Question 37	Broadland Council	The approach appears to be generally consistent with Agreement 3 of the NSPF.	Support noted.	No further action.
Question 37, 38, 39	Great Yarmouth Borough Council	The Borough Council offers no comment in relation to the existing development boundaries as these lie outside of our planning administrative area. The Borough Council has noted the most recent Broads' Settlement Study (2022) evidence base, including scorings for settlements based upon their access to services and facilities and potential suitability for development boundaries as commented in Table 7 of the current consultation document.	Noted.	No further action.
Question 37, 38, 39	Great Yarmouth Borough Council	The Borough Council is also in the process of preparing an update to its Settlement Study to inform the potential hierarchy of settlements and approach to development limits for its own Local Plan review. The Borough Council would therefore be keen to liaise with the Broads Authority to ensure that approaches taken to identify and justify development boundaries in settlements which straddle the shared planning boundary are complementary to the aims of both emerging development plans.	Noted. We would be happy to be involved.	Contact GYBC re their work.
Question 38	Bradwell Parish Council	No comment	Noted.	No further action.
Question 38	Broads Society	The study solely assesses 'walking distance and public transport against bus routes and not train routes. The example of Brundall is such that Authorities have failed to provide adequate provision for public access to Brundall Station and hence the scoring within the Study is inaccurate.	The study includes access to a train station and therefore it is not clear how the scoring is inaccurate.	No further action.
Question 38	Broads Society	Improved links and access for pedestrians and cyclists to Brundall Station is embodied within the vision and policies of the Brundall Neighbourhood Plan 2016-2026 and is impacted further by approved housing developments and the inevitable population increase of Brundall and surrounding areas.	In general, we would support the access to the train station being improved, however it seems the comments implies this is about access from the side of the rail lines that is in Broadland Council's area.	No further action.

Question	Respondent	Comment	BA response	Action for Local Plan
Question 38	Brooms Boats	The study solely assesses 'walking distance and public transport against bus routes and not train routes. The example of Brundall is such that Authorities have failed to provide adequate provision for public access to Brundall Station and hence the scoring within the Study is inaccurate.	The study includes access to a train station and therefore it is not clear how the scoring is inaccurate.	No further action.
Question 38	Brooms Boats	Improved links and access for pedestrians and cyclists to Brundall Station is embodied within the vision and policies of the Brundall Neighbourhood Plan 2016-2026 and is impacted further by approved housing developments and the inevitable population increase of Brundall and surrounding areas.	In general, we would support the access to the train station being improved, however it seems the comments implies this is about access from the side of the rail lines that is in Broadland Council's area.	No further action.
Question 38	East Suffolk Council	East Suffolk Council broadly welcomes the Settlement Study, however, there are some additional elements that the Broads Authority may wish to consider for inclusion in the Settlement Study.	Noted.	See actions for each comment.
Question 38	East Suffolk Council	Allotments are a valuable community resource, providing residents with the opportunity to grow their own food. This in turn enables allotment holders to exercise and socialise. Therefore, there may be value in including them in appendix D of the Settlement Study. The East Suffolk Council: Suffolk Coastal Local Plan Settlement Hierarchy Topic Paper provides an example of where this has been done, see https://www.eastsuffolk.gov.uk/assets/Planning/Suffolk-Coastal-Local-Plan/First-Draft-Local-Plan/Final-Settlement-Hierarchy-Topic-Paper.pdf	Noted and will add this as another consideration.	Amend study to assess provision of allotments.
Question 38	East Suffolk Council	Appendix D of the Settlement Study does also not include proximity to major towns as a consideration. The close proximity of a smaller settlement to larger settlement/market town provides access to a wider range of shops, employment opportunities, public services and other facilities and can therefore increase the sustainability of the smaller settlement and increases the feasibility of sustainable modes of transport. Again, the Suffolk Coastal Local Plan Settlement Hierarchy considered this. See https://www.eastsuffolk.gov.uk/assets/Planning/Suffolk-Coastal-Local-Plan/First-Draft-Local-Plan/Final-Settlement-Hierarchy-Topic-Paper.pdf	This is considered. The facility or service considered might be in another settlement.	No change to study.

Question	Respondent	Comment	BA response	Action for Local Plan
Question 38	East Suffolk Council	In addition to the comments above, please note that appendix D of the Settlement Study still refers to Beccles, Oulton Broad and Bungay as being located in Waveney. This should be updated to refer to East Suffolk.	Noted and will amend.	Amend study to say ESC rather than Waveney.
Question 38	Sequence UK LTD/Brundall Riverside Estate Association	2.90 No specific comments on the findings of the Settlement Study, which reflect our views on Brundall as a Key Service Centre with a good range of services and facilities.	Noted.	No further action.
Question 38	South Norfolk Council	The approach appears to be generally consistent with Agreement 3 of the NSPF. In respect of question 38, it is important to recognise how services and facilities are distributed across the broads authority area. Careful consideration needs to be given to ensuring that important services and facilities are maintained, and it may be the case that some of these may not be in the best served villages. In this regard, when determining the location of new development consideration should be given to paragraph 79 of the NPPF which sets out that where there are groups of smaller settlements, development in one village may support services in a nearby village.	Noted.	Consider these sections of the NPPF when producing housing sections of the Preferred Options.
Question 38	Broadland Council	The approach appears to be generally consistent with Agreement 3 of the NSPF. In respect of question 38, it is important to recognise how services and facilities are distributed across the broads authority area. Careful consideration needs to be given to ensuring that important services and facilities are maintained, and it may be the case that some of these may not be in the best served villages. In this regard, when determining the location of new development consideration should be given to paragraph 79 of the NPPF which sets out that where there are groups of smaller settlements, development in one village may support services in a nearby village.	Noted.	Consider these sections of the NPPF when producing housing sections of the Preferred Options.
Question 39	Anglian Water	3.35. The Settlement Study sets a direction for sustainable growth, but this needs to be informed by constraints to delivering the housing needs of The Broads particularly in relation to the availability of suitable and deliverable sites that can access, and be supported by, resilient infrastructure and facilities. This should factor in embedded (capital) carbon. The Development Boundaries Topic Paper is helpful in this regard, but we recognise that this will be consolidated with other evidence as it emerges, to provide a comprehensive evidence base on appropriate and sustainable locations for long term growth through the Sustainability Appraisal. It is noted that many of the locations identified in the Development	Yes, the settlements study and the development boundaries proposed are a starting point, and each application may have other constraints that need addressing if they	Await AWS comments on sites put forward as part of the Call for Sites.

Question	Respondent	Comment	BA response	Action for Local Plan
		Boundaries Topic Paper have areas of flood risk, which will have implications for future growth.	can. AWS have been asked to comment on the sites put forward as part of the Call for Sites.	
Question 39	Bradwell Parish Council	No Comment	Noted.	No further action.
Question 39	East Suffolk Council	It is important to take account of the settlement boundaries defined by other local authorities. Development boundaries defined by the Broads Authority should therefore be defined having regard to the criteria used by neighbouring local authorities. Settlement boundaries defined by the Waveney Local Plan closely follow the built-up area of a settlement, as well as landscape features such as hedgerows. Therefore, it is important for any development boundaries defined by the Broads Local Plan to take a similar approach, along with considerations of the statutory purposes and special qualities of the Broads. For information, a link to the Waveney Local Plan Settlement Boundaries Topic Paper can be found below. https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Background-Studies/C38-Topic-Paper-Definition-of-Settlement-Boundaries.pdf	This seems to be about the actual form of the development boundary and the idea is logical and we will look into that.	Liaise with districts about how they draw development boundaries to see if the BA ones should be changes to fit with their approach.
Question 39	RSPB	The impact of either maintaining or extending the area of hard standing with obvious rapid run-off doesn't seem to be considered. This will be important given the trend for extreme, heavy rain events and the need for water to flow off by gravity.	The settlements study and the development boundaries proposed are a starting point, and each application may have other constraints that need addressing if they can. Indeed, the Local Plan has a policy relating to flood risk and SuDS.	No further action.

Question	Respondent	Comment	BA response	Action for Local Plan
Question 39	Sequence UK LTD/Brundall Riverside Estate Association	<p>2.92 We note that the Development Boundary Topic Paper is currently a guide for the Issues and Options consultation and will be developed further in response to the consultation responses. Therefore, we trust that our comments below for question 40 with regard to the suitability of the Riverside Estate being included within an extended development boundary for Brundall will be considered within that update.</p> <p>2.93 In response to the topic paper itself, we note the summary in the table in section 3 referencing Brundall Riverside comprising boatyards and residential (holiday let) to the south of the railway. The reference to the estate being 'over the railway from the main settlement' is unhelpful as it would suggest a degree of separation when as set out below, the Riverside Estate abuts the current settlement limit with the crossing on Station Road which does not act as a barrier. There are also ongoing discussions with regard to enhancements to Station Road and those linkages.</p> <p>2.94 We recognise the majority of the Riverside Estate lies within the higher risk flood zones but this should not preclude its inclusion within the development boundary / settlement limit. It is not clear what is meant by 'entire areas subject to policies in the Local Plan already' but again this would be not be a basis for not including the estate within a development boundary.</p>	Noted, but the Brundall Riverside area is over the railway. See also response to question 40.	No further action.
Question 39	South Norfolk Council	The approach appears to be generally consistent with Agreement 3 of the NSPF.	Support noted.	No further action.
Question 39	Broadland Council	The approach appears to be generally consistent with Agreement 3 of the NSPF.	Support noted.	No further action.
Question 40	Bradwell Parish Council	With ongoing rising sea levels building on possible flood plans seems highly questionable.	National policy is clear in relation to building in such areas and the Broads Authority has a history of upholding flood risk policy.	No further action.
Question 40	East Suffolk Council	<p>The Definition of Settlement Boundaries Topic Paper sets out how settlement boundaries are defined in the East Suffolk Council: Waveney Local Plan https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Background-Studies/C38-Topic-Paper-Definition-of-Settlement-Boundaries.pdf Settlement boundaries are drawn close to the built-up area of a settlement and tend to follow features in the landscape such as hedges and trees. Comments on individual settlements have been provided in response to question 37 above.</p>	This seems to be about the actual form of the development boundary and the idea is logical and we will look into that.	Liaise with districts about how they draw development boundaries to see if the BA ones should be changed to fit with their approach.

Question	Respondent	Comment	BA response	Action for Local Plan
Question 40	RSPB	None	Noted.	No further action.
Question 40	Sequence UK LTD/Brundall Riverside Estate Association	<p>We would suggest the Brundall Riverside Estate is incorporated within the development boundary for Brundall. The image below shows the current settlement limit for Brundall within the Broadland Site Allocations DPD 2016. (image shows BDC site allocations map).</p> <p>2.96 The above image shows that the settlement limit runs essentially to the railway line to the south of Brundall which marks the boundary between the respective local authority area of Broadland District Council and the Broads Authority. However, we are of the view that the extension of the boundary south to incorporate the Brundall Riverside Estate would be a logical extension, as shown on the image below. 2.97 The extension of the development boundary to the south would include land that is contiguous with the current boundary and contains a significant concentration of residential properties, holiday accommodation and business uses including boatyards, in a sustainable location with excellent access to Brundall train station. It would therefore seem wholly appropriate for it to be included within an extended settlement boundary for Brundall to reflect that this is a developed area, which will see further (re)development and diversification, and is demonstrably not countryside.</p>	<p>Noted. Although by providing a development boundary there, that would effectively be promoting the area for residential dwellings, rather than holiday homes and businesses. Flood risk is a key issue with the area almost entirely flood zone 3a and indicative flood zone 3b so residential might not be allowed there to reflect flood risk.</p>	<p>Consider this advice as the approach to development boundaries is worked up.</p>

Appendix 4: Sustainability Appraisal of Development Boundaries policy options

This is a new appendix.

SA objectives:

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

Policy assessment – development boundaries or criteria-based policy.

		A: Criteria-based development boundary policy	B: Plan based development boundary policy
ENV1	?	<p>In general, the effect of this approach is uncertain as it depends on the criteria and how they are applied. On one hand, this approach could help protect the character of the Broads, but on the other hand, development would not necessarily be focussed in existing build up areas</p>	+ The development boundaries will be around areas with key services that could be accessed by all modes of transport.
ENV2			
ENV3	?		? Development boundaries could mean development in areas where general impacts on biodiversity are less than in more rural areas. But with Biodiversity net gain coming in, the impact of habitat being lost could be reduced. But on the other hand, preventing loss rather than replacing could be seen as better.
ENV4	?		+ Development boundaries could mean development in areas where general impacts on landscape are minimal because the area is generally built up.
ENV5			
ENV6			
ENV7	?		+ Development boundaries may contain areas of brownfield land that could be used for development and therefore there could be benefits relating to efficient use of land.
ENV8			
ENV9			
ENV10			
ENV11			
ENV12			
SOC1	?		+ The development boundaries will be around areas with key services that could be accessed by all walking, cycling and wheeling.
SOC2	?		+ By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.
SOC3			
SOC4	?		+ In theory, housing is acceptable within a development boundary, subject to details.
SOC5			
SOC6	?		+ The development boundaries will be around areas with key services that could be accessed by all modes of transport.
SOC7			
ECO1			
ECO2			
ECO3			

Areas to potentially apply development boundaries.

	Brundall Riverside		Horning		Hoveton and Wroxham		Oulton Broad		Thorpe St Andrew	
ENV1	-	The access for pedestrians and vehicles to the area is constrained. There is a level crossing and the road on the northern side of the level crossing does not have a footway for the entire length and given the elevations either side of the road and that the land seems to be in private ownership, it is not clear how footways can be provided. People would have to walk in the road so that could detract from walking. The access is a concern to the Highways Authority.	+	No obvious impact on roads. Any scheme would be assessed on its own merits against local and national policy in terms of impacts. With key services in the settlement, there is potential for these to be accessed by walking and cycling.	+	No obvious impact on roads. Any scheme would be assessed on its own merits against local and national policy in terms of impacts. With key services in the settlement, there is potential for these to be accessed by walking and cycling.	+	No obvious impact on roads. Any scheme would be assessed on its own merits against local and national policy in terms of impacts. With key services in the settlement, there is potential for these to be accessed by walking and cycling.	+	No obvious impact on roads. Any scheme would be assessed on its own merits against local and national policy in terms of impacts. With key services in the settlement, there is potential for these to be accessed by walking and cycling.
ENV2										
ENV3	+	No protected sites within the proposed development boundary. Broadland SPA over the river. Any scheme would be assessed on its own merits against local and national policy in terms of impacts. Nutrient enrichment and recreation impacts will need to be mitigated for.	-	No protected sites within the proposed development boundary. Broadland SPA over the river. Any scheme would be assessed on its own merits against local and national policy in terms of impacts. Recreation impacts will need to be mitigated for. Water Recycling Centre has issues associated with flows which ultimately affect nutrient load.	+	No protected sites within the proposed development boundary. No protected sites close by. Any scheme would be assessed on its own merits against local and national policy in terms of impacts. Nutrient enrichment and recreation impacts will need to be mitigated for.	+	No protected sites within the proposed development boundary. Broadland SPA over the Broad. Any scheme would be assessed on its own merits against local and national policy in terms of impacts. Recreation impacts will need to be mitigated for.	+	No protected sites within the proposed development boundary. Near Carey's Meadow, but not likely to cause issues. Any scheme would be assessed on its own merits against local and national policy in terms of impacts. Nutrient enrichment and recreation impacts will need to be mitigated for.
ENV4	+	Generally, as development would be directed to these already built-up areas, the impact on landscape is likely to be minimal and there are other local plan policies that will be of relevance.	+	Generally, as development would be directed to these already built-up areas, the impact on landscape is likely to be minimal and there are other local plan policies that will be of relevance.	+	Generally, as development would be directed to these already built-up areas, the impact on landscape is likely to be minimal and there are other local plan policies that will be of relevance.	+	Generally, as development would be directed to these already built-up areas, the impact on landscape is likely to be minimal and there are other local plan policies that will be of relevance.	+	Generally, as development would be directed to these already built-up areas, the impact on landscape is likely to be minimal and there are other local plan policies that will be of relevance.
ENV5										
ENV6	?	Whilst there are some areas of flood risk, there are also areas which are of lower risk of flooding. National and local flood risk policy will apply. Also note that development boundaries are relevant to windfall residential moorings.	?	Whilst there are some areas of flood risk, there are also areas which are of lower risk of flooding. National and local flood risk policy will apply. Also note that development boundaries are relevant to windfall residential moorings.	?	Whilst there are some areas of flood risk, there are also areas which are of lower risk of flooding. National and local flood risk policy will apply. Also note that development boundaries are relevant to windfall residential moorings.	?	Whilst there are some areas of flood risk, there are also areas which are of lower risk of flooding. National and local flood risk policy will apply. Also note that development boundaries are relevant to windfall residential moorings.	?	Whilst there are some areas of flood risk, there are also areas which are of lower risk of flooding. National and local flood risk policy will apply. Also note that development boundaries are relevant to windfall residential moorings.
ENV7	?	Development boundaries may contain areas of brownfield land that could be used for development and therefore there could be benefits relating to efficient use of land. However, in this area, there does not seem to be any land that could be developed for dwellings and as such this rates as a ?. The boatyards are generally protected by other local plan policies.	+	Development boundaries may contain areas of brownfield land that could be used for development and therefore there could be benefits relating to efficient use of land.	+	Development boundaries may contain areas of brownfield land that could be used for development and therefore there could be benefits relating to efficient use of land.	+	Development boundaries may contain areas of brownfield land that could be used for development and therefore there could be benefits relating to efficient use of land.	+	Development boundaries may contain areas of brownfield land that could be used for development and therefore there could be benefits relating to efficient use of land.
ENV8										
ENV9	?	There are some heritage assets within or nearby to the development boundary that will need to be considered. National and local heritage policy will apply.	?	There are some heritage assets within or nearby to the development boundary that will need to be considered. National and local heritage policy will apply.	?	There are some heritage assets within or nearby to the development boundary that will need to be considered. National and local heritage policy will apply.	?	There are some heritage assets within or nearby to the development boundary that will need to be considered. National and local heritage policy will apply.	?	There are some heritage assets within or nearby to the development boundary that will need to be considered. National and local heritage policy will apply.
ENV10										
ENV11										

	Brundall Riverside		Horning		Hoveton and Wroxham		Oulton Broad		Thorpe St Andrew	
ENV12										
SOC1	?	There are key services within walking distance and walking and cycling benefit health. That being said there is no footway for the entire length of Station Road and as such, people would have to walk in the road so that could detract from walking.	+	Key services tend to be within walking and cycling distance, with associated infrastructure tending to be in place – walking and cycling benefits health.	+	Key services tend to be within walking and cycling distance, with associated infrastructure tending to be in place – walking and cycling benefits health.	+	Key services tend to be within walking and cycling distance, with associated infrastructure tending to be in place – walking and cycling benefits health.	+	Key services tend to be within walking and cycling distance, with associated infrastructure tending to be in place – walking and cycling benefits health.
SOC2	+	By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.	+	By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.	+	By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.	+	By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.	+	By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.
SOC3										
SOC4	+	In theory, housing is acceptable within a development boundary, subject to details	+	In theory, housing is acceptable within a development boundary, subject to details	+	In theory, housing is acceptable within a development boundary, subject to details.	+	In theory, housing is acceptable within a development boundary, subject to details	+	In theory, housing is acceptable within a development boundary, subject to details
SOC5										
SOC6	-	There are key services nearby which can be accessed using the bridge over the railway or the level crossing by walking and level crossing by cycling. However, there is not a footway for the entire length north of the level crossing. People walk in the road so that could detract from walking. The Highways Authority have concerns.	+	Key services in settlement of shop and employment (boat yards). Bus service to higher order settlement within walking distance of the centre.	+	Many key services within settlement within walking and cycling distance.	+	Many key services within settlement within walking and cycling distance.	+	Many key services within settlement within walking and cycling distance.
SOC7										
ECO1										
ECO2										
ECO3										

Appendix 5: Proposed draft Development Boundary Policy

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

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

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

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

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

Policy DM35: Residential development within defined Development Boundaries

See Development Boundaries Map Bundle https://www.broads-authority.gov.uk/_data/assets/pdf_file/0029/259283/DEVELOPMENT_BOUNDARIES.pdf (these maps show Horning, but as discussed, there will be no development boundary for Horning)

1. New residential development will only be permitted within defined development boundaries and must be compatible 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) Horning~~
- b) Oulton Broad
- c) Thorpe St Andrew
- d) Wroxham and Hoveton

Constraints and features

- ~~a) Horning~~

- 18 ~~• Flood risk (zones 1, 2 & 3 by EA mapping and mostly 1 with some 2, 3a and modelled 3b~~
- 19 ~~using SFRA 2017)~~
- 20 ~~• Conservation area~~
- 21 ~~• Listed buildings~~
- 22 ~~• Just across river from SAC, SPA, Ramsar Site, SSSI~~

24 **b) Oulton Broad**

- 25 • Area is within Oulton Broad Conservation Area
- 26 • High potential for archaeological remains in the area
- 27 • 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)
- 28
- 29 • Nearby listed buildings

30 **c) Thorpe St Andrew**

- 31 • Area is within Thorpe St. Andrew Conservation Area
- 32 • 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)
- 33
- 34 • The bounded area includes safeguarded minerals (sand and gravel) resources, but the
- 35 Minerals Planning Authority has advised this is unlikely to constrain the type and scale of
- 36 development supported by the Policy
- 37 • Large number of listed buildings

38 **d) Wroxham and Hoveton**

- 39 • Close to SPA and SAC
- 40 • Lies partly within Wroxham Conservation Area
- 41 • Flood risk (mainly zone 3 by EA mapping, and partly zones 1 & 2 and 1, 2, 3a and
- 42 indicative 3b using SFRA 2017)
- 43 • The SFRA shows almost all of the area is at risk of flooding
- 44 • Capacity of minor roads in the area
- 45 • Wroxham Bridge is a Scheduled Monument
- 46 • The Grange - Grade II listed

47 Reasoned Justification

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

54 Early in the evolution of the Broads Local Plan, consideration was given to the merits of not
 55 having development boundaries, but it was concluded that they are a useful tool in
 56 promoting sustainable development in the Broads.

57 Development is directed to areas with Development Boundaries as listed in the policy and
 58 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.

The areas with Development Boundaries are rolled forward from the ~~2014 Site-Specific Policies~~ Local Plan [for the Broads 2019](#). 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 ~~four~~ [three](#) areas (~~Horning~~, Oulton Broad, Thorpe St Andrew and Wroxham and Hoveton) have Development Boundaries.

Development Boundaries are also important for residential moorings. One of the key criteria of policy [DM37](#) relates to the mooring being within or adjacent to a Development Boundary (a Broads Authority Development Boundary or one of our constituent 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 \(BRU6\), ~~Horning \(HOR7 and HOR9\)~~, Loddon and Chedgrave \(LOD1 and CHE1\) Beccles \(BEC2\), Somerleyton \(SOM1\) and Stalham \(STA1\).](#) 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 [DM38 \(dwellings for rural enterprises\)](#) and [DM40 \(replacement dwellings\)](#).

If a proposal is considered to potentially have an effect on an internationally designated 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 Horning~~

~~The Broads part of the village is a substantial length of river frontage of varying character and a range of uses, including dwellings, shops, pubs and boatyards. Trees, garden planting and lawns, and open space also contribute to the character of the area. Local services include shops, public houses, post office, recreation ground, primary school and pre-school. A regular bus service runs to Wroxham/Norwich and Stalham. Although there are no significant undeveloped areas within the core of the village (apart from those important as open space, etc., and dealt with under other, there is some potential scope for incremental renewal and replacement development, subject to other policies on flood risk. The boundary has been drawn to specifically exclude the southern ‘water gardens’ plots area, the immediate riverside where this is currently unbuilt, and more generally excluding gardens, etc., to reflect the Government’s definition of previously developed land. For development proposals in Horning, of particular importance is policy DM2 regarding water quality and Knackers Wood Water Recycling Centre constraints (see Sites Specifics section of this Local Plan).~~

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 Town Centre policy (HOV5)** to continue the focus of retail and related development in the village centre. Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework Policies will apply, and a site flood risk assessment may be required to establish the degree of risk.

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 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 flood risk assessment may be required to establish the degree of risk. In the light

133 of the potential for archaeological remains in the area an archaeological survey may be
134 required in advance of any grant of planning permission.

135 Development Boundary for Thorpe St Andrew

136 Only part of the south side of Yarmouth Road in Thorpe St Andrew is within the designated
137 Broads area. Elsewhere, Broadland District Council is the local planning authority and this
138 part of Thorpe St Andrew is urban in character. Thorpe itself has a range of facilities and
139 services, including employment opportunities and good public transport links to the
140 extensive facilities of Norwich (also within cycling distance). Although there is a range of
141 buildings and uses within the identified boundary, in practice it is not anticipated that there
142 will be a great deal of development in the foreseeable future. The development boundary
143 provides additional scope for some redevelopment if opportunities arise, subject to flood
144 risk - the relevant Local Plan and National Planning Policy Framework Policies will apply, and
145 a site flood risk assessment may be required to establish the degree of risk. This
146 complements the identification of the Broadland District Council part of Thorpe St Andrew
147 as a growth location in the Greater Norwich Joint Core Strategy.

148 **Reasonable alternative options**

149 There seems to be two reasonable options to consider when producing the development
150 boundary policy:

- 151 a) Criteria based development boundary policy – would not use a spatial approach but
152 use a criteria-based approach.
- 153 b) Spatial approach – using boundaries on a map.

154 To not have a policy that sets out where development could be located is seen as an
155 unreasonable alternative.

156 In terms of actual locations for development boundaries, other than the four included in the
157 policy, Brundall was considered.

158 **Sustainability appraisal summary**

159 The following is a summary of the assessment of a criteria-based policy and policy showing
160 development boundaries.

A: Criteria-based development boundary policy	0 positives. 0 negatives. 8?
B: Plan based development boundary policy	7 positives. 0 negatives. 1 ? Overall positive

161 The following is a summary of the assessment of the areas that could have a development
162 boundary.

Brundall	4 positives. 2 negatives. 4? Overall positive
Horning	7 positives. 1 negative. 2 ? Overall positive
Hoveton and Wroxham	8 positives. 0 negatives. 2 ? Overall positive
Oulton Broad	8 positives. 0 negatives. 2 ? Overall positive
Thorpe St Andrew	8 positives. 0 negatives. 2 ? Overall positive

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

164 According to recent Annual Monitoring Reports, the policy has been used regularly. Some
165 schemes have been permitted outside of the development boundaries due to other material
166 considerations.

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

168 On one hand, removing development boundaries in the Broads Authority Executive Area
169 could be treating the whole area of The Broads as being in the open countryside which
170 could help protect the character of The Broads area. On the other hand, it will not be
171 possible to influence the location of development to built up/urban areas that have key
172 services which could result in isolated dwellings. Indeed, development boundaries is a tried
173 and tested policy approach. The Local Plan will also enable any development that is needed
174 to come forward in more remote areas to do so, for example through rural enterprise
175 dwellings and replacement dwellings. Development boundaries will also provide certainty to
176 all involved as to where development is suitable in theory.

177 A development boundary for Brundall has not been taken forward because of the highways
178 concerns.

179 **UN Sustainable Development Goals check**

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



181