

## Planning Committee

### AGENDA

Friday 14 October 2016

10.00am

Page

1. **To receive apologies for absence and introductions**
2. **To receive declarations of interest**
3. **To receive and confirm the minutes of the previous meeting held on 16 September 2016 (herewith)**
4. **Points of information arising from the minutes**
5. **To note whether any items have been proposed as matters of urgent business**

3 – 16

### MATTERS FOR DECISION

6. **Chairman's Announcements and Introduction to Public Speaking**

Please note that public speaking is in operation in accordance with the Authority's Code of Conduct for Planning Committee. Those who wish to speak are requested to come up to the public speaking desk at the beginning of the presentation of the relevant application

7. **Request to defer applications included in this agenda and/or to vary the order of the Agenda**

To consider any requests from ward members, officers or applicants to defer an application included in this agenda, or to vary the order in which applications are considered to save unnecessary waiting by members of the public attending

8. **To consider applications for planning permission including matters for consideration of enforcement of planning control:**

- |  |         |
|--|---------|
| • BA/2016/0165/COND The Ice House, The Shoal, Irstead,                         | 17 – 29 |
| • BA/2016/0260/CU 39 Slad Lane, Woodbastwick                                   | 30 – 42 |
| • BA/2016/0070/COND The Norfolk Mead Hotel, Church Loke, Coltishall            | 43 – 52 |
| • BA/2016/0247/FUL Whitlingham Broad Visitors Centre, Whitlingham Lane, Trowse | 53 – 59 |

9	<b>Enforcement Update</b> Report by Head of Planning (herewith)	Page 60 – 66
<b>POLICY</b>		
10	<b>Broads Local Plan October Bite Size Pieces</b> Report by Planning Policy Officer (herewith) <i>Including:</i> <i>Appendix A: Links between the Broads Plan and Local Plan</i> <i>Appendix B: Duty to Cooperate Statement</i> <i>Appendix C: Sequential Test</i> <i>Appendix D: Permission in Principle section</i> <i>Appendix E: How issues included in the Issue and Options</i> <i>have been addressed</i> <i>Appendix F: What has happened to the currently adopted</i> <i>policies</i> <i>Appendix G: Approach to consultation</i> <i>Appendix H: Neighbourhood Plan v Local Plan</i>	67 – 114
11	<b>Broads Local Plan – New Flood Risk Supplementary Planning Document Consultation Version</b> Report by Planning Policy Officer (herewith)	115 - 164
12	<b>Broads Local Plan- Adopting Biodiversity Enhancement Guide and Waterside Chalet Guide -</b> Report by Planning Policy Officer (herewith)	165 – 193
<b>MATTERS FOR INFORMATION</b>		
13	<b>Appeals to the Secretary of State Update</b> Report by Administrative Officer (herewith)	194 – 195
14	<b>Decisions made by Officers under Delegated Powers</b> Report by Director of Planning and Resources (herewith)	196 – 197
15	<b>To note the date of the next meeting – Friday 11 November 2016 at 10.00am at Yare House, 62-64 Thorpe Road, Norwich</b>	

## **Broads Authority**

### **Planning Committee**

Minutes of the meeting held on 16 September 2016

Present:

Sir Peter Dixon – in the Chair

Prof J Burgess  
Mr W Dickson

Ms G Harris  
Mr H Thirtle

In Attendance:

Ms N Beal – Planning Policy Officer (Minute 3/11)  
Mrs S A Beckett – Administrative Officer (Governance)  
Mr S Bell – for the Solicitor (Minute 3/1 – Minute 3/8 - Minute 3/11))  
Miss M Hammond - Planning Officer (Minute 3/8)  
Ms A Long – Director of Planning and Resources  
Mr G Papworth – Planning Assistant (Minute 3/8)  
Ms C Smith – Head of Planning

Members of the Public in attendance who spoke:

#### **BA/2016/0194/CU Hall Farm, Hall Lane, Postwick**

Mr Peter Cranness	On behalf of Objectors
Mr Fergus Bootman	The Applicant's agent
Mr Chris Langridge	The Applicant
Mrs Lana Hemsall	On behalf of Local District Member

#### **BA/2016/0228/COND Hoveton Great Broad and Hudson's Bay, Lower Street, Hoveton**

Mr Chris Bielby	Natural England	On behalf of the applicant,
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#### **BA/2016/0165/COND The Ice House, The Shoal, Irstead, Barton Turf**

Mr Luke Frost	}	On behalf of the applicant,
Mr Kevin Cole	}	
Ms Barbara McGoun		Local District Member

### **3/1 Apologies for Absence and Welcome**

The Chairman welcomed everyone to the meeting. Apologies were received from Mr M Barnard, Mr P Rice, Mr V Thomson and Mr J Timewell.

### **3/2 Chairman's Announcements and Introduction to Public Speaking**

(1) No members of the public indicated that they intended to record proceedings.

**(2) Planning Training**

The Chairman reported that Members were due to receive some training following the next Planning Committee meeting in October. This would include updates on legal issues including the Housing and Planning Act. Members were requested to suggest any other specific topics on which they wished to be briefed.

**(3) Public Speaking**

The Chairman reminded everyone that the scheme for public speaking was in operation for consideration of planning applications, details of which were contained in the Code of Conduct for members and officers. (This did not apply to Enforcement Matters.)

**3/3 Declarations of Interest**

Members indicated their declarations of interest in addition to those already registered, as set out in Appendix 1 to these minutes.

**3/4 Minutes: 19 August 2016**

The minutes of the meeting held on 19 August 2016 were agreed as a correct record and signed by the Chairman.

**3/5 Points of Information Arising from the Minutes**

None to report

**3/6 To note whether any items have been proposed as matters of urgent business**

No items had been proposed as matters of urgent business.

**3/7 Requests to Defer Applications and /or Vary the Order of the Agenda**

No requests to defer planning applications had been received.

The Chairman stated that he intended to vary the order of business to enable Mrs Hempsall, who was unfortunately delayed, to attend for the discussion on Application BA/2016/0194/CU as she had registered to speak on behalf of the Local Ward member, Mr Proctor.

**3/8 Applications for Planning Permission**

The Committee considered the following applications submitted under the Town and Country Planning Act 1990, as well as matters of enforcement (also having regard to Human Rights), and reached decisions as set out below.

Acting under its delegated powers the Committee authorised the immediate implementation of the decisions.

The following minutes relate to further matters of information, or detailed matters of policy not already covered in the officers' reports, and which were given additional attention.

- (1) **BA/2016/0228/COND Hoveton Great Broad and Hudson's Bay, Haugh Lane, Lower Street Hoveton**  
Variation of conditions 2, 3 and 19 and removal of conditions 7, 11, 12, 20 and 24 from permission BA/2014/0248/FUL.  
Applicant: Natural England

The Planning Officer provided a detailed presentation of the application involving the variation of conditions relating to planning permission granted for BA/2014/0248/FUL to facilitate the large scale restoration project on Hoveton Great Broad and Hudson's Bay, both of which had multiple conservation designations in part of the Bure marshes National Nature Reserve. The removal of the conditions in effect would remove any work associated with Wroxham Island and the disposal of sediment in this area and therefore amend the phasing schedule for the project. The project had been amended as Natural England had not been able to secure funding for this part of the project and partly due to additional scientific evidence received with the need for the removal of sediment not being as such a high priority as previously considered in achieving biodiversity enhancements in this location.

Since the writing of the report, the Navigation Committee had considered the proposals at its meeting on 8 September 2016. They had expressed extreme disappointment that this part of the original proposals was not now included in the project but did understand that there was no planning rationale to refuse the application. Salhouse Parish Council had no objection and an objection had been reiterated from a private individual objecting to the whole scheme and for public money being spent for a private benefit.

The Planning Officer emphasised that it would not be appropriate to revisit the whole scheme. It was understood that the applicant would be investigating the possibility of protecting Wroxham Island with other partners and by alternative means. Although regrettable that the amendments would mean that the project would not provide the full list of benefits originally planned for, there would not be an adverse impact on ecological benefits to the area or affect the amenity or landscape and therefore there was no justification in planning terms to require the Wroxham Island part of the development to be carried out. In conclusion the Planning Officer recommended approval.

Chris Bielby from Natural England explained that when putting in the initial planning application, the disposal of sediment was considered to be crucial. However, since receiving planning permission the evidence

partly from the findings and new conclusions of the Lake Review Project (2015) carried out over the last thirty years on Broad's restoration, was that the maximum removal of sediment would not be as beneficial as expected and some benefits may only be short term. Bio-manipulation was a more crucial element than the sediment removal. In addition the HLF or LIFE would not fund those works for Wroxham Island. Chris Bielby explained that the landowners for Wroxham Island still wished to strengthen it, but if they decided to proceed with the project it would be supported by, but not paid for or lead by Natural England. Much would depend on other priorities. The landowners would also be required to submit a new planning application.

Members recognised that the project had been and was politically very controversial but they were required to make a judgement on the planning merits of what was before them. A member commented that in terms of public interest and on the basis of the scientific evidence, there would be considerable conservation benefits from the proposals especially bearing in mind the important designations of the area – Ramsar, SPA, SAC and SSSI. Members agreed to accept the officer's recommendation.

**RESOLVED** unanimously

that the application be approved subject to detailed conditions as outlined within the report. The proposal is considered to be acceptable in accordance with Policies DP1, DP2, DP3 and DP28 of the adopted Development Management Policies DPD (2011) and Policies CS1, CS2, CS4, CS13 and CS15 of the adopted Core Strategy (2007). The proposal is also considered acceptable in accordance with the National Planning Policy Framework (2012) which is a material consideration in the determination of this application.

- (2) **BA/2016/0194/CU Hall Farm, Hall Lane, Postwick, Norwich**  
Change of use of outdoor venue for weddings and celebrations, to include retention of existing outdoor timber seating and wood shack, introduction of new service track and extension to existing turning area, creation of new passing places on public and private roadways and associated parking, access and landscaping.  
Applicant: Mr and Mrs C & E Langridge and Fairbank

Members of the Committee had had the benefit of a site visit on 9 September 2016, attended by the Highways Officer and the Environmental Health Officer, a note of which had been circulated. Members had also received videos of access to the site and heard representations from the objectors and parish council at the previous meeting. Members had also received information from the applicant's agent providing further justification for the diversification scheme following the splitting up of the farm as well as an amended Noise Management Plan (NMP). The Head of Planning provided a brief

presentation to remind members of the application for the permanent operation of a rural wedding venue, details of which had been received at the previous meeting.

Since the writing of the report, two further letters of objection had been received relating largely to highways and noise and one letter of support stating that they had not experienced any problems. Following the site visit, comments had also been received from three members of the Committee. One member of the Committee, John Timewell had drawn attention to the requirements for possible site licenses and the Solicitor had provided subsequent correspondence cautioning members to deal with the planning issues, pointing out that licensing came under separate regulations and authorities but that this could be drawn to the attention of the applicant through an informative on any potential permission.

The Head of Planning drew attention to the main issues of concern to members at the previous meeting relating to agricultural diversification, impact on the highways, noise impact and impact on residential amenity. On the question of agricultural diversification, the further information provided by the applicant was considered to be in accordance with Policy DP19 and the NPPF.

The Head of Planning reported that since the last meeting, the Environmental Health Officer (EHO) had examined the updated Noise Management Plan (NMP) and also examined the sound system provided by the owners when in operation. This was to be used exclusively by all clients and to be supervised by the owner's acoustics engineer for all events. The EHO had subsequently reported that he considered the amended NMP to be comprehensive and now that the sound system was to be controlled and operated by a dedicated sound engineer, he no longer had uncertainty associated with band behaviour and inappropriate sound systems. He still recommended that the noise criteria within the NMP be legally binding and the venue be operated in accordance with the NMP.

The Highways Officer had provided further information following examination of the traffic surveys provided. Any increase in traffic under 20% was considered to be acceptable and on the basis of up to 200 guests, (usually 80 - 100), the peak increase being over the summer months, the Officer considered that the percentage increase would be well below this. The Highways officer was therefore very clear that he had no objections. However, he did recommend that a passing place be provided on that part of the access route where the adopted highway met the private road. The Highways Authority had no jurisdiction over the private roads.

The Head of Planning concluded that officers were very mindful of the concerns of local residents. Given that the Highways Authority and EHO now had no objections, on balance, there was no justification for

refusal on these grounds. Officers had examined the applicant's submission that a temporary consent to monitor the operation of the business, was unnecessary and the investment costs would be disproportionate. However, given the concerns expressed, the potential increase in the number of events and the new system not having been in operation long term, on balance, the recommendation was for approval but on the basis of a temporary consent in order to monitor the situation.

Mr Cranness, on behalf of objectors commented that the applicants' impassioned plea was for providing a tranquil setting, yet their proposals would be destroying that tranquil environment. He referred to the loss of amenity of the local residents and the purchase of houses having been halted once potential buyers were aware of the application, as well as the petition signed by 50 villages objecting to the application. He referred to the potential increase in traffic, and considered that the traffic survey did not provide an accurate picture. He referred to comments from a previous Highways officer. Car parking, the access and increase in traffic movements provided residents with severe concerns. He also queried who would monitor and enforce the NMP. He urged members to reject the application or alter the access road to the venue.

Mr Bootman, the agent for the applicants stated that no complaints had been received by the EHO over the two years that the site had been operating under the 28 day rule. The Highways had considered the survey and data submitted, were of the view that there would not be an unacceptable rise in traffic movements and confirmed they had no objections. The applicants had built up a successful environmentally sensitive business with significant economic benefits to the area and the EHO had confirmed that the NMP was a robust document which would be legally binding. Therefore he argued that the proposal did not require a temporary consent. The NPPF supported rural enterprise and the application was in accordance with sustainable development. He was also of the view that a temporary consent would not satisfy the six tests stated by the NPPF and therefore would be inappropriate. .

Mr Langridge provided an outline of the history to the application explaining that they had been restoring the woods and infrastructure of the site since 2011 and had held their first event in 2014. They had then operated under the 28 day rule and once it was considered that the business could be viable wished to regularise it on a permanent basis. He expressed confusion as to the need for a temporary consent given the updated views of the EHO without stating the need for a temporary trial, the mitigation measures now in place and in order to ensure the ongoing viability of a farming business in the special Broad's area.

Mrs Lana Hempsall on behalf of Mr Proctor, the local District member stressed that it was important to consider the impact on Highways and



the impact of noise on a destination small rural village of an electorate of 600. The influx of 200 visitors for an event amounted to an additional third of the village and therefore she queried the traffic survey provided and the conclusions of the Highways Authority. The assessment of noise was very difficult to control, even within a brick building let alone a marquee. Although the EHO was apparently supportive, she did not consider that the argument was sufficiently robust. The application for a venue for 200 guests would result in being one of the largest in Norfolk but in an inappropriate location. With regard to diversification, Broadland District Council was very supportive of business ventures but it was considered that this one was inappropriate in this location. Although it might not offend highway safety, the scheme should comply with other policies and she considered that it offended these, it would not be an enhancement but detrimental to the area and urged the Committee to listen to the concerns of the local people.

Members sought clarification on the number events held so far – there had been one private event in 2014, four in 2015 and 12 in 2016, with an average attendance of 120 guests. It was anticipated that there would be no more than 26 events in total, that most would be within the summer months and no more than one a week as this would be detrimental to the ethos of the venue. In relation to car parking there had been no more than 30 cars using the parking area for the events in 2016. Members were also provided with details as to where the survey was carried out but were mindful that the Highways Officer was the responsible expert and he had made a qualified judgement on the data provided and made his own assessment. With regard to the operation of the sound system it was clarified that its control was not based on decibels but would be set up in accordance with the weather conditions and managed by an acoustic engineer and there would be no base speakers.

Members acknowledged and were very mindful of the concerns raised by the Parish Council and local residents and had sympathy with these. They found making a decision on this application very difficult. However, they were obliged to take account of the recommendations from the experts on Highways and the EHO both of whom did not now have objections and were satisfied with the proposals subject to conditions. They welcomed the amended NMP incorporating the services of a sound technician for every event. The operation of the sound system while on the site visit had also provided some reassurances. Members also had some sympathy with the applicant in relation to investment in the business and some members queried whether a temporary consent was reasonable or appropriate. Some members expressed doubt as to the diversification argument and one expressed concern about the potential increase in traffic and movements with the narrowness of the access. Even if there were only 30 cars using the parking area, this did not account for movements of taxis or mini buses.

Having given detailed consideration to the proposal, Prof Burgess proposed that the temporary element of the officer's recommendation be removed. This was seconded by Bill Dickson and agreed by 3 votes to 2.

The Chairman then requested Members to vote on the Officer's recommendation subject to the removal of the temporary consent condition.

On being put to the vote, it was

RESOLVED by 3 votes in favour and 2 against.

that the application be approved subject to conditions as outlined within the report.

The development is considered to be acceptable and in accordance with Policy DP19 of the Development Management Policies and NPPF. The proposal is also considered to be in accordance with Policy DP11 of the Development Management Policies DPD and NPPF.

(3) **BA/2016/0165/COND The Ice House, The Shoal, Irstead, Barton Turf**

Retrospective variation of condition 2 of pp BA/2013/0208/FUL to change the materials required for the windows and external cladding to gables and amend the elevations  
Applicant: Mr and Mrs Andrew Lodge

The Planning Officer gave a detailed presentation of the application for regularising amendments to a development for a holiday dwelling granted permission in 2014. This was allowed under exceptional circumstances as a departure from the development plan to secure the restoration of a dwelling recognised as a traditional Broads riverside property identified as a non-designated heritage asset and which was now registered on the Local List. The restoration works to the main dwelling as Phase 1 of the schedule associated with the Section 106 Agreement had been completed to a high standard. The application related to the holiday dwelling and included amended plans to retain the use of wood effect UPVC windows in place of the timber windows submitted with the original planning documents and replace fibre cement boarding with timber.

Following careful assessment of the main issues particularly relating to the acceptability of the materials and the impact on the setting on the non-designated asset, on balance the Planning Officer concluded that the proposal to retain the existing windows and doors could be allowed in the interests of securing the complete restoration of the main dwelling. The changes to the elevations were considered minor and acceptable and the applicant's offer to replace the unauthorised boarding with high quality, locally distinct timber cladding was

welcomed. The application was therefore recommended for approval subject to advertisement as a departure from the development plan and a repeat of the other original conditions (minus condition 2) and the inclusion of timber cladding to be replaced within one year, and a section 106 agreement.

Mr Frost on behalf of the applicant explained that the materials used for the windows and doors as well as the boarding of the new property, the subject of the application, had been approved under building regulations. They were of high quality as required under the planning permission although it was accepted that they were not timber. He alleged that this had not been specified in the conditions. Mr Cole, also on behalf of the applicant explained that the consent for the holiday cottage had certainly been an enabling permission and proved its worth as Mr Lodge was able to carry out the work on the Ice House to the standard required. There was still a considerable amount of work to be done on the Ice House and this would be deferred and inhibited if he had to remove the windows and doors already in place on the new dwelling due to the considerable costs to be incurred.

Mrs McGoun, the Local District Members spoke in support of the applicant, Mr Lodge, expressing disappointment about the way in which he had been dealt with, pointing out that there had apparently been misunderstandings with Broads Authority officers, and monitoring had not been thorough. Even although it was acknowledged that there had been misunderstandings, she considered that the results of Mr Lodge's efforts were of a high standard and it would be unreasonable and unfair for him to amend the materials on the new property at this stage, given the considerable costs to be incurred. She urged members to accept the retrospective variation without further cost.

The Planning Officer clarified that the original permission was based on the plans provided, which included the use of timber materials and therefore conditioned as such. The Head of Planning acknowledged that there had been deficiencies in the monitoring process due to lack of resources and changes in staff. She explained that the Authority now had a robust Condition Monitoring Programme in place, which would help to avoid such situations in the future. However, officers had taken a pragmatic approach and hence the recommendation before members.

Members expressed concern that there seemed to be a lack of certainty and clarity as to what the applicant required and what members were being asked to approve.

**RESOLVED** unanimously

that the application be deferred due to the lack of clarity and uncertainties concerning the intentions of the applicant and the permission required and therefore the potential issues of enforcement.

**(4) BA/2016/0287/HOUSEH Ropes Hill House, 4 Lower Street, Horning,**

Rear extension and lift enclosure

Applicant: Mr Len Funnell

The Chairman commented that the application was before the Committee as the applicant was related to a previous member of the Authority and member of the Navigation Committee. No objections had been received.

Members were satisfied with the assessment in the report and considered that as no conflicting issues arose, and policies were satisfied, the application could be approved.

RESOLVED unanimously

that the application be approved subject to conditions as outlined within the report as the development is considered to be acceptable in respect of Planning Policy and in particular in accordance with policies DP2, DP4 and DP28 of the Development Management Policies (2011)

**3/9 The Norfolk Mead**

The Committee received a report on the current issues at the Norfolk Mead Hotel following an Open Letter raising a series of complaints about its operation. Members welcomed the report, considered it to be very helpful and expressed disappointment about the problems incurred, but noted the attempts to resolve the situation. It was noted that an application for a revised parking plan would be submitted to the Planning Committee.

RESOLVED

that the report be noted.

**3/10 Enforcement Update**

The Committee received an updated report on enforcement matters already referred to Committee.

**With reference to Thorpe Island**, it was noted that 24 September 2016 was the deadline for receipt of a planning application in accordance with the Planning Inspector's decision and criteria. If an application capable of validation was not forthcoming, the landowner would have one month to clear the site. All Members as well as Norwich City Council, Broadland District Council and Thorpe Town council would be advised once the deadline date had passed.

RESOLVED

that the report be noted.

### **3/11 Broads Local Plan – Preferred Options (September) Bite Size Pieces**

The Committee received a report introducing the fifth set of the topics/ Bite Size pieces of the Preferred Options version of the Broads Local Plan relating to draft policies for:

Appendix A: Residential Development within Development Boundaries  
Appendix B: DM Policies  
Appendix C: Economy  
Appendix D: Flood Risk  
Appendix E: Green Infrastructure  
Appendix F: Houseboats and Floating Buildings  
Appendix G: Housing Topic Paper  
Appendix H: Housing: OAN, affordable housing, housing for older people, second homes, self build  
Appendix I: Landscaping (Part of Design Policy (Landscaping Policy)  
No Appendix J  
Appendix K: Light Pollution and Dark Skies  
Appendix L: Local Green Space  
Appendix M: Peat  
Appendix N: Remaining sites specifics policies: ACL1, ACL2, CAN1, GTY1, TSA3  
Appendix O: Residential Mooring Nominations and Assessment and Policy  
Appendix P: Residential Moorings Policy  
No Appendix Q  
Appendix R: Settlement Fringe  
Appendix S: Sites from Issues and Options  
Appendix T: Soils  
Appendix U: Staithes  
Appendix V: Strategic Policies  
Appendix W: Strategic Sustainable Development Policy  
Appendix X: SuDS  
Appendix Y: Thorpe Island  
Appendix Z: Tourism

They considered each of these in turn. With regard to many policies, including Appendix C, Economy, the Authority would be using data from the Districts, especially as the Broads Authority's was quite unusual. The Tourism Strategy would be part of this.

Likewise in relation to Housing (Appendix G and H) this would need to be addressed in relation to the housing market with Waveney, Great Yarmouth and Central Norfolk. Members accepted the proposed approach.

It was noted that some of the proposed Policy papers were holding papers. It was noted that Appendix U on Staithes may be amended in light of the final version of the report by Professor Williamson, particularly in the context of

rights of access. Members requested that they be provided with the final report on staithes when available.

It was noted that these policies did not necessarily represent the final text or approach but were part of its developments prior to the final version being presented to Planning Committee in November 2016. They would be subject to further consultation prior to the final version being submitted.

Members thanked the Planning Policy Officer and other colleagues for the thorough work being undertaken.

**RESOLVED**

- (i) that the report be noted; and
- (ii) that the topics inform the draft policy approach in the Preferred Options for the Broads Local Plan.

### **3/12 Heritage Asset Review Group HARG – 19 August 2016**

The Committee received the notes of the meeting of the Heritage Asset Review Group held on 19 August 2016, particularly noting the topic on the Staithes Research Paper referred to in Minute 3/11 above.

**RESOLVED**

that the report be noted.

### **3/13 Appeals to Secretary of State Update**

The Committee received a report on the appeals to the Secretary of State against the Authority's decisions since 1 April 2016.

**RESOLVED**

that the report be noted.

### **3/14 Decisions Made by Officers under Delegated Powers**

The Committee received a schedule of decisions made by officers under delegated powers from 3 August 2016 to 2 September 2016.

**RESOLVED**

that the report be noted.

### **3/15 Date of Next Meeting**

The next meeting of the Planning Committee would be held on Friday 14 October 2016 starting at 10.00 am at Yare House, 62- 64 Thorpe Road, Norwich. This would be followed by a Members' briefing session.

The meeting concluded at 13.05 pm

CHAIRMAN

## Code of Conduct for Members

### Declaration of Interests

**Committee:**           **Planning Committee**

**Date of Meeting:**   16 September 2016

<b>Name</b>	<b>Agenda/ Minute No(s)</b>	<b>Nature of Interest (Please describe the nature of the interest)</b>
Haydn Thirtle		None
Bill Dickson		Toll Payer, Private owner of property within Broad, Chairman of Local Residents Association.
Jacquie Burgess	3/8(1)	Toll Payer and Member of Norfolk Broad Yacht Club
Peter Dixon	3/8(1)	Toll Payer Member of Norfolk Broad Yacht Club, Member of Navigation Committee.
Gail Harris		Director of Whitlingham Charitable Trust



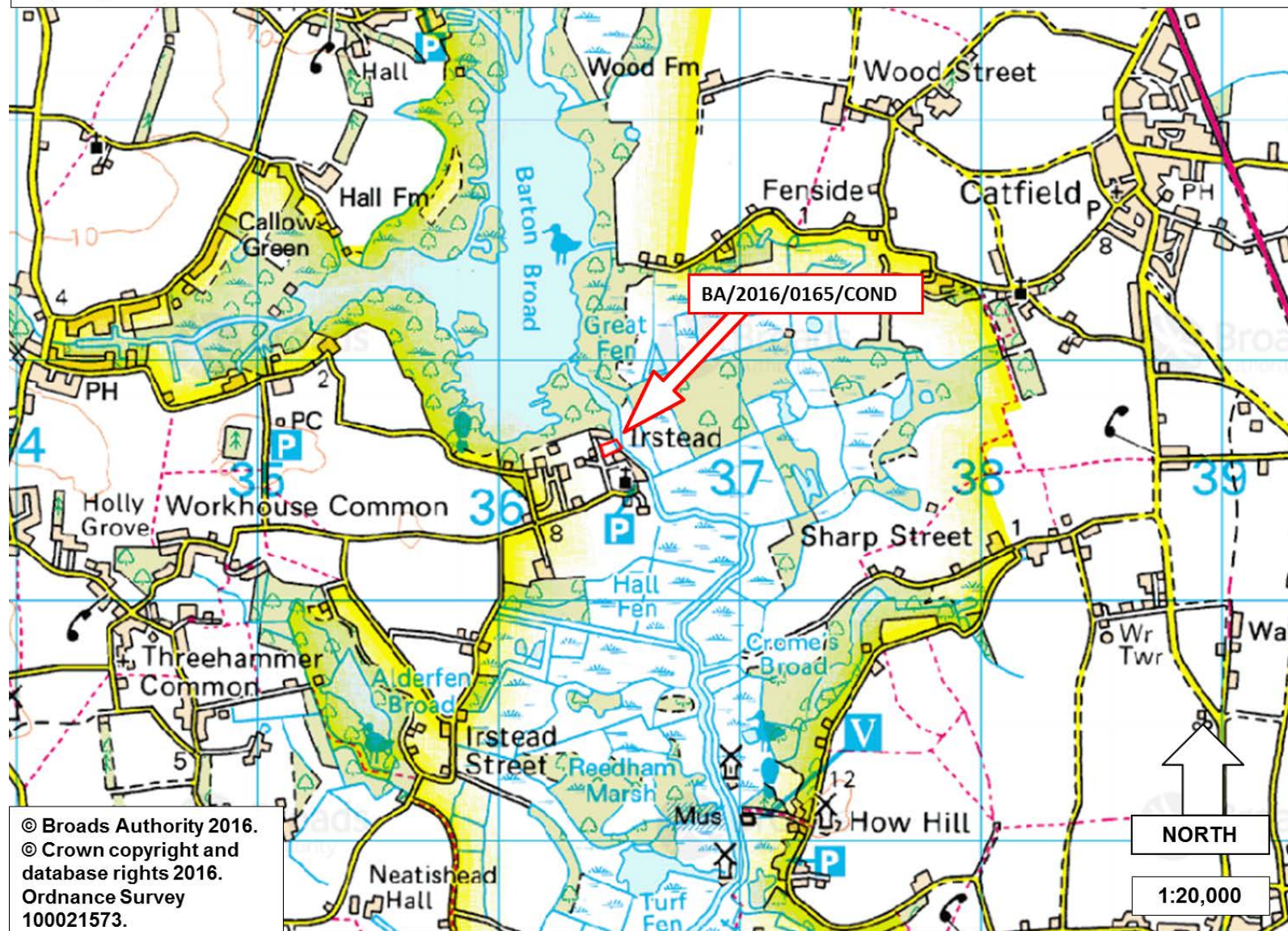
**Reference:**

BA/2016/0165/COND

**Location**

The Ice House, The Shoal, Irstead

BA/2016/0165/COND - Ice House, The Shoal, Irstead, NR12 8XS



## **Application for Determination**

<b>Parish</b>	Barton Turf and Irstead
<b>Reference</b>	BA/2016/0165/COND <b>Target date</b> 30 June 2016
<b>Location</b>	Ice House, The Shoal, Irstead
<b>Proposal</b>	Retrospective variation of condition 2 of pp BA/2013/0208/FUL to change the materials required for the windows and external cladding to gables and amend the elevations
<b>Applicant</b>	Mr and Mrs Andrew Lodge
<b>Recommendation</b>	Approve subject to conditions and Section 106 agreement
<b>Reason for referral to Committee</b>	Departure from development plan

## **1 Background**

- 1.1 A report was prepared for the 16 September 2016 Planning Committee meeting recommending approval of this application as a departure from the development plan and subject to conditions and a Section 106 agreement. The full report is attached at Appendix A.
- 1.2 Having considered the representations made on behalf of the applicant and from the District Member at that meeting, Members resolved to defer determining the application to enable further clarification on the proposal and the applicant's intentions to be obtained.

## **2 Update**

- 2.1 Since the September Planning Committee, the applicant's agent has submitted the following statement:

*"I have now spoken with Mr Lodge and confirm that whilst he is aggrieved that any remedial work is necessary at all to the holiday cottage, for the reasons given in previous correspondence, he is prepared to take the following action in order to bring the matter to a close.*

1. *It is proposed to replace the cladding with waney edged larch to the gables and timber shiplap to the dormers, as set out in the current application, as detailed to Members in the Committee report as*

*presented it to Members at the last meeting. The windows and doors would be retained in their current form and materials.*

2. *It is acknowledged that the recommendation for this proposal is for approval and trusts members will agree with the recommendation.*
3. *Mr Lodge is committed to this proposal and would implement this permission, should the application be approved.*
4. *Mr Lodge will replace the cladding in accordance with a timescale agreed with the Authority. Due to the financial implications and the need to implement phase 2 of the Ice House refurbishment, whilst he and his wife move into the holiday cottage on a temporary basis, Mr Lodge would require a reasonable timescale in order to complete the replacement cladding. I would suggest a timescale of 24 months would be more appropriate.*

*I trust this is sufficient for you to re present your report to the planning committee at the next meeting with the recommendation of approval.”*

- 2.2 Members should note that from 1<sup>st</sup> October the Housing and Planning Act 2016 requires that the provisions of the Neighbourhood Plan be detailed in a report to Planning Committee. There is no neighbourhood plan in force for the area for the application site

### **3 Conclusion and Recommendations**

- 3.1 There has been no change in circumstances since the application was last considered and the above statement confirms the applicant's proposal is that which was presented to Members at the September meeting and offers clarity on the applicant's intentions.
- 3.2 Officers remain of the opinion that 12 months is an appropriate and reasonable timescale for the replacement of the cladding but Members may wish to consider the request for 24 months.
- 3.3 The recommendation therefore remains as previously.

Approve subject to conditions and Section 106 agreement:

- (i) Time limit
- (ii) In accordance with amended plans
- (iii) Cladding to be replaced within one year
- (iv) Holiday dwelling to be retained with bricks and tiles as agreed
- (v) Landscaping scheme retained as agreed
- (vi) Replace any damaged or diseased planting
- (vii) Biodiversity enhancements to be retained
- (viii) Holiday accommodation only
- (ix) Parking and turning area

### **8 Reason for recommendation**

The proposal is considered to be acceptable as a departure from Policy DP4 of the adopted Development Management Policies (2011) as, nonetheless, it would achieve the aim of conserving a heritage asset in accordance with Policy DP5 of the Development Management Policies (2011), Policies CS1 and CS5 of the adopted Core Strategy (2007) and the National Planning Policy Framework (2012) which is a material consideration in the determination of this application.

List of Appendices:

Appendix A – Report to September Planning Committee

Background papers: Application File BA/2016/0165/COND

Author: Maria Hammond

Date of Report: 29 September 2016

## **Application for Determination**

<b>Parish</b>	Barton Turf and Irstead		
<b>Reference</b>	BA/2016/0165/COND	<b>Target date</b>	30 June 2016
<b>Location</b>	Ice House, The Shoal, Irstead		
<b>Proposal</b>	Retrospective variation of condition 2 of pp BA/2013/0208/FUL to change the materials required for the windows and external cladding to gables and amend the elevations		
<b>Applicant</b>	Mr and Mrs Andrew Lodge		
<b>Recommendation</b>	Approve subject to conditions and Section 106 agreement		
<b>Reason for referral to Committee</b>	Departure from development plan		

## **1 Description of Site and Proposals**

- 1.1 The application site consists of a dwellinghouse with holiday dwelling in the curtilage at Ice House, The Shoal, Irstead. The Shoal is a private road running north of Shoals Road which gives access to a number of dwellings along its eastern side that enjoy an open aspect to the River Ant to the east.
- 1.2 The dwelling sits immediately adjacent to the river to the east of the large plot and is two storey, incorporating a boatshed on the ground floor. It is thatched and timber framed.
- 1.3 In 2014, planning permission was granted for the erection of a holiday dwelling in the curtilage as enabling development to fund the restoration of dwelling which was in a poor state of repair (BA/2013/0208/FUL). It was recognised that the dwelling is a fine example of a traditional Broads riverside property and it was identified as a non-designated heritage asset. Planning permission was granted as a departure from policy as this is a location where new holiday accommodation would not normally be permitted, however it was considered on balance that the benefits to the dwelling of this enabling development would outweigh the disbenefits. A Section 106 agreement was used to secure a scheme of structural and other repair work to the dwelling tied to the timing of the implementation of the holiday dwelling scheme.

- 1.4 The above permission has been implemented and work to the main dwelling is progressing. The holiday dwelling has been constructed following the completion of the first phase of approved restoration works to the main dwelling, this is in accordance with the scheme required by the Section 106 agreement and the restoration work has been completed to a high standard. It is the holiday dwelling which is the subject of this application.
- 1.5 The planning permission for the holiday dwelling included the use of timber windows and timber boarding as identified in the submitted plans and documents. Condition 2 of the permission requires the development to be carried out in accordance with these plans and documents. A routine condition monitoring visit identified that this had not been the case and the holiday dwelling has been constructed with wood effect UPVC windows and fibre cement boarding.
- 1.6 This application seeks to vary condition 2 to apply to amended plans which propose the retention of the UPVC windows. Following negotiations, it is proposed to replace the existing unauthorised fibre cement boarding on the gables with waney edged timber boarding and on the porch and dormer windows this would be replaced with timber shiplap boarding. It is proposed to carry out the replacement of the boarding within 18-24 months of any permission being granted.
- 1.7 The application states that the intention was for the holiday dwelling to be as low maintenance as possible to steer money into the refurbishment of the dwelling. It is stated that the cost of removing and replacing the windows in the holiday cottage would place a financial burden on the applicant which would effectively put the refurbishment of the dwelling on hold. Quotes have been submitted which indicate it would cost over £50,000 to remove and replace the incorrect windows and cladding and that this would have the effect of postponing repairs to the external cladding of the main dwelling and lead to the existing inappropriate and failing windows in this building to be retained.
- 1.8 It is also proposed to retain amendments to the elevations. These include the amended siting of two dormer windows and provision of a rooflight and suntube on the principle west elevation and a rooflight on the south elevation.
- 1.9 Since the determination of the 2013 application, the main dwelling has been formally recognised as a non-designated heritage asset by inclusion on the Authority's Local List.

## **2 Site History**

BA/2013/0208/FUL - Erection of holiday dwelling within curtilage of Icehouse Dyke to enable refurbishment of main dwelling - Approved subject to conditions and Section 106 agreement.

### **3 Consultation**

Broads Society – No objections.

Parish Council - No objections.

District Member – This application can be determined by the Head of Planning.

### **4 Representations**

4.1 None received.

### **5 Policies**

5.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application. [NPPF](#)

[Core Strategy Adopted September 2007 pdf](#)

CS1 - Landscape protection and enhancement

CS5 - Historic and Cultural Environments

DP4 - Design

5.2 The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

[DEVELOPMENTPLANDOCUMENT](#)

DP5 - Historic Environment

### **6 Assessment**

6.1 The key considerations in the determination of this application are the acceptability of the materials, the impact on the setting of the non-designated asset and the consequences for the restoration of this.

6.2 In the Planning Committee report (November 2013) recommending approval of the holiday dwelling, it was noted "*In terms of detailed design, the simple design of the property and use of a palette of materials which complements, but does not attempt to mimic, the host dwelling is acceptable... the quality of these materials is crucial to the acceptability of the proposal*".



- 6.3 Development Management Policy DP4 requires all new development to be of high design quality and to integrate effectively with its surroundings, reinforce local distinctiveness and landscape character, and to preserve or enhance cultural heritage. In respect of the detailed design and materials, criterion (f) of this policy requires these to be high quality, appropriate to the context and sustainable.
- 6.4 Whilst no detailed proposals for the timber windows and timber boarding were submitted, the use of timber was considered appropriately high quality in accordance with Policy DP4 and to protect the heritage asset of the main dwelling in accordance with Policy DP5.
- 6.5 Replacement of the fibre cement boarding with timber boarding is welcomed as this would restore this element of the development to as originally approved. The fibre cement boarding is considered to adversely affect the appearance of the dwelling with its imitation timber finish that is uniform, will not weather and is different in colour and texture to both the timber fascias and UPVC windows. The three gables are large, prominent areas on the building where the incongruity of this material is most apparent, including in views from the river. The cladding is the most unacceptable element of the development and retention of it would be contrary to Policies DP4 and DP5.
- 6.6 The use of waney edged larch to the three large gables would reference the main dwelling and is a traditional Broads material, thus reinforcing local distinctiveness. It is not considered an attempt to mimic the main dwelling and nor would it detract from it and it is considered an improvement and preferable to shiplap on these large areas of the holiday dwelling. Timber shiplap is considered appropriate for the smaller areas around the dormers and on the porch. The shiplap and waney edge boarding are considered to be high quality materials appropriate to the context which will complement the design of the holiday dwelling and, as intended, the setting of the main dwelling. This aspect of the proposal is therefore considered acceptable in accordance with Policies DP4 and DP5. It is considered necessary to require the replacement of the unauthorised boarding within an appropriate timescale by condition and it is noted that 18 months to two years has been requested. However, in order to regularise the development and achieve a significant improvement in the appearance of the development, one year from the date of the decision is considered more appropriate.
- 6.7 The amendments to the elevations are relatively minor and whilst it would be preferable to minimise the use of rooflights and suntubes, it is not considered the overall design or appearance is significantly adversely affected and nor is the setting of the heritage asset. This aspect of the proposal is also considered acceptable in accordance with Policies DP4 and DP5.
- 6.8 The remaining proposal to consider is the retention of the wood effect UPVC windows. UPVC windows are generally resisted in the Broads as they are not traditional and are a more urban and suburban feature. They

lack the fineness of detail of timber, often having bulky frames which are much larger in profile and the finish is flat and uniform and does not soften and weather in appearance over time. The sustainability credentials are also poor in terms of manufacture and disposal and they cannot be repaired as easily as timber, potentially reducing the lifespan. Products do vary in quality however and it is necessary to consider each proposal on a case by case basis and in relation to Policy DP4.

- 6.9 In this case, the wood effect windows and doors which have been used are not considered to be of such a design or finish that overcomes the general presumption against UPVC. They are not considered to be the high quality, locally distinct material that Policy DP4 seeks to achieve generally nor the high quality material that it was considered necessary to secure the use of to complement the host dwelling when allowing this exceptional development.
- 6.10 Furthermore, it is considered these windows have an adverse impact on the setting of the heritage asset although it must be noted that this is relatively minor in terms of the level of harm and affects only the setting and not the asset itself. In respect of paragraph 135 of the National Planning Policy Framework and Policy DP5, taking a balanced view, the impact on the heritage asset is not unacceptable. In design terms, however, the windows and doors cannot be considered to comply with Policy DP4 and are unacceptable.
- 6.11 Whilst the proposal is contrary to development plan Policy DP4, it is necessary to consider whether there are any other material considerations which weigh in its favour. In this context it is necessary to remember that the holiday cottage was allowed as a departure from the development plan as it was a means to provide funds which were not otherwise available to support the restoration of the main dwelling. This is proving successful as, now the holiday dwelling has been constructed, the applicant has been able to borrow against it and the rethatching of the main dwelling has been completed ahead of schedule.
- 6.12 The application contends that the cost of replacing the windows with appropriate, high quality timber windows would be significant and that it would divert money from the restoration of the main dwelling, compromising the work which was considered necessary to safeguard the future of the heritage asset. The costings that have been presented are itemised and considered realistic. Such cost implications would not normally be a material consideration, however given the reasons for permitting the original development this is a consideration here and the argument presented is considered to be a compelling one that requires careful attention.
- 6.13 It is necessary to consider whether the benefits to the holiday cottage and setting of the main dwelling of requiring the replacement of the UPVC windows with more appropriate windows would be so significant as to outweigh the delays and reduced scale of restoration to the main dwelling;

a heritage asset. This heritage asset sits in a prominent position on the bank on the River Ant and is something of a landmark building, being a familiar feature which makes a positive contribution to the riverscene locally and built heritage of the Broads more widely. The holiday dwelling sits to the rear of the site and, whilst visible from the river, it is less prominent and thus subservient in appearance to the main dwelling. As approved, with timber cladding and windows, the holiday dwelling would have made its own positive contribution to the Broads landscape. This contribution is lessened by virtue of the UPVC windows and doors which have been used.

- 6.14 In respect of heritage assets, the National Planning Policy Framework at paragraph 131 advises that account should be taken of:
- the desirability of sustaining and enhancing the significance of heritage assets...
  - the positive contribution that conservation of heritage assets can make to sustainable communities...
  - the desirability of new development making a positive contribution to local character and distinctiveness.
- 6.15 Whilst the positive contribution the new holiday dwelling makes to local character and distinctiveness is undermined by the retention of the UPVC windows, it is considered that, in this case and on balance, greater weight should be given to the conservation and enhancement of the heritage asset. The improvement that could result from the replacement of the windows must be weighed against the potentially negative impact on the finances available for the conservation and enhancement of the main dwelling and on this basis it is considered that the latter is a material consideration which outweighs the conflict with the development plan. This is a finely balanced judgement made in light of the specific context of this development, the facts of the matter and the information which has been presented. It is not considered that allowing the retention of the windows and doors would set an undesirable precedent nor undermine the objectives of Policy DP4 or the development plan more generally as this is a considered response to a unique set of circumstances.

## **7 Conclusion**

- 7.1 This application seeks to regularise amendments to a development which is largely complete and that was allowed as a departure from the development plan in order to secure the restoration of a non-designated heritage asset. The amendments to the elevations are considered minor and acceptable and the replacement of the unauthorised boarding with high quality, locally distinct timber cladding is welcomed
- 7.2 The proposal to retain the UPVC windows and doors cannot be considered acceptable in accordance with Policy DP4. However, in the particular circumstances of this case it is considered that greater weight should be given to the conservation of the heritage asset and requiring the replacement of the windows and doors would put this at risk. On balance, it is considered that the

proposal to retain the existing windows and doors can be allowed in the interests of securing the complete restoration of the main dwelling.

- 7.3 The proposal is therefore recommended for approval as a departure from the development plan. It is necessary to advertise/readvertise/publicise the proposal as such.
- 7.4 This application proposes varying condition 2 of the original permission and should it be approved it shall be necessary to repeat all other conditions from the original permission, amended to reflect that the pre-commencement conditions have been discharged. It shall also be necessary to vary the section 106 agreement that the original permission was subject to, to reflect the new permission that would be granted.

## **8 Recommendation**

- 8.1 Approve subject to conditions and Section 106 agreement:

- (i) Time limit
- (ii) In accordance with amended plans
- (iii) Cladding to be replaced within one year
- (iv) Holiday dwelling to be retained with bricks and tiles as agreed
- (v) Landscaping scheme retained as agreed
- (vi) Replace any damaged or diseased planting
- (vii) Biodiversity enhancements to be retained
- (viii) Holiday accommodation only
- (ix) Parking and turning area

## **9 Reason for Recommendation**

- 9.1 The proposal is considered to be acceptable as a departure from Policy DP4 of the adopted Development Management Policies (2011) as, nonetheless, it would achieve the aim of conserving a heritage asset in accordance with Policy DP5 of the Development Management Policies (2011), Policies CS1 and CS5 of the adopted Core Strategy (2007) and the National Planning Policy Framework (2012) which is a material consideration in the determination of this application.

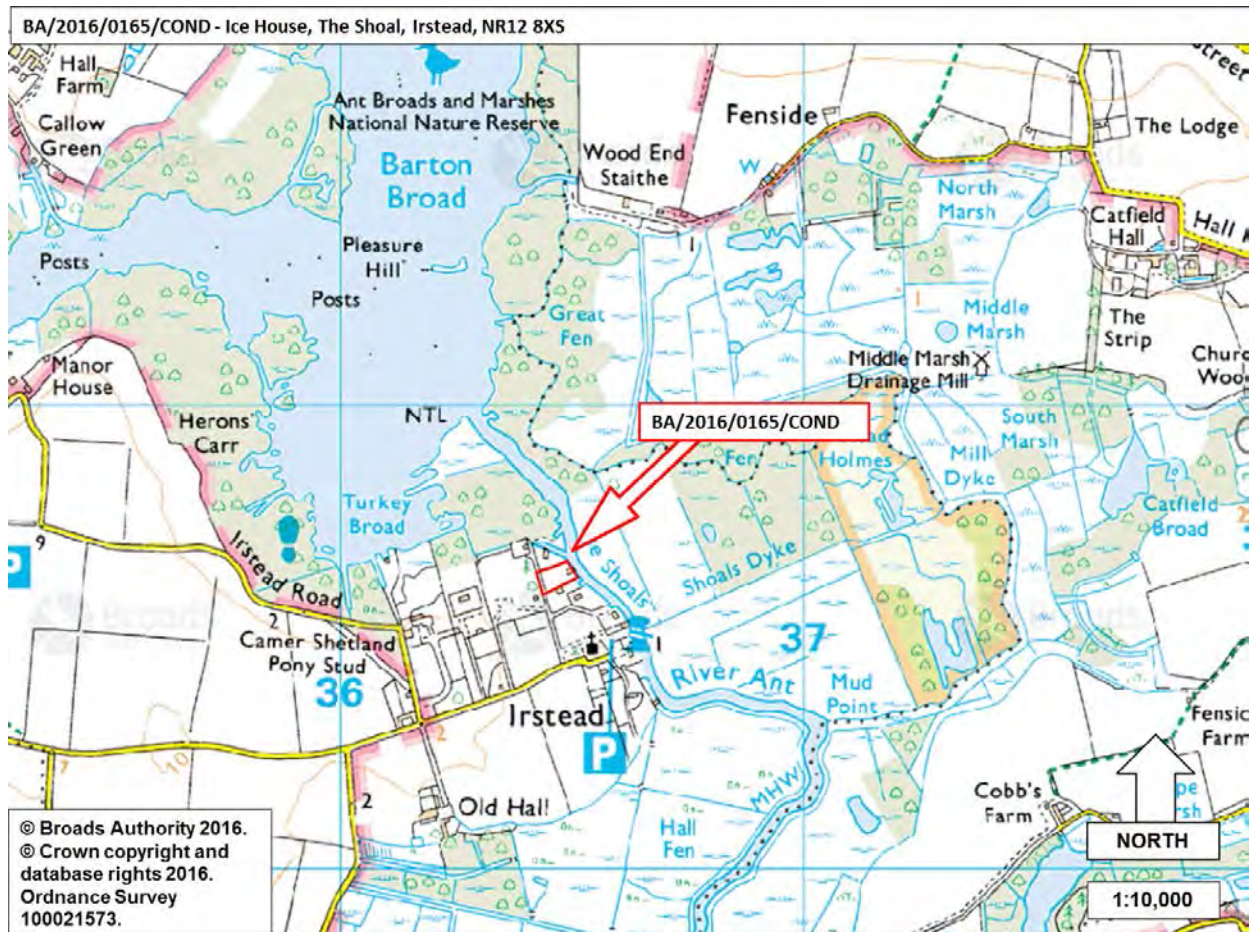
Background papers: Application File BA/2016/0165/COND and BA/2013/0208/FUL

Author: Maria Hammond

Date of Report: 30 August 2016

List of Appendices: APPENDIX 1 – Location Plan

## APPENDIX 1



**Reference:**

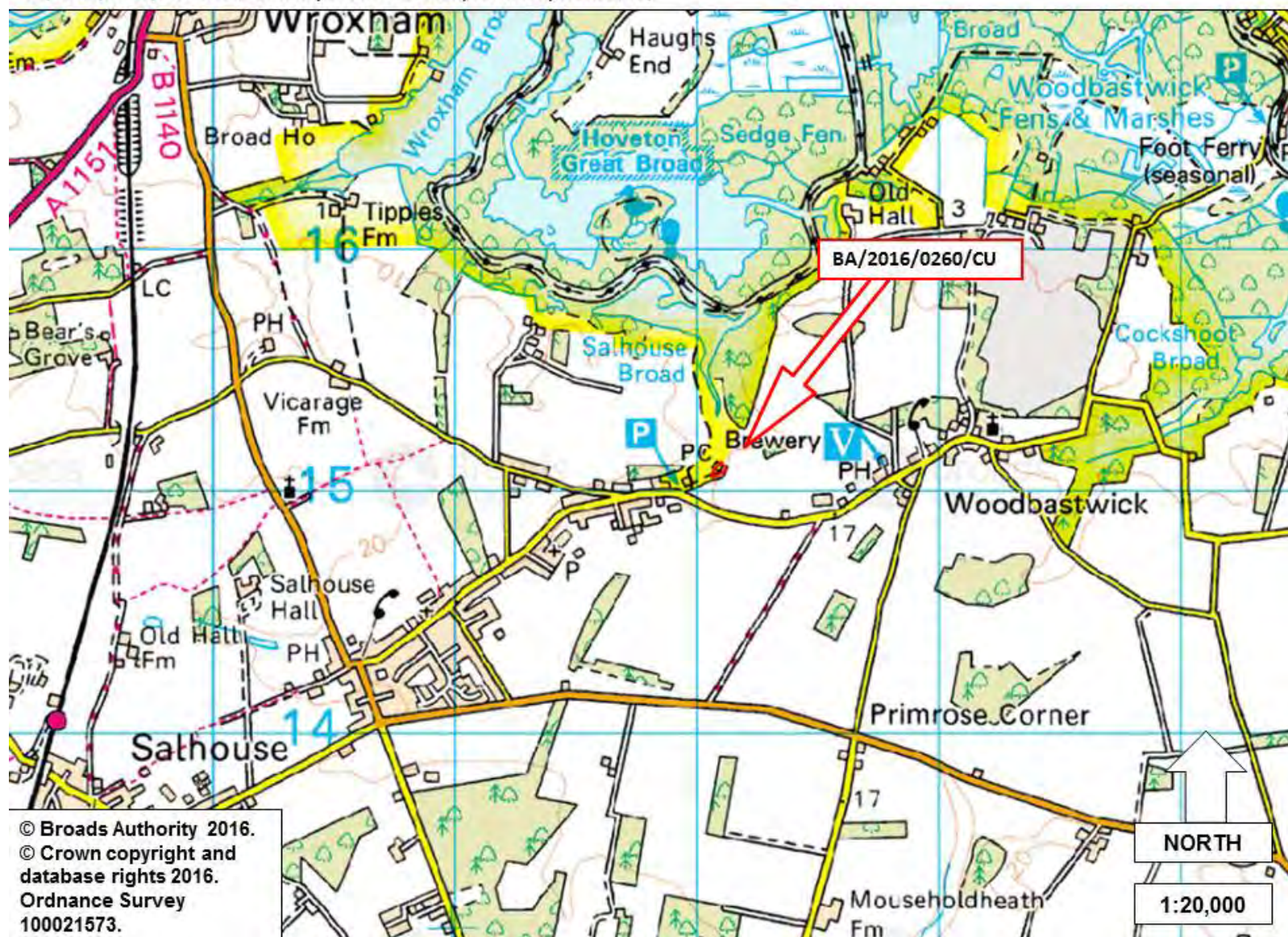
BA/2016/0260/CU

**Location**

39 Slad Lane, Woodbastwick



BA/2016/0260/CU - 39 Slad Lane, Woodbastwick, Norwich, NR13 6HQ



## **Application for Determination**

<b>Parish</b>	Woodbastwick		
<b>Reference</b>	BA/2016/0260/CU	<b>Target date</b>	3 October 2016
<b>Location</b>	39 Slad Lane, Woodbastwick		
<b>Proposal</b>	Change of use of ground floor cottage to tea room (class A3).		
<b>Applicant</b>	Woodbastwick Estate		
<b>Recommendation</b>	Approval subject to conditions		
<b>Reason for referral to Committee</b>	Third party objections		

### **1 Description of Site and Proposals**

- 1.1 The application site is a dwelling at 39 Slad Lane, Woodbastwick. Despite the Woodbastwick address and being within the parish of Woodbastwick, the site may better be understood as being immediately east of Salhouse Broad car park and where Lower Street, Salhouse becomes Slad Lane, Woodbastwick. Development in Salhouse is largely concentrated along Lower Street and facilities include The Bell Inn public house at the western end of the village and two cafes, Prima Rosa and Radleys, further east along the road. Radleys also incorporates the village Post Office and both cafes also have retail components. A further public house exists outside the main settlement on Norwich Road and there is a café at the Garden Centre on Honeycombe Road. The car park to the Broad lies at the eastern extent of the village and beyond this and the application site, the predominant land use is agricultural towards Woodbastwick to the east.
- 1.2 The two storey dwelling is constructed of red brick with a thatched roof and a large corrugated metal garage stands on higher ground to the northeast. The dwelling is accessed by a long unsurfaced driveway from the road adjacent to the car park and the drive sweeps in a northeasterly direction following changes in ground level down from the road and then up again towards the dwelling. The mid nineteenth century dwelling sits in a roughly triangular shaped area of curtilage that rises both northwards and eastwards. It is largely laid to lawn with a mature boundary hedge to the west and pockets of other domestic planting. The site is outside any development boundary, in flood risk zone 1 and within the Salhouse Conservation Area.



- 1.3 The application proposes changing the use of the ground floor of the dwelling to a tea room. This would require external alterations with a window changing to a doorway on the front (southwest) elevation, a doorway to a window on the southeast elevation and a new window on a lean to on the rear elevation. New double doors on the northwest elevation would open onto steps leading down to the lower garden level. New doors and windows would be in timber to match those existing on the front elevation. A new ramp would also be provided across the front elevation. External seating would be provided on the existing lawn and a small area of gravel that would be set in a grid material to provide a level area accessed off a new path in the same surface finish that would sweep around from the existing driveway.
- 1.4 A gate currently encloses the garden area from the longer driveway and adjacent to this gate, on the eastern side, a disabled parking bay would be provided. 12 further parking spaces would be provided in an area where this is currently hardstanding on the eastern side of the driveway approximately 80 metres from the road. This hardstanding would be replaced with a larger area of gravel in a grid material. The first five metres of the driveway from the highway would be resurfaced with a bound material.
- 1.5 Internally, the existing ground floor layout would be adapted so the new door on the front elevation would access the stairs to the first floor accommodation. This would provide one bedroom, bathroom, kitchen and living room and be a self-contained flat above the tea room. The ground floor arrangement of separate rooms would largely be retained to provide seating areas for the tea rooms, with a kitchen provided in an existing room to the rear.
- 1.6 The applicant proposes opening the tea room 0800 to 1900 each day, year round. It is proposed to provide an additional facility for visitors to Salhouse Broad and the campsite there. An existing private path connects the site to the Broad boardwalk.

## **2 Site History**

None

## **3 Consultation**

Woodbastwick Parish Council –The council objects to the proposals for the following reasons:

1. There are already three tea shops in Salhouse and two in Ranworth so there is no real need for an additional one.
2. Access to the proposed new tea shop is poor.
3. The proposal is a contravention of the Broads Authority policy of protecting existing businesses.
4. One of the existing tea shops is located in the village shop and post office in Salhouse and any impact on the tea shop business would threaten the continuation of the post office, which is extensively used by Woodbastwick residents.

5. There are already parking issues at the Salhouse Broad car park and this development could increase those and impact on the surrounding road network, which comprises small country lanes.

Broads Society – No objections.

District Member – No response

Salhouse Parish Council – Objects for the reason that it contravenes policies in your Core Strategy.

1 New business is always welcome in the area but there appears to be a conflict with your Development Policy and the particular business referred to in the application. We draw attention to Core Strategy CS11, Policy DP14, (e) which protects against the loss of existing tourism support services. We note that the policy will not support tourist development where there is a possible loss of existing services. The close proximity of the application to the boundary between Salhouse and Woodbastwick affects Salhouse to a high degree. Salhouse Village is already well served with a tea room/coffee shop called Prima Rosa and also another tea room/Post Office called Radleys. The Post Office part of Radleys, in particular, is a valuable service to the villages of Salhouse and Woodbastwick and another tearoom in the locale could threaten the existence of the Post Office.

DP14 (e) Reasoned Justification 4.16.

2. Core Strategy Policy CS11 directs tourism and recreational development to appropriate locations having the necessary infrastructure. The location of this application is not well served with appropriate infrastructure to support it. Salhouse Broad is a highly valued part of the Norfolk landscape and is noted for its tranquillity and natural beauty. Further development of this type could compromise the reason the Broad attracts tourism.

DP11 (c) Reasoned Justification 4.5

DP14 (c) Reasoned Justification 4.18

3. DP27 (c) requires an assessment to demonstrate a need for the facility to support the viability of a community. The application has not demonstrated a need nor will it support social viability as it is too remote from other social facilities.

DP27 (e) requires that the location will not have an unacceptable impact on the character of the landscape. The application will turn a residential property with low traffic movements into a much higher level of vehicle movements thereby impacting the landscape.

DP27 (f) requires that the facility be in a sustainable location and accessible by a choice of transport modes. The sole mode of transport direct to the location is by vehicle. Public transport by bus is approximately ¾ of a mile away and a train station is approximately 2 miles away. This cannot be considered an accessible choice of transport. Core Strategy policy CS19

Reasoned Justification 5.56 recognises that existing community facilities need protection and we consider that the application is a threat to the continued existence of Radleys tea room/Post Office.

4. DP21 (g) The application will not enhance, maintain, restore or add to biodiversity.

5. Salhouse Parish Council have a concern that access to/from the highway as indicated on the application together with the existing and adjacent car park will create a highway hazard due to increased traffic volumes. We note that the application plan indicates accommodation for 36 covers. This will entail a requirement of up to 18 car parking spaces. The application building is at the end of a single track, unsurfaced, farming type lane providing minimal parking.

The existing car park servicing Salhouse Broad is already very congested and the lack of sufficient parking at the application site will create further congestion at the existing car park.

DP11 (a), (c), and also DP21 (f) Reasoned Justification 5.25

"Regard will be given to the cumulative impacts of tourism and recreation proposals on landscape character, nature conservation value and local transport movements." (Policy DP14)

6. This application would normally be welcomed if it were in a different location. These types of businesses should be nearer to the centre of either Woodbastwick or Salhouse Villages where they are in a more sustainable location and can form part of a core facility giving a cohesive service to tourism.

DP14 (e) Reasoned Justification 4.18.

Highways Authority – In principle I do not have an objection. I am aware this site is well used and that the present car park is restrictive in size/layout and that parking may occasionally overspill onto the highway. The proposed tea rooms appear to have a direct pedestrian link from the path through the Broads and customers may leave their cars on the Broad car park for longer periods of time resulting in a reduction in parking turnover and therefore an increased likelihood of displacement of parking in the highway network. The attraction of the tea rooms could also give rise to conditions detrimental to highway safety if parking is not available specifically for the tea rooms. Parking standards for a development of this size would require 13 spaces in accordance with current standards. It may be prudent to provide a sign of an appropriate nature at the highway access indicating that there is parking available for the tea rooms. The surface of the access immediately adjoining the access is not acceptable given the proposed use and increased traffic movements. The access should be improved and resurfaced with a bound material. Amended plans should be submitted.

## **Representations**

A total of 91 representations have been received, one states they have no objection but cites concerns, the other 90 object to the proposal. Four of these

gave no legible name and cannot be taken into account. These are four of 70 identical letters signed by individuals and this was arranged by the owners of Prima Rosa and submitted by them along with a letter each from the two owners and an employee. Two further identical letters were submitted directly by individuals. The identical letters make reference to Radleys and the owner of Radleys has advised that she has not given consent for her business to be referenced in these representations.

Of the 18 other representations, 8 do not raise material planning considerations, citing only competition to the existing local businesses as their objection. One representation is from the county councillor for the area. Another is from Broadland District Council's Economic Development Officer questioning the viability of the proposed business, raising concerns about the impact on the existing businesses and querying the need for an additional café in this location. These are not material planning considerations.

The material planning considerations which are raised in the representations relate to parking and highway safety, noise, impact on wildlife and the setting in the Conservation Area. The identical letters cite conflicts with Policies DP11, DP14, DP21 and DP27.

## **4 Policies**

- 4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[Core Strategy Adopted September 2007 pdf](#)

[DEVELOPMENTPLANDOCUMENT](#) and [NPPF](#)

CS1 – Landscape protection and enhancement  
CS5 – Historic and Cultural Environments  
CS9 – Sustainable Tourism  
CS11 – Sustainable Tourism  
DP4 – Design  
DP11 – Access on Land

- 4.2 The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

CS18 – Rural Sustainability  
DP5 – Historic Environment  
DP14 – General Location of Sustainable Tourism and Recreation  
Development  
DP28 – Amenity

#### 4.3 Neighbourhood Plans

There is no neighbourhood plan in force for the area for the application site

### 5 **Assessment**

#### Principle

- 5.1 The application proposes a new tea room and it is presented primarily as a tourist facility for visitors to Salhouse Broad. The principle of the proposal must be considered against Policy DP14 which sets out the considerations for the location of new sustainable tourism development.
- 5.2 Policy DP14 is a two-part policy which states that the preference is for new tourism development to be located within or adjacent to a development boundary or closely associated with an existing tourism or other site. The application site is outside a development boundary but immediately adjacent to Salhouse Broad. Whilst this is not a site of organised tourism or recreation, there is the campsite which has opened in recent years (outside the Broads Authority area), canoe hire, moorings and a ferry to the Hoveton Great Broad Nature Trail. Salhouse Broad is a popular destination for walkers, cyclists and boat users and in relation to Policy DP14, the application site can be considered to be closely associated with an existing tourism site by means of physical proximity and connection (and also land ownership). The principle of the proposal is therefore acceptable in accordance with Policy DP14.
- 5.3 It is appreciated that there has been a significant amount of local interest in this proposal, specifically the principle of opening a new tea room here. The representations which refer to Policy DP14 identify the second part of the policy which provides criteria for the consideration of tourism proposals which are neither within or adjacent to a development nor closely associated with an existing tourism site. Given the compliance with the first part of the policy, it is not necessary to make an assessment against these criteria. However it is appreciated that there are significant concerns about the economic impact the proposal may have on the two existing cafes in the village, sited approximately 700 metres east along Lower Street. The number and tone of representations received demonstrate that the two existing cafes are popular and valued local facilities and it is pleasing that the village benefits from such economic and community vitality.
- 5.4 Policy DP14 is consistent with paragraph 28 of the National Planning Policy Framework which seeks to support sustainable rural tourism that benefits businesses, communities and visitors and respects the character of the countryside. This paragraph goes on to encourage the promotion of the retention and development of local services and community facilities in villages, such as local shops and meeting places. The matter of competition between businesses is not a material planning consideration and cannot be taken into account in the determination of this application. Development plan policies do seek to support the retention and

development of existing community and visitor facilities and services and were an application made proposing the loss of an existing service such as a local shop and Post Office, it would require very careful consideration. However, the planning system cannot control the success of the proposed new business nor any impact (positive or negative) it may have on similar local businesses and any suggestion that approval of the proposed tea room may lead to the decline or closure of one or both existing cafes in the village is speculation at best and beyond what can be considered in the determination of this application.

- 5.5 Were this site not associated with an existing tourism site and it would be necessary to consider the principle against the second part of Policy DP14, an assessment against criterion (e) would be required. This criterion requires that new tourism development in the open countryside does not compromise existing facilities in more sustainable locations. Were it necessary to make this assessment, it would be noted that the existing cafes and pub are in more sustainable locations than the application site, being located within the main settlement and closer to Salhouse train station and with bus stops close by, however this is not a consideration here and the comment is made on an explanatory basis only in response to the objections received,
- 5.6 Furthermore, the consideration of 'compromising' existing facilities cannot include the economic viability of existing businesses but does take account of the overall need for these facilities and whether provision of a similar new facility in a less sustainable location would divert users to a less appropriate location with greater environmental impacts. Whilst it is not necessary for this proposal to comply with this part of the policy as it can be regarded as an appropriate and sustainable location having a close association with the existing tourism site of Salhouse Broad, it can be considered that the scale of the proposal and its relationship with Salhouse Broad would be such that it would not compromise the existing facilities within the village.
- 5.7 It is noted some representations raise DP27 as a relevant policy. This policy seeks to protect existing community, visitor and recreation facilities and sets criteria for the consideration of new development for local community uses and facilities. The reasoned justification of the policy identifies community facilities as shops, post offices, public houses, primary schools, etc. which provide essential services that contribute to the sustainability of communities. A tea room is not considered to be an essential community facility and this is not considered a relevant policy against which to assess this proposal.
- 5.8 Whilst the opposition to the proposed use and concerns about the impacts on the existing local businesses are appreciated, the assessment remains that the proposal is acceptable in principle and there are no material planning considerations which would justify a refusal of planning permission for a new tea room here. The retention of the first floor accommodation as a flat is also considered acceptable and it is not

considered reasonable or necessary for this to be linked to the use of the ground floor as a tea room.

#### Impacts of use

- 5.9 Whilst the proposed use is considered acceptable in principle, it is necessary to consider what impacts this may have. The majority of the representations received raise concerns about the provision of parking locally. The Broad car park is known to reach capacity and overspill with vehicles parking along the road. The Highways Authority are aware of this and note that the proximity of the proposed tea room may lead to visitors leaving their vehicle in the Broad car park while they visit the tea room, reducing turnover in the car park and increasing the likelihood of parking on the road. They have recommended 13 parking spaces are provided on site with appropriate signage and that the access point with the highway is resurfaced. Amended proposals have been submitted seeking to address these recommendations and the response of the Highways Authority is awaited.
- 5.10 With regards amenity, there are no neighbouring dwellings to be affected by the proposal. It is however appreciated the new use may result in more activity and noise than the existing dwelling would and use of the external seating and parking may be seen and heard from users of the Salhouse Broad boardwalk to the west. Any impact here would be transient as walkers or cyclists pass and views would be glimpsed through the tree cover which would also provide some buffer to the noise. It is not therefore considered the proposal would significantly affect the amenity of users of the boardwalk or surrounding area. It is considered necessary to condition the opening hours to those proposed in the interests of precision and ensuring it remains a daytime use and it is also considered necessary to remove permitted development for any future change of use. Subject to these conditions, the proposal can be considered acceptable in accordance with Policy DP28.
- 5.11 Representations have also raised concerns about the impact on ecology. The operational development is all within a domestic garden and the parking is where there is an existing hardstanding. It is not therefore considered this or the proposed use would result in any significant adverse impacts on ecology but there is an opportunity to enhance biodiversity and appropriate measures should be conditioned in accordance with Policy DP1.

#### Alterations to the dwelling

- 5.12 The existing dwelling is a characterful vernacular cottage set in a well maintained garden which has a rural domestic character. The cottage and its mature gardens are referred to in the Salhouse Conservation Area Appraisal. The proposed alterations to doors and windows would be in a style and material (timber) to match the existing and most would use existing or blocked up openings. Although these alterations are proposed to facilitate a new commercial use, it is considered they would be of high

quality and maintain the domestic cottage character. They are therefore considered acceptable in accordance with Policy DP4

#### Alterations within the site

- 5.13 The 12 parking spaces are proposed where there is an existing hardstanding and the replacement of the concrete surface with gravel is considered more appropriate. The disabled space, which provides the 13<sup>th</sup> space, would be sited closer to the dwelling but in proximity to trees and an Arboricultural Impact Assessment is to be submitted. The gravel surface to the path and small seating area and provision of the majority of external seating on the existing lawn is considered appropriate to maintain the informal, domestic character. The provision of a ramp is a necessary addition and subject to agreement on the materials of this, is considered acceptable. Subject to the conclusions of the Arboricultural Impact Assessment and details of materials, these alterations are considered acceptable.
- 5.14 Whilst use as a tea room and flat would not benefit from any permitted development rights, they would exist for new boundary treatments and subdivision of the site may be detrimental to the cottage and its setting so it is recommended these rights are removed on any permission granted.

#### Impact on Conservation Area

- 5.15 In isolation the alterations to the dwelling and within the site are considered broadly acceptable. Beyond the site boundaries the parking area would be seen from the road and there would be glimpsed views through the trees from the boardwalk. The boardwalk would also provide more distant glimpsed views of the cottage and external seating area. These views would be more apparent in the winter when there are no leaves on the trees, but this is also likely to be the time when the external seating is used least. The informal provision of the seating on the lawn would limit its visual impact (the proposal has been amended from raised terrace attached to the cottage) and the sight of parked cars is not considered significantly detrimental. It is not therefore considered the proposed use or operational development would result in any harm to loss of significance of the designated heritage asset of the Conservation Area and it is considered acceptable in accordance with Policies CS5 and DP5 and the National Planning Policy Framework in respect of heritage assets.

## **6 Conclusion**

- 6.1 The application proposes the change of use of the ground floor of an existing dwelling to a tea room, retaining the first floor as a flat. Given the proximity and link to the popular tourism site of Salhouse Broad, the provision of a complementary tourism facility here is considered acceptable in principle. It is appreciated that the village of Salhouse is well served with community and visitor facilities in the form of two existing cafes with associated retail elements and that the decline or loss of either of these would be regrettable. However, it is not the role of the planning system to manage competition



between businesses and any impact of the proposed new tea room, positive or negative, on the economic viability of any existing business is not a material planning consideration. Whilst the local interest in this application is understood, in planning terms the proposed use is considered acceptable in principle in accordance with Policy DP14.

- 6.2 The alterations to facilitate this change of use are considered to preserve the rural, domestic character of this cottage and it is not considered there would be any harm to the wider Conservation Area.
- 6.3 The acceptability of the proposal in terms of highways and the impact of trees is yet to be determined and the proposal is recommended for approval subject to satisfactory solutions in these respects.

## **7 Recommendation**

Approve subject to conditions:

- i. Standard time limit
- ii. In accordance with approved plans
- iii. Ground floor to be used as a tea room (A3) only.
- iv. First floor to be used as a flat (C3) only.
- v. Remove permitted development rights for change of use.
- vi. Opening times: 0800 to 1900, seven days a week
- vii. Provision of parking prior to first use
- viii. Materials of ramp to be approved
- ix. Provision of new surface to access prior to first use
- x. Provision of signage indicating availability of parking prior to first use

Plus any other highways or trees conditions as may be considered necessary.

## **8 Reason for recommendation**

Subject to the resolution of highways and trees matters, the proposal is considered to be acceptable in accordance with Policies CS1, CS5, CS9 and CS18 of the adopted Core Strategy (2007), Policies DP1, DP4, DP5, DP11, DP14 and DP28 of the adopted Development Management Policies (2011) and the National Planning Policy Framework (2012) which is also a material consideration in the determination of this application.

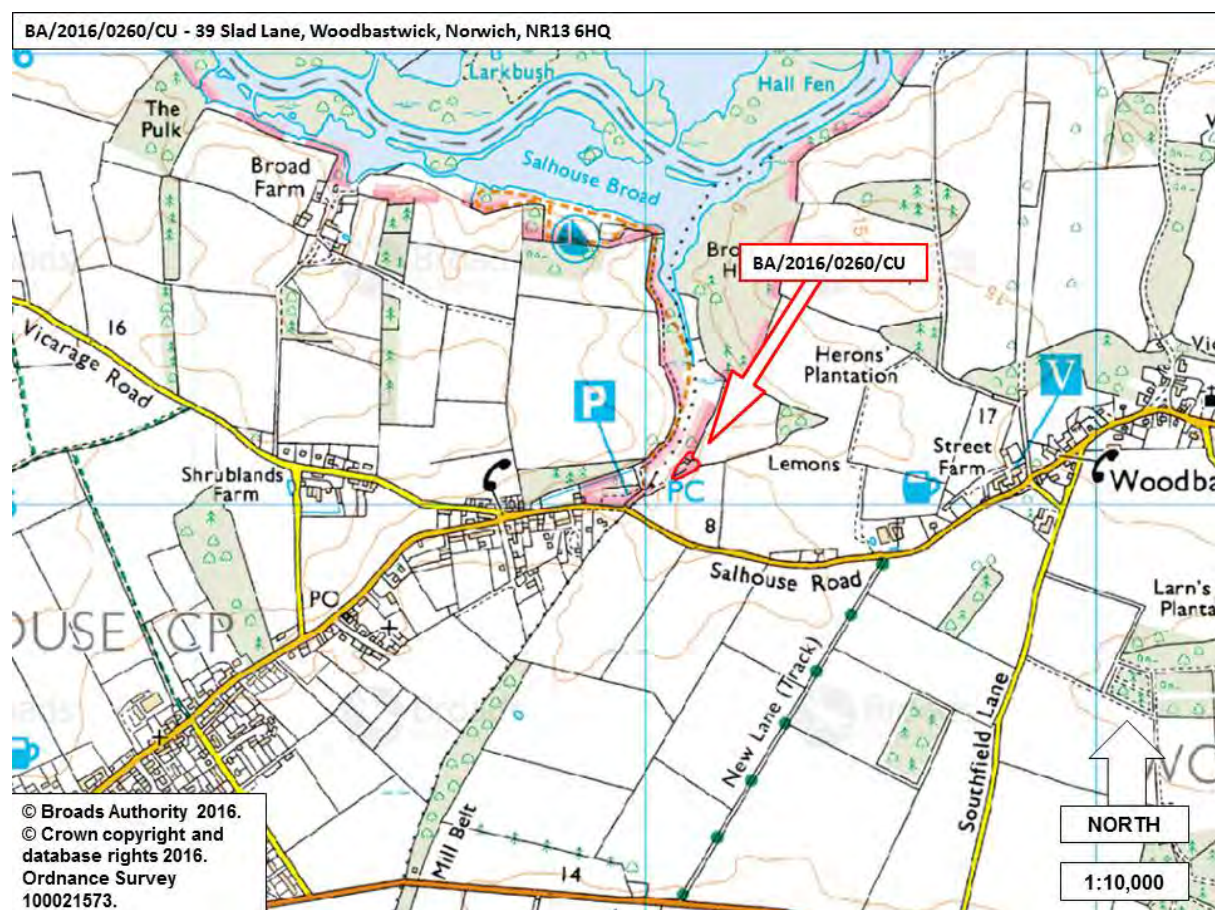
List of Appendices: Appendix 1 Location Plan

Background papers: Application File BA/2016/0260/CU

Author: Maria Hammond

Date of Report: 29 September 2016

## Appendix 1



**Reference:**

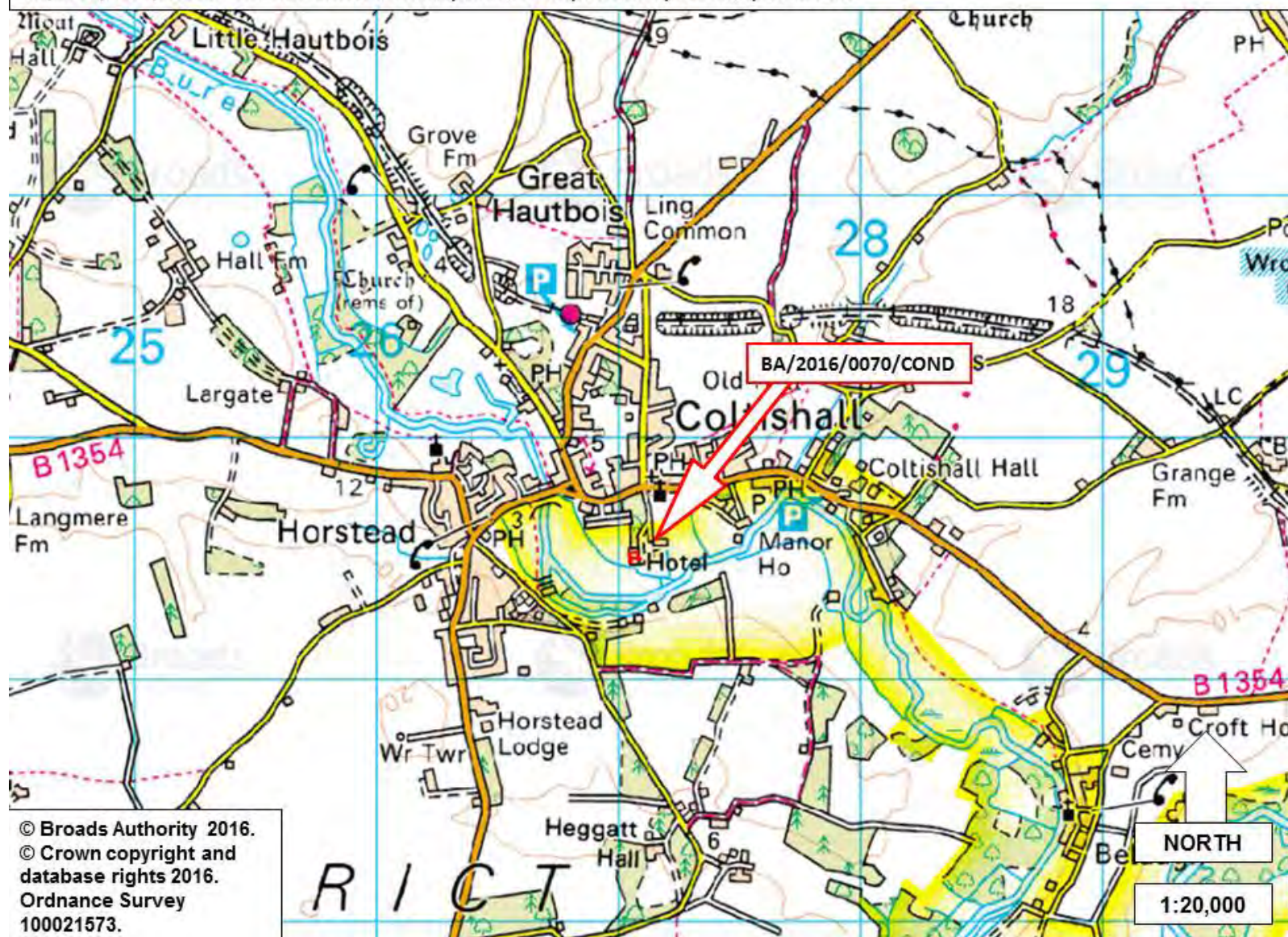
BA/2016/0070/COND

**Location**

The Norfolk Mead Hotel, Church Loke, Coltishall



BA/2016/0070/COND - The Norfolk Mead Hotel, Church Loke, Coltishall, Norwich, NR12 7DN



## **Application for Determination**

<b>Parish</b>	Coltishall
<b>Reference</b>	BA/2016/0070/COND <b>Target date</b> 07 July 2016
<b>Location</b>	The Norfolk Mead Hotel, Church Loke, Coltishall, NR12 7DN
<b>Proposal</b>	Variation to Condition 9 of planning permission BA/2013/0096/FUL for alterations to parking plan.
<b>Applicant</b>	Mr James Holliday
<b>Recommendation</b>	Approve subject to conditions
<b>Reason for referral to Committee</b>	Director discretion

### **1 Description of Site and Proposals**

- 1.1 The application site is situated between the River Bure to the south and the village of Coltishall to the north. The Norfolk Mead site comprises the Norfolk Mead Hotel, a Grade II Listed building originally constructed in 1740, a building subdivided to provide a manager's cottage and a holiday cottage, and the grounds to the hotel which extend to approximately eight acres.
- 1.2 The hotel grounds include an area of riverside scrub and woodland to the far south of the building, a lawn area to the immediate south, a walled garden to the north-west and a thin strip of woodland running alongside the private access drive to the far north. A function room has been built within the walled garden and a service area lies outside the walled garden to the west. Replacement sheds have been provided to the west of the walled garden, and replacement chalets to the south of the main hotel building.
- 1.3 A former agricultural barn, now converted to four residential units, known as Barn Mead Cottages, is located adjacent to the east of the walled garden, with the external wall of the converted barn forming the part of the eastern side of the walled garden area.
- 1.4 Access to the site is from the north, via a shared private drive which leads on to Church Loke, a private road which, in turn, access onto the B1354, the principal road running through the village of Coltishall.
- 1.5 The 2013 planning permission was granted for the function room within the walled garden and the adjoining service block. Condition 9 of the planning permission required submission of a parking management plan to identify the

layout and management of parking spaces within the site. The approved details showed the parking to be on the driveway in front of the hotel, with overflow parking on the large lawn to the front of the main hotel building.

- 1.6 The approved parking plan has not been implemented which has led to a number of issues in relation to parking at the site. A phased parking plan was trialled which involved utilising the area to the front of the hotel in the first instance, with other areas including a paddock to the north of the hotel only as necessary, and the opinions of local residents were sought. Following this a request was made to the owner of the hotel to submit an application to regularise the parking arrangements, this being the subject of this application.
- 1.7 The initial application was not considered to have appropriately addressed previous concerns, following discussions amendments were made to the proposal and additional information has been provided.
- 1.8 The application is for the use of a paddock to the north of the hotel as overflow car park 1 for the parking of 20 cars, an area underneath trees to the east of the access drive and partly opposite No.1 Barn Mead as overflow car park 2 for the parking of 15 cars, and an increase in staff parking to the rear of the walled garden from 5 to 8 cars. These parking areas would be in addition to the parking area to the front of the hotel which accommodates 40-45 cars.
- 1.9 The use of overflow car park 2 would involve the removal of one tree and would incorporate an engineered 'no-dig' solution to protect the remaining trees.

## **2 Site History**

- 2.1 In 1989 consent was refused for the erection of four holiday cottages (BA/1989/4973/HISTAP).
- 2.2 In 1990 consent was granted for the erection of a conservatory and six self-catering units. (BA/1990/4861/HISTAP). This consent appears not have been implemented.
- 2.3 In 1995 consent was granted for a change of use from hotel to a private residential dwelling (BA/1995/4543/HISTAP). This consent has not been implemented.
- 2.4 In 2002 consent was granted for a change of use from hotel to a private residential dwelling (BA/2002/3994/HISTAP). This consent has not been implemented.
- 2.5 In 2013 consent was granted for a new function room and service block within the walled garden (BA/2013/0096/FUL).
- 2.6 In 2014 consent was granted for a single storey extension off the existing kitchen (BA/2014/0068/FUL.)
- 2.7 In 2015 consent was granted for the erection of 2 No. chalet style guest bedroom suites and a single storey rear extension (BA/2015/0198/FUL).
- 2.8 In 2015 consent was granted for replacement chalet and sheds (BA/2015/0278/FUL)

## **3 Consultation**

*Broads Society* - No objection.

*Tree Officer* - No objection, stating the following:

- I confirm that the revised proposal for a “no dig solution” as designed by Canham Consulting and laid out on their drawing no. 208055-400-P2 is acceptable. This provides a secure and sturdy but porous surface on top of the existing ground level with no disturbance to the roots of the retained trees.
- The methodology for installation identified by Arbor Research Assoc in their report dated August 2016 –specifically pages 20 – is also acceptable.
- Ideally, I would seek assurance that the project arboriculturalist will monitor the installation of this process to ensure the proposed tree protection measures and working method statement are complied with, but I am unsure if you can impose this as it is a variation to an existing condition?

#### **4 Representations**

Three letters of objection from neighbouring properties were received objecting on grounds of impact on amenity in terms of traffic noise and noise of hotel guests departing.

In the case of two of the three letters concerns were raised in relation to the clearing of plant and tree life.

One of the three letters raised concerns in relation to loss of privacy and deterioration of view.

#### **5 Policies**

- 5.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[NPPF](#)

Core Strategy Policy (2007)

[Core Strategy Adopted September 2007 pdf](#)

CS1 - Landscape Protection and Enhancement

Development Management DPD (2011)

[DEVELOPMENTPLANDOCUMENT](#)

DP2 - Landscape and Trees

DP5 - Historic Environment

DP11 - Access on Land

DP28 - Amenity

- 5.2 Neighbourhood Plans

There is no neighbourhood plan in force for the area for the application site

## **6 Assessment**

- 6.1 The application is for the utilisation of two areas at the hotel site for overflow parking, one in a paddock to the north of the site, one under an area of trees to the east of the access road. Being in two separate locations it is considered appropriate to assess the two areas separately. In addition the increase in staff parking to the rear of the walled garden will be considered.
- 6.2 The increase in the level of parking at the hotel was approved under planning ref BA/2013/0096/FUL (when the function room was approved) and was assessed against current planning policy, namely the Core Strategy, Development Plan Document, and the NPPF. The approved solution was to provide additional parking to the lawn area to the front of the hotel. Having visited the site and met with the applicant and his agent it would appear that the approved plan was somewhat optimistic, whilst it is also the case that the popularity of the premises has exceeded original expectations, which has compounded the difficulties. There is also concern around the harm that would undoubtedly be done to the setting of the Grade II Listed hotel building were the lawn to the front be laid out for parking. The gravel driveway and parking area has been in its current form for at least 20 years, with a generous lawn to the east and southern side providing an appropriately soft and open landscape. Parking on the lawn area would take up the majority of the section opposite the front of the hotel. As originally envisaged this was strictly as an overflow car park when the function room was in use, however, the use of the hotel for weddings and events has proved very popular and anecdotal evidence suggests that often there are four events a week and most of the available parking, that is from the trial use of the overflow areas, is utilised. Therefore should the hotel have to use the lawn area to the front of the hotel this will require an engineered intrusion into the lawn and the setting of the hotel for the greater part of the time would be a sea of cars. The principle of providing alternative parking areas is therefore strongly supported as it would be to the benefit of the character and setting of the Listed hotel building.
- 6.3 The parking area labelled as overflow car park 1 in the paddock to the north of the hotel is accessed through a gap in the trees on the western side of the access road that leads to the hotel. The parking area is rectangular and bordered by a low picket fence, this demarcates the area from the large field which is adjacent to it. To the north of the parking area are the properties on the southern side of Church Close which back onto the field, these properties are separated from the parking area by approximately 13 metres. At the very rear of the properties is a significant line of trees and vegetation so that only glimpses of No.2 Church Close are possible, the other properties on Church Close being well screened. The existing planting at the rear of No.2 Church Close, along with outbuildings at the rear of the site mean that any views of the dwellinghouse and rear amenity space are very limited. It is therefore considered that the use of the parking area would not result in undue overlooking of the properties on Church Close or a loss of privacy for the residents of those properties.



- 6.4 In relation to potential noise and disturbance, the siting of the parking area labelled as overflow car park 1 at the northern end of the hotel site does bring activity closer to the curtilage of residential properties on Church Close. The use of the parking area has been ongoing on a trial basis and it is notable that only one resident of Church Close has submitted an objection to this application, and this not being the house sited closest to the parking area. Whilst it is clear that there will activity and some noise from hotel guests collecting their cars, it is considered that this is within an acceptable limit. The number of cars that can park in the area is a maximum of 20 which is not excessive, it is unlikely that cars will be collected en masse, there is a reasonable screen of trees and planting which will help dampen any sound, and the separation between the parking area and the residential dwellinghouses is approximately 30 metres. This combination of factors is considered sufficient to ensure that, whilst there will be activity and some noise from hotel guests collecting their cars, it is considered that this is within a reasonable limit and therefore not detrimental to the amenity enjoyed by the residents of Church Close.
- 6.5 The parking area labelled as overflow car park 2 is underneath trees on the eastern side of the access road. Parking has taken place here for some time and concerns have been raised in relation to the impact on trees, not least from the Broads Authority's Tree Officer who upon assessing the initial application raised significant concerns about the long term health of the trees if parking continued as it has been. These issues were raised with the applicant and following discussions a revised scheme was submitted which involved an engineering solution utilising cellweb tree root protection and geotextile, this allows the pressure on the ground to be evenly dispersed and absorbed so that tree roots beneath do not become compacted. The details as submitted have been reviewed by the Tree Officer who is satisfied that the scheme as proposed would ensure that the long term health of the retained trees would not be undermined. The proposal includes the removal of one tree which is noted as a category B tree and the loss of the tree is considered to not undermine the appearance of the group of trees in this location and will not have significant landscape impacts. It is noted that a replacement oak tree will be planted in an alternative location so there will be no net loss of trees.
- 6.6 In relation to potential noise and disturbance, the siting of the parking area labelled as overflow car park 2 is partly opposite the property known as No.1 Barn Mead at a separation of approximately 8 metres. The use of this parking area has been ongoing on a trial basis, complaints have been made and two objections have been received from residents of Barn Mead. The objections relate to the noise created by hotel guests when they collect their cars, lights flashing from the cars, and car alarms sounding at all hours. Nos 1 to 4 Barn Mead abut the hotel site and as such there will be activity in the vicinity of their properties when the hotel is hosting functions. It should be noted that there have been cars parking close to the properties for many years, and whilst overflow car park 2 would bring the parking area further northwards, the issue in question is more about intensity of use. Anecdotal evidence suggests that up to 20 cars have parked in the area in question, and this has been on an ad hoc basis. The proposed scheme shows a formalised parking layout for a

maximum of 15 cars which would better control the use of this area. It is further noted that this area has been the preferred overflow parking area - being closer to the hotel than the paddock to the north - but this application proposes this area to be the secondary overflow parking area, meaning that its use will be limited to only the busier times and as such will be less frequently used. Taking all these factors into consideration, and subject to use as proposed as a secondary car park only, it is concluded that any additional noise from the use of the parking area under the trees would not result in undue disturbance and loss of amenity currently enjoyed by the residents of Barn Mead.

- 6.7 The parking area to the rear of the walled garden is utilised by staff with a maximum number of 5 cars permitted in this area. It is proposed to increase this to a maximum of 8. It is noted that complaints have been received in relation to car noise and users not closing the gate which is adjacent to Barn Mead. As this is a staff parking area instances of revelry would not be an issue, and a certain level of control over people's behaviour can be exerted. Therefore any issues relating to noise or unreliable behaviour is within the control of the hotel management which will enable a level of certainty in relation to potential issues following an increase of use of the area to the rear of the walled garden. It is further noted that the increase to 8 is not unreasonable and sufficient space does exist for the parking of additional cars.
- 6.8 Taking the above points into account against a consideration of the impacts on the amenity enjoyed by residents neighbouring the hotel, on balance it is considered that the variation to the approved parking scheme as proposed would allow for a reasonable level of parking to be provided without undue impact on the amenity and privacy of neighbouring residents, whilst also ensuring no impact on the long term health of trees, and resulting in an improvement when considering the setting of the Listed hotel building. The proposed parking plan is therefore considered acceptable having regard to Policies DP2, DP5, and DP28 of the Development Plan Document.

## **7 Conclusion**

- 7.1 The proposed alteration to the parking plan, would not result in unacceptable impact on residential amenity or privacy, damage to trees, or be detrimental to the setting of the Grade II Listed hotel building, consequently the application is considered to be acceptable with regard to Policies DP2, DP5, and DP28 of the Development Plan Document.

## **8 Recommendation**

Approve, subject to conditions. As this is a variation of condition application it will be necessary to restate all the original conditions, amended to take account of details subsequently approved. The original conditions were as follows:

- (i) Time limit.
- (ii) In accordance with approved plans and supporting documents.
- (iii) Material details – external walls and roof including brick bond.

- (iv) Material details – windows and doors.
- (v) Landscaping details – hard and soft landscaping.
- (vi) Details of foul water drainage scheme.
- (vii) Highways condition re staff parking area.
- (viii) No music between 12.00 – 09.00.
- (ix) The function room building, including windows and doors, shall be designed to achieve a minimum sound reduction index (Rw) of 35dB.
- (x) Music noise and noise from public address systems shall not exceed 88dBA (5-min) Leq when measured internally at least 1 meter from any wall within the function room.
- (xi) No electric or amplified music shall be played within the building hereby approved without all windows and doors being closed (except for access/egress) to reduce noise emanating from the property. Non-amplified, acoustic music may be played within the building with doors and/or windows open between the hours of 09.00 and 19.00, after which time the doors and windows shall be closed whilst music is playing, except for as a means of access and egress from the building.
- (xii) No emptying of glass bins into outdoor containers shall take place between the hours of 23.00 – 09.00.
- (xiii) No deliveries by motor vehicle accessing the site via the route which runs to the immediate north of Barn Mead Cottages (as depicted on the approved Location Plan (PL03 Rev A) shall be made to the service unit, function room or entrance lobby between the hours of 23.00 – 09.00.
- (xiv) The personnel door located on the east facing elevation of the function room hereby permitted (as detailed on approved plan PL02 Rev B) shall be used as a fire door in emergencies only and shall, at all other times, remain closed.
- (xv) The eight parking spaces accessed via the route which runs to the immediate north of Barn Mead Cottages (as depicted on the approved Plan (BR05C) shall be used only for staff parking and not for guest or overflow parking.

## 8 Reason for recommendation

The proposal is considered to be in accordance with Policies DP5 and DP28 of the Development Plan Document (2011), and the National Planning Policy Framework (2012) which is a material consideration in the determination of this application.

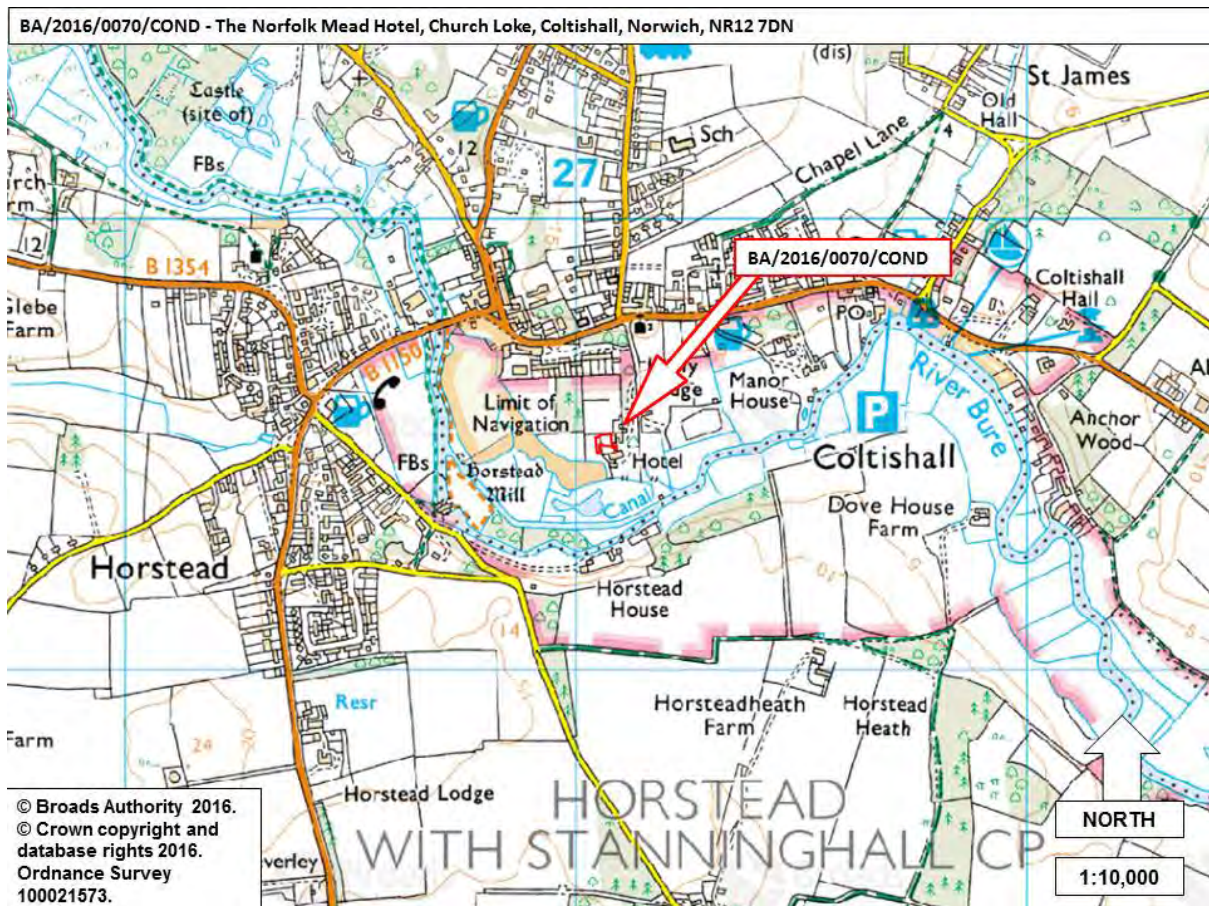
List of Appendices: Location Plan

Background papers: Application File BA/2013/0096/FUL and BA/2016/0070/COND

Author: Nigel Catherall

Date of Report: 29<sup>th</sup> September 2016

## Appendix 1



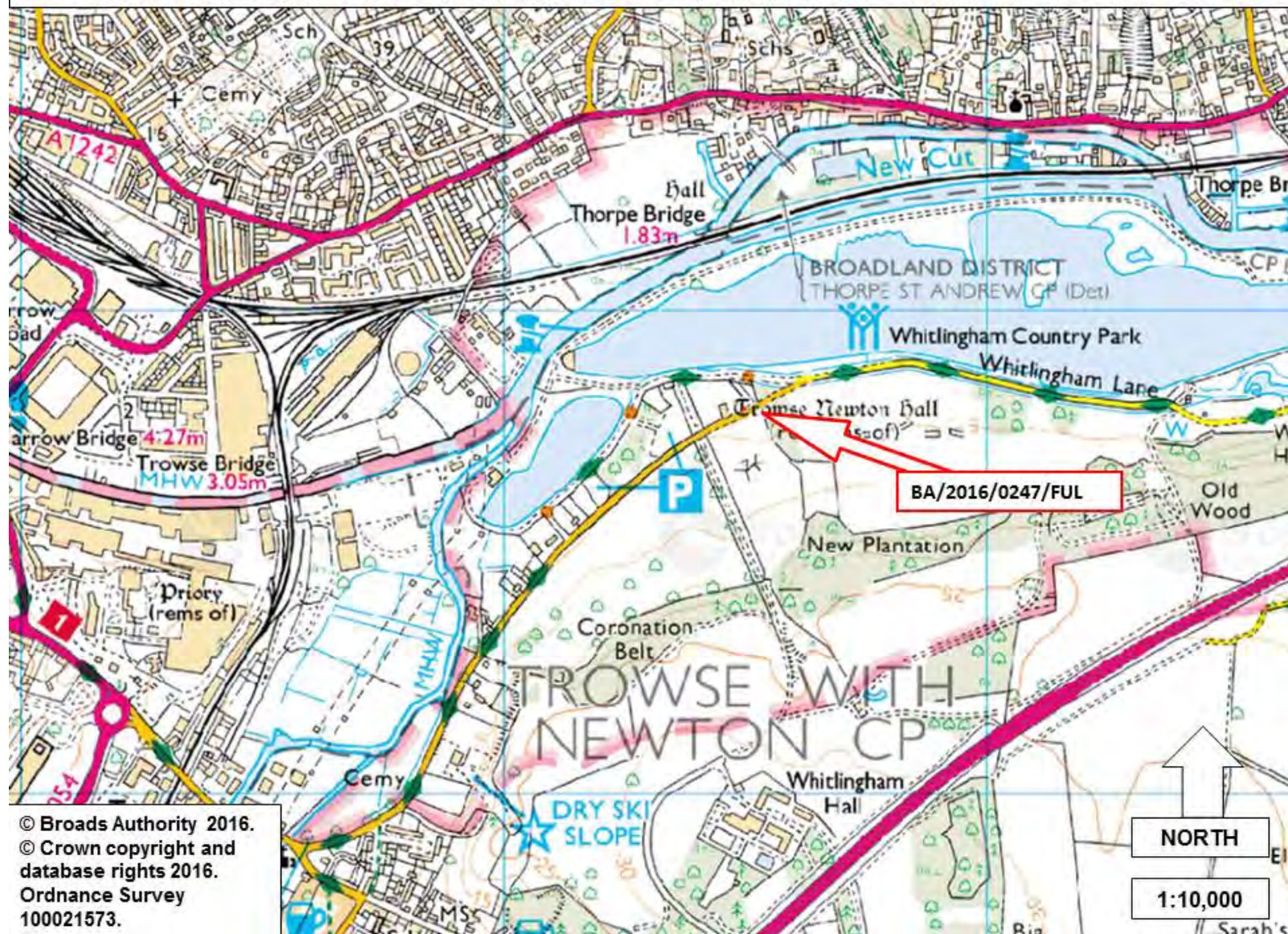
**Reference:**

BA/2016/0247/FUL

**Location**

Whitlingham Broad Visitors Centre, Whitlingham  
Lane, Trowse





## **Application for Determination**

<b>Parish</b>	Trowse with Newton		
<b>Reference</b>	BA/2016/0247/FUL	<b>Target date</b>	22 September 2016
<b>Location</b>	Whitlingham Broad Visitors Centre, Whitlingham Lane, Trowse		
<b>Proposal</b>	Nesting tower		
<b>Applicant</b>	Ms Andrea Kelly, Broads Authority		
<b>Recommendation</b>	Approve subject to conditions		
<b>Reason for referral to Committee</b>	Broads Authority application		

### **1 Description of Site and Proposals**

- 1.1 The application concerns an area within the car park of the Visitors Centre at Whitlingham Country Park, off Whitlingham Lane. The car park lies to the east of the barn which accommodates the visitor centre and is separated from the road by a mixed hedgerow. In the southeast corner of the car park stands a temporary toilet building and the southernmost area of the car park is enclosed by post and rail fencing.
- 1.2 The application proposes installing a nesting tower within the car park, in a landscaped area around two disabled parking bays. It would be approximately 20 metres north of the car park entrance and 20 metres east of the barn. The tower would consist of a metal post set in a concrete pad with a 1.1 metre square metal nesting box with a hipped roof set on the top. This would have a total height of 5.75 metres above ground level and the nesting box would be 1.16 metres wide and 1 metre high.
- 1.3 Two sides of the box would have six small openings and the other two would have four, each giving access for swifts into twenty internal nest boxes. An audio system would be installed playing recordings of swift calls to attract the birds and this would either be powered by a solar panel on the post or a mains connection trenched to the barn. Young swifts breeding for the first time follow other swifts to established sites, so the calls are necessary to attract the birds for the first time. The calls would be played at a similar volume to the natural level and the application states they would be heard around the tower and within 10-20 metres. They would be set on an automatic timer and managed remotely to play during

from 0600 to 2230 from June to mid-August. Any interpretation would be provided within the barn.

## **2 Site History**

BA/2014/0204/FUL - Temporary toilet building with ramp for disabled access for a period of up to 3 years - Approved subject to conditions (temporary three year consent)

## **3 Consultation**

Broads Society – No response.

Parish Council – Approve

District Member – No response.

Historic England - No requirement for consultation.

Gardens Trust – No response.

Responses to re-consultation on amended plan to be reported at the meeting.

### **Representations**

Whitlingham Charitable Trust - There do not appear to be any planning objections to the application, though the Trust will need to consider the proposal before implementation of the project (the next meeting is on 21 September). Meanwhile I shall be grateful if you will check the precise location of the Tower and confirm that it would not result in the loss of any existing car parking spaces.

## **4 Policies**

- 4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[NPPF](#)  
[DEVELOPMENTPLANDOCUMENT](#)  
[Core Strategy Adopted September 2007 pdf](#)

CS1 - Landscape protection and enhancement  
CS5 - Historic and Cultural Environments  
DP1 - Natural Environment  
DP2 - Landscape and Trees  
DP4 - Design



- 4.2 The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

DP5 - Historic Environment

DP28 - Amenity

- 4.3 Site Specific Policies Local Plan (2014)  
WH1 - Whitlingham Country Park

- 4.4 There is no neighbourhood plan in force for the area for the application site.

## **5 Assessment**

- 5.1 The application proposes a new feature to enhance nesting opportunities for native birds in the Country Park. Site Specific Policy WH1 encourages the continued use of the Park for recreation and quiet enjoyment, supported by scenic landscape and wildlife habitat and the proposal is considered acceptable in principle with this policy and Policy DP1 which encourages development to incorporate beneficial biodiversity features.
- 5.2 There are a number of posts, signs and other functional features throughout the car park. The proposed siting would be prominent to visitors, being in front of you as you enter the car park and in front of the barn entrance. The design of the nesting box is led by its function but is not dissimilar to a traditional dove cote. The height and its position on a post clear of adjacent vegetation or other features are also determined by the requirements for the approaches to the individual nest boxes to be clear of obstructions. In design and materials, the nesting box is considered appropriate for its function and acceptable in accordance with Policy DP4.
- 5.3 The nesting box would introduce another vertical feature into the car park where there are other posts with various apparatus on and it is being investigated whether two cameras on an adjacent post could be relocated to beneath the nesting box. In accordance with criterion (b) of Policy WH11, the shared use of new development to avoid a proliferation of structures would be welcomed but given that the proposal is considered acceptable in terms of design and the other existing posts have distinct purposes, it would not be unacceptable in addition to existing posts. Indeed, taking account of its scale and context, it is not considered that visually it would detract from the barn, surrounding landscape or parkscape of the Crown Point Registered Park and Garden in accordance with Policies DP2, DP5 and criterion (a) of Policy WH11.
- 5.4 The siting would not affect the use of the adjacent parking spaces nor result in the loss of any spaces. It would require removal of a buddleia and the landscaping around these parking spaces is due to be reduced and managed independent of this proposal. The biodiversity gain from the provision of new nesting feature is considered to outweigh the loss of a

small area of existing shrubs and the proposal is acceptable in accordance with Policy DP1.

- 5.5 With regards amenity, the playing of amplified sound to attract swifts is proposed only seasonally and a natural level that should not be heard more than 10-20 metres away. At this distance it would not be heard (by humans) beyond the car park and it is suggested that it would not be necessary to play the sounds if the tower is successful and used by a number of pairs for three consecutive years. It is not considered the amplified sound, nor construction or use of the tower, would have any unacceptable impacts on amenity in accordance with Policy DP28, however it is considered necessary to manage the use of the amplified sound in accordance with the timings and volume set out in the application.

## **6 Conclusion**

- 6.1 The proposal would add a new biodiversity feature to the Country Park to attract swifts which are a species facing decline if new nesting opportunities are not provided. This development is considered to be an appropriate addition to the car park area which would not have any unacceptable impacts on the appearance of the area, the designated heritage asset of the Registered Park and Garden, parking or amenity.

## **7 Recommendation**

Approval subject to the following conditions:

- i. Standard time limit
- ii. In accordance with submitted plans
- iii. Amplified sound to be played only as necessary between hours of 0600 to 2230 from 1 June to 31 August at a level that is not audible outside the car park area identified on the submitted plan

## **8 Reason for recommendation**

The proposal is considered to be acceptable in accordance with Policies CS1 and CS5 of the adopted Core Strategy (2007), Policies DP1, DP2, DP4, DP5 and DP28 of the adopted Development Management Policies DPD (2011), Policy WH11 of the adopted Site Specific Policies Local Plan (2014) and the National Planning Policy Framework (2012) which is a material consideration in the determination of this application.

List of Appendices: Location Plan

Background papers: Application File Ba/2016/0247/FUL

Author: Maria Hammond

Date of Report: 29 September 2016

## Appendix 1

BA/2016/0247/FUL - Whitlingham Broad Visitors Centre, Whitlingham Lane, Trowse, NR14 8TR



**Enforcement Update**  
Report by Head of Planning

**Summary:** This table shows the monthly updates on enforcement matters.

**Recommendation:** That the report be noted.

## 1 Introduction

1.1 This table shows the monthly update report on enforcement matters.

Committee Date	Location	Infringement	Action taken and current situation
5 December 2008	"Thorpe Island Marina" West Side of Thorpe Island Norwich (Former Jenners Basin)	Unauthorised development	<ul style="list-style-type: none"> <li>Enforcement Notices served 7 November 2011 on landowner, third party with legal interest and all occupiers. Various compliance dates from 12 December 2011</li> <li>Appeal lodged 6 December 2011</li> <li>Public Inquiry took place on 1 and 2 May 2012</li> <li>Decision received 15 June 2012. Inspector varied and upheld the Enforcement Notice in respect of removal of pontoons, storage container and engines but allowed the mooring of up to 12 boats only, subject to provision and implementation of landscaping and other schemes, strict compliance with conditions and no residential moorings</li> <li>Challenge to decision filed in High Court 12 July 2012</li> <li>High Court date 26 June 2013</li> </ul>

Committee Date	Location	Infringement	Action taken and current situation
21 August 2015			<ul style="list-style-type: none"> <li>• Planning Inspectorate reviewed appeal decision and agreed it was flawed and therefore to be quashed</li> <li>• “Consent Order “has been lodged with the Courts by Inspectorate</li> <li>• Appeal to be reconsidered (see appeals update for latest)</li> <li>• Planning Inspector’s site visit 28 January 2014</li> <li>• Hearing held on 8 July 2014</li> <li>• Awaiting decision from Inspector</li> <li>• Appeal allowed in part and dismissed in part. Inspector determined that the original planning permission had been abandoned, but granted planning permission for 25 vessels, subject to conditions (similar to previous decision above except in terms of vessel numbers)</li> <li>• Planning Contravention Notices issued to investigate outstanding breaches on site</li> <li>• Challenge to the Inspector’s Decision filed in the High Courts on 28 November 2014 (s288 challenge)</li> <li>• Acknowledgment of Service filed 16 December 2014. Court date awaited</li> <li>• Section 73 Application submitted to amend 19 of 20 conditions on the permission granted by the Inspectorate</li> <li>• Appeal submitted to PINS in respect of Section 73 Application for non-determination</li> <li>• Section 288 challenge submitted in February 2015</li> <li>• Court date of 19 May 2015</li> <li>• Awaiting High Court decision</li> <li>• Decision received on 6 August – case dismissed on all grounds and costs awarded against the appellant. Inspector’s decision upheld</li> <li>• Authority granted to seek a Planning Injunction subject to</li> </ul>





Committee Date	Location	Infringement	Action taken and current situation
			<p>planning application received, and further information requested</p> <ul style="list-style-type: none"> <li>• No further information received to date (22 July 2016)</li> <li>• Application for retention of structures validated 27 July 2016 and under consideration</li> <li>• <b>Application withdrawn 29 September 2016</b></li> </ul>
10 October 2014	Wherry Hotel, Bridge Road, Oulton Broad –	Unauthorised installation of refrigeration unit.	<ul style="list-style-type: none"> <li>• Authorisation granted for the serving of an Enforcement Notice seeking removal of the refrigeration unit, in consultation with the Solicitor, with a compliance period of three months; and authority be given for prosecution should the enforcement notice not be complied with</li> <li>• Planning Contravention Notice served</li> <li>• Negotiations underway</li> <li>• Planning Application received</li> <li>• Planning permission granted 12 March 2015. Operator given six months for compliance</li> <li>• Additional period of compliance extended to end of December 2015</li> <li>• Compliance not achieved. Negotiations underway</li> <li>• Planning Application received 10 May 2016 and under consideration</li> <li>• Scheme for whole site in preparation, with implementation planned for 2016/17. Further applications required.</li> </ul>
5 December 2014	Staithe N Willow	Unauthorised erection of fencing	<ul style="list-style-type: none"> <li>• Compromise solution to seek compliance acceptable subject to the removal of the 2 metre high fence by 31 October 2015</li> <li>• Site to be checked 1 November 2015</li> <li>• Compliance not achieved.</li> </ul>



Committee Date	Location	Infringement	Action taken and current situation
8 January 2016			<ul style="list-style-type: none"> <li>• Authority given for Enforcement Notice requiring the reduction in height to 1 metre, plus timber posts and gravel boards</li> <li>• Enforcement Notice issued 1 February 2016</li> <li>• Compliance date 6 April 2016</li> <li>• <b>Appeal submitted against Enforcement Notice on grounds there has been no breach (see Appeals Schedule)</b></li> </ul>
4 December 2015	Hall Common Farm, Hall Common, Ludham	Breach of conditions 2&3 of pp BA/2014/0408/C OND Unauthorised installation of metal roller shutter door	<ul style="list-style-type: none"> <li>• Authority given for issuing and Enforcement Notice and for prosecution (in consultation with the Solicitor) in the event that the enforcement notice is not complied with.</li> <li>• Period of 4 weeks given for landowner to consider position</li> <li>• Negotiations underway</li> <li>• Application for lattice work door as mitigation submitted</li> <li>• Planning permission granted 4 April 2016. Site to be inspected</li> <li>• Compliance not achieved. Enforcement Notices to be served</li> <li>• Enforcement Notice served 18 May and take effect 17 June 2016</li> <li>• <b>Appeal against Enforcement Notice submitted (see Appeals Schedule)</b></li> </ul>

## 2 Financial Implications

2.1 Financial implications of pursuing individual cases are reported on a site by site basis.

Background papers:	BA Enforcement files
Author:	Cally Smith
Date of report	29 September 2016
Appendices:	Nil

**Broads Local Plan  
October Bite Size Pieces**  
Report by Planning Policy Officer

**Summary:** This report introduces the following topics of the Preferred Options Local Plan: Links between the Broads Plan and Local Plan, Duty to Cooperate Statement, Sequential Test, Permission in Principle section, how issues included in the Issue and Options have been addressed, what has happened to the currently adopted policies, the proposed approach to consultation and Neighbourhood Plan v Local Plan.

**Recommendation:** Members' views are requested.

## **1 Introduction**

- 1.1 This bite-size piece of the Preferred Options discusses Links between the Broads Plan and Local Plan, Duty to Cooperate Statement, Sequential Test, Permission in Principle section, how issues included in the Issue and Options have been addressed, what has happened to the currently adopted policies, approach to consultation.
- 1.2 Members' views are requested to inform the draft policy approach in the Preferred Options.
- 1.3 It is important to note that this is not necessarily the final text or approach, but is part of the development of the final text. There could be other considerations that come to light between now and the final version being presented to Planning Committee in November 2016.

## **2 The policies**

### Appendix A: Links between the Broads Plan and Local Plan

- 2.1 It is important that the Local Plan is in conformity with the emerging Broads Plan. This may form an appendix in the Local Plan.

### Appendix B: Duty to Cooperate Statement

- 2.2 It is important to set out our approach to Duty to Cooperate so stakeholders and the public can see what we have been doing. This will be separate to the Local Plan and updated as the Local Plan progresses.

#### Appendix C: Sequential Test

- 2.3 Flood risk is an important issue in the Broads and this table sets out how the Sequential Test has been applied to all the land allocation policies in the Local Plan.

#### Appendix D: Permission in Principle section

- 2.4 Permission in Principle is a requirement from the Housing and Planning Act 2016. The Regulations on how this will operate are awaited, so this section discusses Permission in Principle rather than applies it at this stage.

#### Appendix E: How issues included in the Issue and Options have been addressed

- 2.5 This simple document explains what has happened to the various issues raised in the Issues and Options version of the Local Plan.

#### Appendix F: What has happened to the currently adopted policies

- 2.6 This sets out what has happened to the policies that are currently in place.

#### Appendix G: Approach to consultation

- 2.7 This sets out how it is proposed to undertake the consultation on the Preferred Options version of the Local Plan.

#### Appendix H: Neighbourhood Plan v Local Plan

- 2.8 This section seeks to assess the adopted neighbourhood plans against the proposed Local Plan to meet the NPPF requirements.

### **3.0 Financial Implications**

- 3.1 Generally officer time in producing these policies and any associated guidance as well as in using the policies to determining planning applications. There is a budget for up to £1,000 for the consultation.

Background papers: None  
Author: Natalie Beal  
Date of report: 29 September 2016

Appendices: Appendix A: Links between the Broads Plan and Local Plan  
Appendix B: Duty to Cooperate Statement  
Appendix C: Sequential Test  
Appendix D: Permission in Principle section  
Appendix E: How issues included in the Issue and Options have been addressed  
Appendix F: What has happened to the currently adopted policies  
Appendix G: Approach to consultation  
Appendix H: Neighbourhood Plan v Local Plan

## Appendix A: How the Local Plan is in conformity with the Broads Plan

The Broads Plan is the key management plan for the Broads. It sets out a long-term vision for the area and guiding partnership actions to benefit the Broads environment, communities and visitors. The Broads Plan is reviewed and updated on a regular basis. Broads Plan 2017 will update the 2011-16 Plan, and set out our strategic priorities for the period 2017-22.

This document sets out how the Local Plan for the Broads is in conformity with the Broads Plan.

### 1. Vision

The Local Plan uses the same vision as the Broads Plan. See page x of the Local Plan.

### 2. Fundamental principles

The Broads Plan has the following fundamental principles and the Local Plan addresses these in the following ways.

Fundamental Principle in Broads Plan	How the Local Plan addresses this principle.
<b>Take a precautionary approach:</b> Where there are likely threats of serious or irreversible damage to the environment, as a precaution, cost-effective measures will be taken to prevent environmental degradation in the absence of full scientific certainty of the outcome of such threats.	In general the policies of the Local Plan seek to protect and where appropriate enhance the various assets of the Broads. So taken as a whole, the policies in the Local Plan generally meet the thrust of this principle.
<b>Manage sustainably:</b> Understand and respect the complexity and biological limits of our ecosystems, and conserve their structures to maintain their health and productivity. Manage at the local scale while recognizing the direct or indirect effects on the wider, interconnected ecosystems and the services they provide. Manage for long-term, multiple benefits, not just for short-term or single interest gains.	
<b>Engage, learn and act together:</b> Plan and work in partnership to make the best use of shared knowledge and resources, and to avoid duplication of effort. Involve people from an early stage in making decisions that may interest or affect them. Support decisions with robust evidence, including scientific and local knowledge, innovation and best practice.	The process of producing the Local Plan has involved the community from the start. The policy approaches have evidence to justify them.

### 3. Priority partnership actions

Themes	Headline aspirations of the Broads Plan	How the Local Plan addresses this theme.
A. Managing water resources	<b>Aspiration 1:</b> Improve water capture and efficient water use	The Local Plan has policies relating to water

and flood risk	across the Broads catchment, and develop a longer-term integrated flood risk management strategy for the Broads and coast	efficiency and flood risk.
B. Sustaining landscapes for biodiversity and agriculture	<b>Aspiration 2:</b> Protect, conserve and enhance water quality and land and habitat condition to benefit priority species, recognising natural environmental change and retaining a thriving and sustainable agricultural industry	The Local Plan has policies relating to water quality, peat and biodiversity.
C. Maintaining and enhancing the navigation	<b>Aspiration 3:</b> Apply a catchment-scale approach to reduce sediment input and the sediment backlog, and sustainably reuse or dispose of dredged material <b>Aspiration 4:</b> Maintain a safe, open navigation and reduce pressures on busy or vulnerable areas	The Local Plan has policies relating to moorings, bank protection, disposal of excavated material, not impacting navigation and ensures that wind shadow is considered.
D. Conserving landscape character and the historic environment	<b>Aspiration 5:</b> Improve understanding, protection, conservation and enhancement of the Broads landscape character and distinctive built, cultural, archaeological and geological assets	The Local Plan has policies relating to landscape, landscaping, settlement fringe, archaeology, the historic environment and design.
E. Building climate-smart communities	<b>Aspiration 6:</b> Build the awareness and adaptive capacity of local communities to the challenges of climate change and sea level rise	The Local Plan has policies relating to renewable energy, climate change and flood risk.
F. Offering distinctive recreational experiences	<b>Aspiration 7:</b> Provide opportunities for distinctive recreational experiences in harmony with the special qualities of the area	The Local Plan has policies relating to tourism, tranquillity and light pollution. In general the policies seek to protect and where appropriate enhance the special qualities of the area.
G. Raising awareness and understanding	<b>Aspiration 8:</b> Strengthen and promote key messages and the tourism offer in keeping with the area's status, special qualities, history and traditions	
H. Supporting, connecting and inspiring people	<b>Aspiration 9:</b> Facilitate development within and adjacent to the Broads, while minimising adverse impacts on the Broads' special qualities <b>Aspiration 10:</b> Strengthen connections between a wide	The Local Plan policies in general seek to protect and where appropriate enhance the special qualities of the Broads.  The community has been

	audience, particularly local communities and young people, and the Broads environment	involved in shaping the Local Plan. Young People have also been involved in giving the Authority their thoughts.
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**Duty to Cooperate Statement.**

**Statement of Cooperation on Strategic Planning Matters**

**In support of the Proposed Broads Local Plan<sup>1</sup>**

**September 2016**

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## **1      Introduction**

### **1.1      About this Duty to Cooperate Statement**

The Localism Act 2011 imposes upon local planning authorities and others a ‘duty to cooperate’ on strategic planning matters (i.e. those that affect more than one planning authority area). The Duty requires that a Local Planning Authority engages constructively, actively and on an on-going basis with relevant or prescribed bodies in order to maximise the effectiveness of development plan preparation and strategic matters.

This statement summarises how the Broads Authority has met that requirement in terms of the activity of cooperation and the effectiveness of that cooperation insofar as it relates to the Proposed Broads Local Plan. This statement sets out how the Broads Authority has cooperated with the Prescribed Bodies as required by The Town and Country Planning (Local Planning) (England) Regulations 2012 (PART 2) Duty to co-operate as well as other National Parks and Neighbouring District Councils. The prescribed bodies are:

- the Environment Agency;
- the Historic Buildings and Monuments Commission for England (known as English Heritage);
- Natural England;
- the Mayor of London;
- the Civil Aviation Authority;
- the Homes and Communities Agency;
- each Primary Care Trust established under section 18 of the National Health Service Act 2006 or continued in existence by virtue of that section;
- the Office of Rail Regulation;
- Transport for London;
- each Integrated Transport Authority;
- each highway authority within the meaning of section 1 of the Highways Act 1980(20)(including the Secretary of State, where the Secretary of State is the highways authority)

The Statement of Consultation that accompanies the Local Plan should also be referred to. This sets out the stages of consultation, who was consulted, what was said and the Broads Authority’s response to the representations and how the comments were taken on board.

Section 2 onwards discusses cooperation with the prescribed bodies.

### **1.2      Administrative Geography**

The Broads is a national park equivalent protected landscape. The Broads Authority is a special statutory authority and the sole local planning authority for the Broads Authority Executive Area.

This designated area falls within the administrative area of six district level councils (Broadland, South Norfolk, North Norfolk, Waveney, Great Yarmouth Borough and Norwich City), and two

county councils (Norfolk and Suffolk) (see [Appendix A](#)). The 'district' councils are local planning authorities only for that part of their respective administrative areas outside the Broads, but housing authorities, etc. for the whole of their district, including that within the Broads. Norfolk and Suffolk County Councils are the county and minerals and waste planning authorities for the whole of their respective counties, including the Broads.

A coastal part of the Broads is also within the Norfolk Coast Area of Outstanding Natural Beauty. The AONB does not have a separate statutory authority, unlike national parks and the Broads, but is managed by the constituent local authorities and Natural England through the Norfolk Coast partnership.

There are 91 civil parishes (and two unparished areas) in the Broads designated area. In every case the parish includes land both within and without the Broads boundary (i.e. in two local planning authorities' areas).

### **1.3 History of Cooperation.**

Importantly the 1988 Broads Act Section 17a makes it a general duty of all public bodies in exercising their functions to have regard to all 3 of the Broads Authority's purposes. This duty means the Broads Authority has long established relationships with government departments and agencies and a range of other local and public bodies in delivering national park purposes.

## **2 Neighbouring Local Planning Authorities**

### **2.1 The Broads and its surroundings generally**

Particular considerations apply in the Norwich area, because of the large scale of growth planned there. The particularities of these are dealt with in separate sections below.

At the eastern end of the Broads, the towns of Great Yarmouth and Lowestoft also have growth planned, but of a much smaller scale. Elsewhere around the fringes of the Broads area is generally largely rural, and there is more incremental change planned, including in the towns and other developed areas such as Beccles, Bungay, Hoveton and Stalham. The cross boundary issues generally tend to be very localised and specific.

The boundary of the Broads was determined in the light of its landscape, navigation and recreational value. The boundary largely follows the extent of the flood plain. Hence, typically the boundary will include the river frontage parts of settlements of which the greater part lies outside the boundary and in the district or borough council's planning area. In such cases, even if the settlement is identified by the council for some growth, this is usually best accommodated in that council's planning area, as the land within the Broads is usually constrained by the importance of conserving its nationally important landscape, navigation considerations, and at a high risk of flooding.

Because the boundary runs through the heart of settlements, it is the case that sites, ownerships and functions may straddle the boundary, and there is sometimes a need to coordinate on not just wider, 'strategic' matters, but also more site specific matters to ensure that development either side of the boundary is complementary.

## 2.2 Cooperation mechanisms

- i) **Direct links at member level:** Each district and county council appoints one of its Councillors to Membership of the Broads Authority. Each of the 6 Districts and 2 County Councils have representation at the Planning Committee by virtue of one of their Broads Authority appointed Members. The Planning Committee's role relates to Development Management, Enforcement and Local Plan issues. Each consultation stage of the production of the Local Plan was agreed by Planning Committee as well as Full Authority. The Planning Committee remit also includes responses on consultations, demonstrating co-operation works both ways. The current membership of Planning Committee is as follows:

- Mike Barnard, Waveney District Council
- Gail Harris, Norwich City Council
- Paul Rice, North Norfolk Council
- Haydn Thirtle, Great Yarmouth Borough Council
- Victor Thomson, South Norfolk District Council
- John Timewell, Norfolk County Council
- Jacquie Burgess, Secretary of State Appointee
- Bill Dickson, Secretary of State Appointee
- Peter Dixon, Secretary of State Appointee

Currently there is no representative from Broadland District Council or Suffolk County Council.

- ii) **Norfolk Strategic Framework:** The purpose of the Norfolk Strategic Framework (NSF) is to produce a non-statutory framework with planning authorities across Norfolk about joint working to continue to ensure that the Duty to Cooperate is discharged and there is beneficial co-operation of strategic planning issues across a wide area. Four task and finish groups have been formed: Housing, Economy, Infrastructure and Delivery. These meet regularly and are charged with producing the necessary evidence to inform their part of the Framework. The final document is set for completion early 2017. The document will provide an overarching framework for strategic planning issues across the county, taking account of any key issues in neighbouring areas, and beyond with an emphasis on strategic land use issues with cross boundary implications. It relates to the period from 2012 to 2036 and is intended to support and inform the preparation of Local Plans produced by individual planning authorities.
- iii) **Suffolk Strategic Planning and Infrastructure Framework:** This is Suffolk's equivalent to the Norfolk Strategic Framework. The production of this document is on a similar timeline. The process is slightly different to reflect a wider remit and funding that is available.

- iv) **Joint Member Group Meeting – Norfolk.** This meets quarterly and cross boundary issues are discussed with the way forward recommended for each constituent LPA to then take forward.
- v) **Informal discussions and meetings** between planning policy officers on sites and issues with cross boundary implications, on occasions involving directors of planning and individual Council or Authority members. For example a quarterly meeting between Waveney District Council and Great Yarmouth Borough Council and the Broads Authority. Also a bi-annual meeting with Norfolk County Council.
- vi) **Ongoing engagement at officer level** (usually head of planning policy) through the Norwich Strategic Planning Group (meeting monthly). There is a Suffolk equivalent which meets on an ad hoc basis.
- vii) Joint working with relevant district councils regarding the **Neighbourhood Plans** that straddle both Local Planning Authority boundaries.
- viii) Involvement at member, officer, or both, in **local strategic partnerships** and the eight sustainable community strategies each covering part of the Broads.
- ix) **Specific discussions at officer level** on emerging cross boundary issues by telephone, email and meetings.
- x) **Other ongoing engagement at officer level including**
  - a. Norfolk Local Authorities Chief Executives (including police and fire service)
  - b. Norfolk Strategic Services Group (BA Chief Executive)
  - c. Norfolk Planning and Biodiversity Topic Group
  - d. Norfolk Conservation Officers Group
  - e. Suffolk Conservation Officers Forum
  - f. Norfolk Heads of Planning
  - g. Norfolk public services summit (including the police and Public Health)
  - h. Norfolk Strategic Services Coordinating Group
- xi) **Formal consultations** on development plan documents, supplementary planning documents, and planning applications with potential cross-boundary implications.
- xii) BA is a member, and sits on the management group, of the **Norfolk Coast AONB Partnership**.
- xiii) BA is a member of the **Norfolk Biodiversity Partnership** along with the relevant local authorities (Breckland, Broadland, Great Yarmouth, Kings Lynn and West Norfolk, North Norfolk, Norwich, South Norfolk), Natural England and the Environment Agencies, together with bodies not subject to the 'duty to cooperate', Anglian Water, British Trust for Ornithology, Royal Society for the Protection of Birds, Farming and Wildlife Advisory Group, Forestry Commission, Norfolk and Norwich Naturalists' Society, Norfolk Biodiversity Information Service, Norfolk Geodiversity

Partnership, and Norfolk Wildlife Trust, University of East Anglia and Water Management Alliance.

xiv) BA is a member of the ***Suffolk Biodiversity Partnership***, along with Suffolk County Council.

xv) ***Arrangements with Norfolk County Council*** for the provision of advice and services in relation to legal, property, historic environment and archaeology., legal and property advice.

***Arrangements with Suffolk County Council*** for external bid funding and other support.

xvi) The Authority's remit differs from a Local Authority, BA is a Local Planning Authority but does not have ***statutory responsibilities*** in, for example; housing, economic development, environmental health, education, and highways, beyond its planning role. This means the Authority works closely with these local authority departments in both plan-making and decision-taking. This enables strong connection with other authorities at an officer level.

xvii) ***Joint evidence base production.*** Some evidence base to support Local Plan production has been commissioned jointly. See next section for detail. In general, where one of the Authority's constituent districts has commissioned evidence to support their Local Plan, it tends to cover the entire district, including that in the Broads Authority Executive Area.

## 2.3 Co-operation outcomes

A Memorandum of Understanding has been produced and signed to provide documentary evidence of the existing practice in relation to housing and employment planning in and around the Broads following revocation of the Regional Spatial Strategy.

Agreement or coordination on approach and issues relating to a range of sites either side of the Broads boundary. These relate to both cross-boundary planning issues and sites within the Broads where the Authority's role of local planning authority needs to be coordinated with the relevant council's other responsibilities. Examples include –

- Open space – assessed by the districts and the new Local Plan seeks to allocate these areas of open space.
- Norfolk and Suffolk County Council regarding safeguarded minerals sites.
- Application stage for Ditchingham Maltings in South Norfolk and Pegasus in Waveney regarding open space and affordable housing.
- Application stage for the Utilities Site (also known as Generation Park). The entire scheme is within the areas of the Broads Authority and Norwich City. Joint working related to joint determination of both applications as well as open space and affordable housing.
- Retail – working with Waveney and North Norfolk relating to a combined approach to joint areas of retail.

Joint Supplementary Planning Document with Waveney District Council on the Pegasus Site, Oulton Broad.

Cross-boundary conservation areas (and conservation area appraisals) with each of Broadland, Norwich, North Norfolk, South Norfolk and Waveney Councils.

Broads (and hinterland) Landscape Capacity Study Wind-Turbines, for Photo-Voltaics and Associated Infrastructure, with input/engagement of South Norfolk District and Great Yarmouth Borough.

With three Neighbourhood Plans adopted and more being produced, joint working is required to assist in their production as well as ensure the regulatory steps are met in good time.

Broads Biodiversity Action Plan; Norfolk Biodiversity Action Plan; Suffolk Biodiversity Action Plan 2012.

Officer level support in planning appeals where there are cross-boundary impacts, e.g. wind turbines in Hemsby (GYBC) and Beccles (Waveney DC).

Completed joint evidence base, for example the Central Norfolk SHMA covers Breckland, Broadland, South and North Norfolk and Norwich and hence the part of the Broads Authority Executive Area on those districts. The Broads Authority, Waveney and Great Yarmouth Councils produced a Settlement Fringe study. Gypsy and Traveller study and Water Cycle and Strategic Flood Risk Assessment are other studies that could be completed jointly. Norfolk Recreation Impact Study was completed for all of Norfolk.

Norfolk and Suffolk County Councils were part of the new Flood Risk Supplementary Planning Document project group.

### **3 Greater Norwich Joint Core Strategy**

Norwich City, Broadland District, and South Norfolk District, working with Norfolk County Council, have combined as part of the Greater Norwich Growth Partnership (GNGP). They produced a Joint Core Strategy for their combined planning areas (i.e. excluding the Broads) which was adopted in 2011 and then 2014. The GNMP are now reviewing their policies as they look to produce a new Local Plan.

The Broads Authority is an active member of the GNGP with officers and members involved.

Although the western part of the Broads is within the general area of the Joint Core Strategy, BA decided at an early stage to produce its own Local Plan for the Broads area separately. This is because of the very different issues and considerations generally applying in the Broads.

This growth is planned to take place entirely outside the Broads and within the GNGP Joint Core Strategy area, but there are a range of cross boundary and complementary issues.

#### **3.1 Cooperation mechanisms**



The Broads Authority is an active member of the GNGP with Officers attending the working group meetings, Director attending the Director Board and Member attending the joint Member Group meetings.

Joint working on evidence base relating to the Strategic Housing Market Assessment and potentially the Gypsy and Traveller study.

Statutory consultations on the GNGP Joint Local Plan.

### **3.2 Co-operation Outcomes**

Considered Joint Core Strategy with other GNGP member authorities, but concluded that the nature of the planning issues was fundamentally different in the Broads, and that the Broads Authority could get a Local Plan in place for its area sooner outside the Greater Norwich Local Plan. The GNGP Local Plan thus covers the wider Norwich area (including beyond the boundaries of the City Council) but excludes the Broads area.

The Broads is recognised by the GNDP for its national importance, and for its contribution to the economy, environment and quality of life of the sub-region. The identification of the potential for large scale growth in the wider Norwich area has been informed by the sensitivities and value of the Broads.

Joint policy statement on the development of the cross-boundary East Norwich Site (Utilities and Deal Ground Sites) with Norwich City and South Norfolk District Councils.

Attended the Issues workshops which will inform early versions of the Local Plan.

Further cooperation could see involvement in the production of the evidence base to inform the Local Plan.

## **4 Coast**

The coast in the vicinity of the Broads is low lying, and historically has been breached on a number of occasions and eroded significantly. The anticipated effects of climate change and other factors suggest a likely increase in frequency and severity of such events and processes.

The Broads' ecological, economic, community and landscape values and qualities are highly vulnerable to the effects of any future breach of the coast, both in the vicinity of any breach and far inland. As well as the flooding likely to result, which could extend well inland, the incursion of salt seawater would very seriously affect internationally protected habitats and species, as well as the Broads ecology more generally.

The coast is also a key part of the Broads landscape, and well loved for its accessible but remote feeling beach and dunes, and distinct habitats and species associated with the sea face of the coast,

the brackish waters and soils on its landward side, and the intervening dunes. The combination of sensitive nature and visitor pressures (for instance, viewing of the seals and their pups on the beach in the winter is extremely popular) requires careful management.

#### **4.1 Cooperation mechanisms**

The Authority has been involved in the development of the adopted shoreline management plan (SMP) for the area, and the action planning to implement this and inform future plans.

The Authority sits on the 'SMP Client Steering Group' along with the relevant local authorities (who, unlike the Broads Authority, have formal powers and responsibilities for coastal defences and shoreline management planning) namely North Norfolk District, Great Yarmouth Borough and Waveney District Councils, together with the Environment Agency and the Norfolk Coast (AONB) Partnership.

The Authority has had long term involvement with Natural England and a range of other partners to develop, through discussion and research, understanding of the potential impacts of climate change, and possible adaption measures. (Note that these considerations are not confined to coastal matters, but are included here for convenience and because of their obvious particular relevance to the coast.) This cooperation currently takes the form of the Broads Climate Change Adaption Group, with a lead roles being played by BA, Natural England and the Environment Agency, together with the University of East Anglia, and involvement of local authorities, Norfolk Wildlife Trust, NFU, etc.

#### **4.2 Co-operation outcomes**

Shoreline Management Plan 6 (Kelling Hard to Lowestoft Ness). Provides for intervention to hold the current line of the coast of the Broads for the medium term, while investigating the long term sustainability of this option.

A widening appreciation of the political, technical and community challenges in facing coastal change and other potential climate change impacts.

Increasing recognition by the coastal defence community that changes in this particular part of the coast could have a wide range of major impacts on the Broads stretching far inland, and of a need to further investigate and understand the risks and opportunities, including those further inland than the coastal strip itself.

Increased understanding of potential climate change effects on the area and the identification of a range of trial potential adaption measures.

### **5 National Parks family**

Strategic planning matters – those that affect more than one planning area - are not limited to those areas which are contiguous. The Broads is part of the UK family of national parks, and for all their

differences there are many issues which affect them jointly. They are largely rural areas with the highest status of protection and a national role in recreation and tourism, dependent on fragile ways of life and communities to maintain their distinctive landscapes, under great housing pressure for second homes and retirement, and highly vulnerable to erosion of their special qualities through incremental change. As such they need special treatment. National planning policies conceived primarily with urban and suburban areas of growth and regeneration in mind can be highly inappropriate. Special care and creativity is needed to ensure both that the national parks and the Broads are suitably conserved and developed, and to ensure that they make their full contribution to the quality of life and the economy of the areas around them and the nation more generally.

### **5.1 Cooperation mechanisms**

The Broads Authority works closely, at both officer and member level, with the national park authorities, which are each the local planning authority for their national park area, to address emerging issues and share best practice. National Parks England (which includes the Broads Authority and all the English National Park Authorities), acts as the focus and conduit for much of this work, and especially the lobbying of Government to ensure that the interests of national parks and the Broads and their potential contribution to wider sustainability are better understood. Of particular relevance to the planning of the national parks and the Broads are the following standing officer working groups

- Chief Executives
- Heads of Planning Policy
- Heads of Development Management
- Conservation Officers
- landscape
- Ecologists
- recreation and tourism

The National Parks, through National Parks England, also submit joint representations in response to Government consultations on planning policy and have ongoing dialogue with DEFRA, DCLG, the Planning Inspectorate, etc. evidence to national commissions and enquiries (e.g. Rural Affordable Housing Commission).

### **5.2 Co-operation outcomes**

Continuation of the special treatment of national parks and the Broads in the National planning policy framework.

Enhanced policies and approaches to issues such as affordable housing, accommodation of housing growth, climate change mitigation and adaptation, wind farms and other renewable generation, contribution of development to landscape, wildlife, cultural heritage and recreation, etc.

## **6 Environment Agency**

Long standing close working arrangements (including joint projects) between the organisations on a range of issues, especially on planning policies for flood risk zones (a major issue in the Broads), flood defences, Shoreline Management Plan, water quality, navigation matters, recreation, etc. (The Broads Authority until recently shared offices with the Environment Agency, which facilitated close working.) Joint EA/BA funding of a Catchment Officer. Statutory consultations, including on preparation of the Local Plan. The EA are also involved in the Norfolk Strategic Planning Officers Group and the production of the Norfolk Strategic Framework. The EA were also part of the new Flood Risk Supplementary Planning Document working group.

## **7      Historic England**

General consultation on planning documents. Liaison regarding the way forward with regards to the Broads and Archaeology.

## **8      Natural England**

Long-standing close working arrangements (including joint projects) between the organisations on a range of issues around nature conservation including Biodiversity Action Plans, climate change, etc. (The Broads Authority until recently shared offices with Natural England, which facilitated close working.)

Joint NE/BA funding of an officer to work on non-native species issues.

Statutory consultations, including on the Local Plan.

## **9      Mayor of London**

Whilst not directly relevant to the Broads area, work has been ongoing in relation to cooperating over the wider South East of England. Members have attended some meetings. In general, Norfolk County Council Officers and South Norfolk District Council Leader (in his role as chair of the Norfolk Strategic Framework) have represented Norfolk in meetings.

## **10     Civil Aviation Authority**

No relevant strategic issues have arisen during the review period.

(The Authority has, in the past, commented on consultation documents from Norwich International Airport, and drawn their attention to the issue of tranquility in the Broads area as a matter for consideration in planning the airport's use of its controlled airspace.)

## **11     Office of Rail Regulation**

No relevant strategic issues have arisen during the period.

(The Authority is a signatory to the East Anglia Rail Prospectus. It has also had extensive involvement with Network Rail in relation to issues around the maintenance, operation and

potential replacement of the aged swing and lifting rail bridges across the Broads' rivers (which affect navigation as well as rail services and passengers, and the accessibility of the area to visitors), at all levels from navigation rangers and rail bridge operators to BA Chief Executive and NR Directors).

**12      Highways England**

No relevant strategic issues have arisen during the review period.

**13      Homes and Communities Agency**

No relevant strategic issues have arisen during the review period.

**14      Primary Care Trusts/ Clinical Commissioning Groups and National Health Service Commissioning Board**

No relevant strategic issues have arisen during the review period. (The scale and pace of development in the Broads area is unlikely to affect healthcare planning.).

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

**15      Transport for London**

Not relevant to the Broads area.

**16      Integrated Transport Authorities**

None relevant to the Broads area.

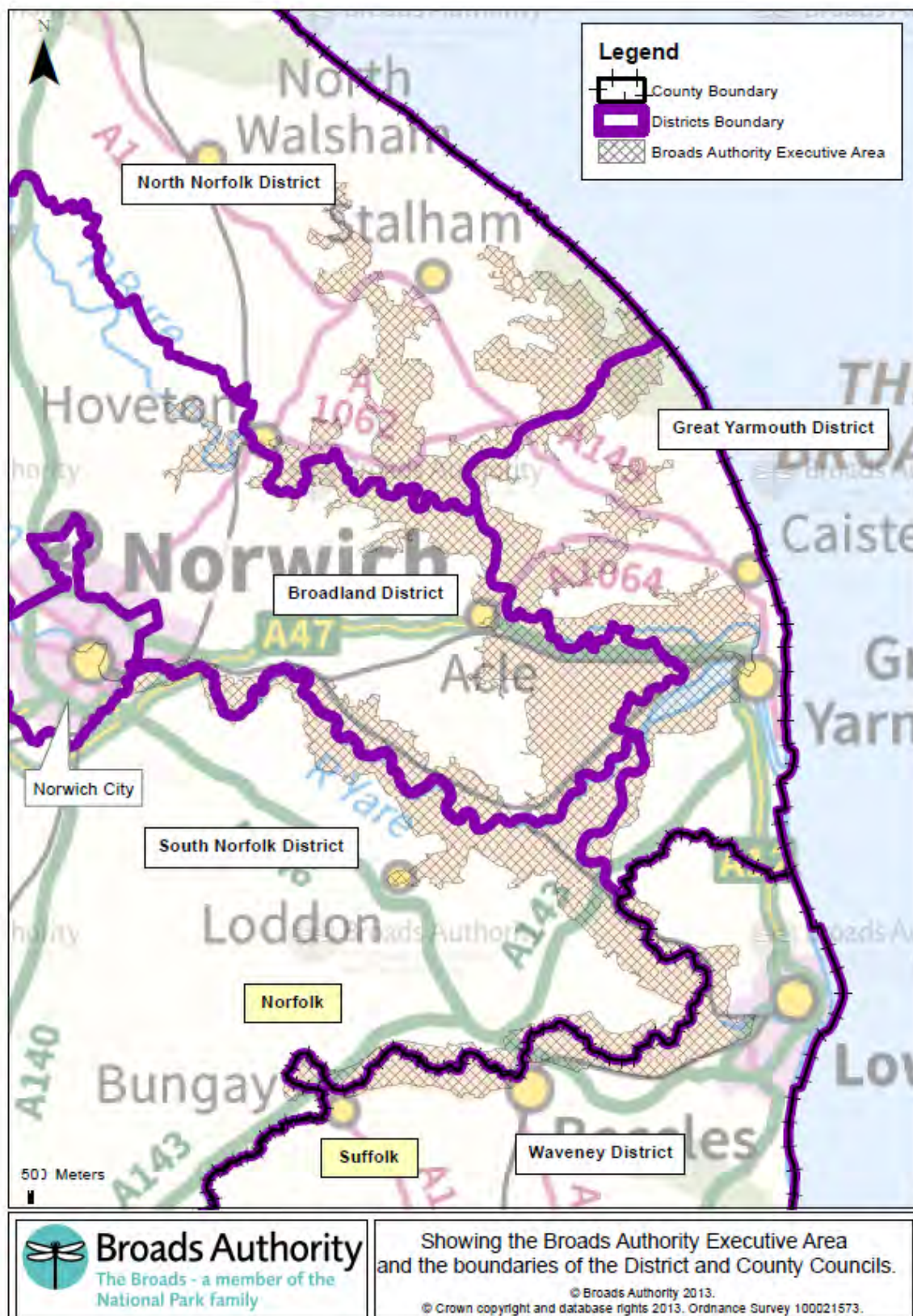
**17      Marine Management Organisation**

Formal consultations between the Authority and the MMO, including on the Broads Local Plan.

**18      LEP and LNPs**

The Broads Authority has representatives on Wild Anglia's Board (Andrea Kelly, Senior Ecologist) and also part of the stakeholder group of New Anglia (John Packman, Chief Executive and also Andrea Long, Director of Planning and Resources) who work closely with the Planning Policy Officer. At each stage of the process, New Anglia and Wild Anglia have been consulted.

**Appendix A: The Broads Executive Area, District Boundaries and County Boundaries.**





**Broads Local Plan**  
**Sequential test of allocations**  
**September 2016**

### Introduction

The Sequential Test ensures that a sequential approach is followed to steer new development to areas with the lowest probability of flooding. The flood zones<sup>1</sup> as refined in the Strategic Flood Risk Assessment for the area provide the basis for applying the Test. The aim is to steer new development to Flood Zone 1 (areas with a low probability of river or sea flooding). Where there are no reasonably available sites in Flood Zone 1, local planning authorities in their decision making should take into account the flood risk vulnerability of land uses and consider reasonably available sites in Flood Zone 2 (areas with a medium probability of river or sea flooding), applying the Exception Test if required. Only where there are no reasonably available sites in Flood Zones 1 or 2 should the suitability of sites in Flood Zone 3 (areas with a high probability of river or sea flooding) be considered, taking into account the flood risk vulnerability of land uses and applying the Exception Test if required.

Note: Table 2<sup>2</sup> categorises different types of uses & development according to their vulnerability to flood risk. Table 3<sup>3</sup> maps these vulnerability classes against the flood zones set out in Table 1 to indicate where development is 'appropriate' and where it should not be permitted.

Within each flood zone, surface water and other sources of flooding also need to be taken into account in applying the sequential approach to the location of development.

The process for applying the sequential test is set out in the following diagram (taken from the NPPG).

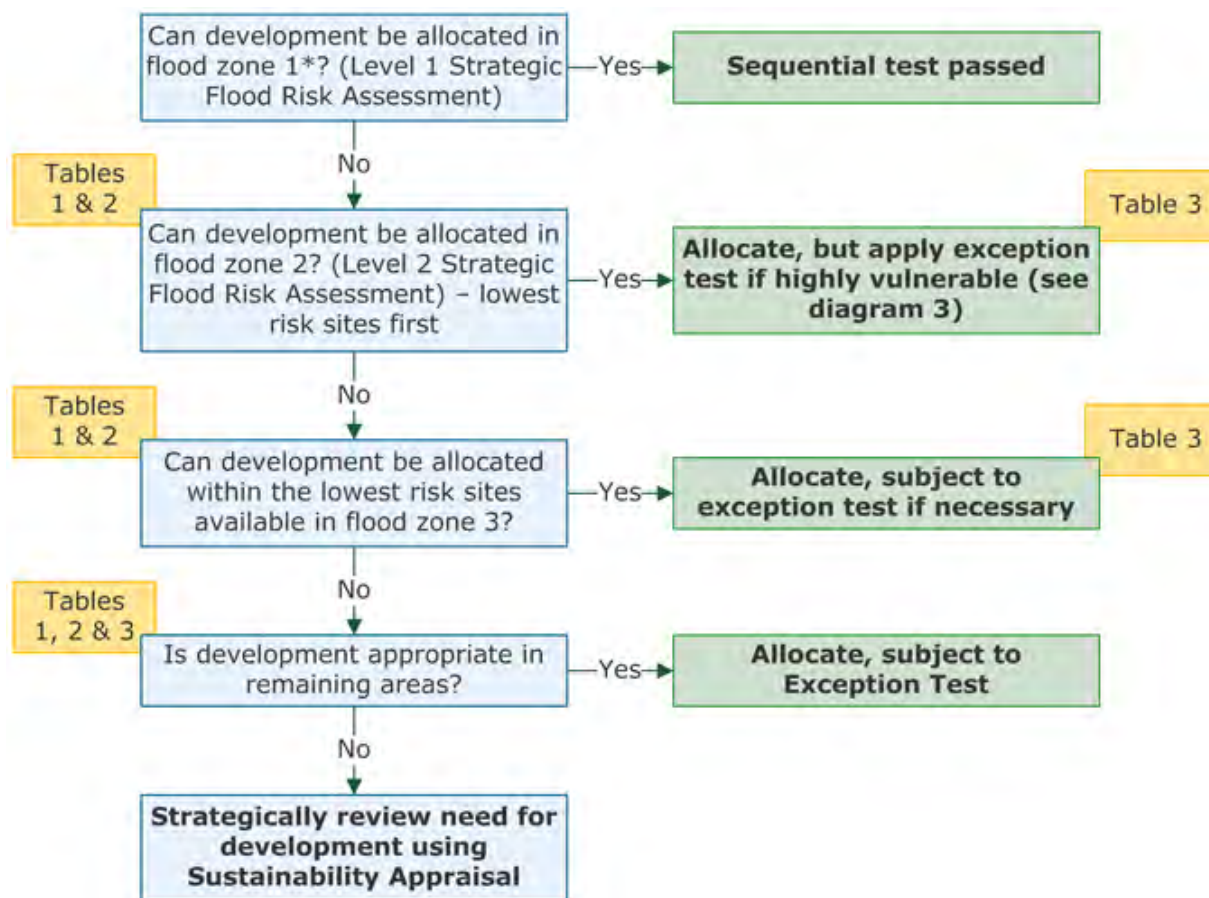
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<sup>1</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/flood-zone-and-flood-risk-tables/table-1-flood-zones/>

<sup>2</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/flood-zone-and-flood-risk-tables/table-2-flood-risk-vulnerability-classification/>

<sup>3</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/flood-zone-and-flood-risk-tables/table-3-flood-risk-vulnerability-and-flood-zone-compatibility/>





Please note that in the absences of an up to date Strategic Flood Risk Assessment, the Environment Agency flood zones have been used and it is presumed that in flood zone 3:

- 3a – if have buildings on
- 3b – if do not have buildings on



Sequential Text of all Site Allocation Policies.

Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
<b>ACL1</b>	Cemetery extension	1	Not specifically covered. Nearest seems to be amenity open space so water compatible development. It is important to note that all proposals for burial grounds need to address Environment Agency requirements relating to groundwater.	Development is appropriate	N/A	Passes sequential test
<b>ACL2</b>	Playing field extension.	1	Water-Compatible Development	Development is appropriate	N/A	Passes sequential test
<b>BEC1</b>	Reinstatement of pub (Loaves and Fishes).	3a	More vulnerable (drinking establishment). Less vulnerable (if restaurant)	Exceptions test required if more vulnerable. Less vulnerable development is compatible.	N/A	The policy seeks to regenerate a vacant building. The building is where it is and cannot be moved. The policy raises the issue of flood risk.
<b>BEC2</b>	Residential moorings.	3b	Aware that the EA consider	The marina assessment indicates that	No as it is people living on boats which	The EA's interpretation passes the sequential test.

Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
			these as effectively marinas so water compatible. But also aware that people will live on these boats so there is a residential element of it which is more vulnerable.	development is appropriate and the residential element indicates that development should not be permitted.	then are on water.	Looking at the residential element in isolation, it does not.  To reflect that this policy relates to people living on boats on water, the supporting text of the policy emphasises the issue of mooring technique and also the need for Flood Response Plans. See Appendix X.
<b>BRU1</b>	Riverside chalets and moorings plots	3a – chalets 3b – mooring plots (generally free of structures)	Chalets - More vulnerable Mooring plots - presume similar to amenity open space so water compatible development	Chalets - Exception Test required Mooring plots - Development is appropriate	On site, yes	Chalets - policy states that additional more vulnerable uses will not be permitted. Relates to changes to the existing land use such as replacement or extensions and policy refers to area being constrained due to flooding. Design response to flooding is a specifics issue to be dealt with through planning application process. Mooring plots – passes the sequential test.
<b>BRU2</b>	Riverside estate boatyards etc	3a	Presume same as marina/ship building so water compatible	Development is appropriate	N/A	Passes sequential test

Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
			development			
<b>BRU3</b>	Brundall mooring plots	3b (generally free of structures)	Presume similar to amenity open space so water compatible development.	Development is appropriate	N/A	Passes sequential test
<b>BRU4</b>	Brundall Marina	3a	Water-Compatible Development	Development is appropriate	N/A	Passes sequential test
<b>BRU5</b>	Land east of Yare House – amenity open space	2 (part of)	Water-Compatible Development	Development is appropriate	N/A	Passes sequential test
<b>BRU6</b>	Brundall Gardens residential moorings.	3b	Aware that the EA consider these as effectively marinas so water compatible. But also aware that people will live on these boats so there is a residential element of it which is more vulnerable.	The marina assessment indicates that development is appropriate and the residential element indicates that development should not be permitted.	No as it is people living on boats which then are on water.	The EA's interpretation passes the sequential test. Looking at the residential element in isolation, it does not.  To reflect that this policy relates to people living on boats on water, the supporting text of the policy emphasises the issue of mooring technique and also the need for Flood Response Plans. See Appendix X.
<b>CAN1</b>	Sugarbeet works.	Some 3a and some 1.	Less vulnerable	Development is appropriate	N/A	Passes sequential test
<b>DIL1</b>	Tyler's Cut	Part in 3b	Presume similar	Development is	N/A	Passes sequential test

Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
	Moorings.		to amenity open space so water compatible development.	appropriate		
<b>DIT2</b>	Sport and recreation. Main building (including a drinking establishment).	Main building and approximately half the area in flood zone 1. Rest of area in flood zone 2. Where there are some buildings – 3a. Where just sports field, 3b.	Drinking establishment is more vulnerable.  Outdoor sport and recreation and essential facilities is water compatible.	Development is appropriate	On site, yes if needed.	Passes sequential test
<b>DIT3</b>	Open space, Beck and habitat area	2	Amenity open space.	Development is appropriate	N/A	Passes sequential test
<b>GTY1</b>	Regeneration of brownfield site which is compatible with flood risk.	3a	Will be more or less vulnerable or water compatible as the policy states this.	Development is appropriate/Exceptions Test required.	No.	Passes sequential test
<b>HOR2</b>	Car parking	Small part flood zone 2 and 3a.	Presume this is the same as building for storage – less vulnerable.	Development is appropriate	N/A.	Passes sequential test
<b>HOR3</b>	Open space	3a	Water compatible.	Development is appropriate	N/A.	Passes sequential test
<b>HOR4</b>	Waterside plots	3a – buildings	Buildings - more	Exception test required	N/A	Passes sequential test as

Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
	including some buildings. General upkeep.	3b – gardens/mooring plots	vulnerable (dwellings). Gardens – water compatible	if new.		policy may address dwellings, but only relates to upkeep rather than new.
<b>HOR5</b>	Sailing club buildings.	3a	Water compatible.	Development is appropriate	N/A.	Passes sequential test
<b>HOR6</b>	Nature conservation.	3b	Water compatible.	Development is appropriate	N/A.	Passes sequential test
<b>HOR7</b>	Employment, boatyards and residential moorings.	3a	Employment – less vulnerable. Boatyards – water compatible. Residential moorings (see text at end).	Development is appropriate	N/A.	Passes sequential test
<b>HOR8</b>	Seeks minimal development.	3b	Water compatible.	Development is appropriate	N/A.	Passes sequential test
<b>HOR9</b>	Live work units.	Part in 3a.	Less vulnerable on lower floor. More vulnerable on upper floor.	Development is appropriate	N/A.	Passes sequential test
<b>HOV2</b>	Green Infrastructure.	Part in 3b.	Water compatible.	Development is appropriate	N/A.	Passes sequential test
<b>HOV3</b>	Car parking	Small part flood zone 2 and 3a.	Presume this is the same as building for storage – less vulnerable.	Development is appropriate	N/A.	Passes sequential test
<b>HOV4</b>	Not included in Preferred Options. Awaiting retail evidence.					

Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
<b>HOV5</b>	Land on Station Road. Holiday accommodation, retail, food and drink, dwellings.	Part 3a and 2.	Dwellings and drinking establishments: more vulnerable. Retail: less vulnerable. Restaurants: less vulnerable.	Exceptions test require for more vulnerable. Less vulnerable, development in appropriate.	On site, yes.	Passes sequential test. Note that only part of the land is in flood zone 3a. Also that the policy seeks to regenerate brownfield land which cannot move.
<b>NOR1</b>	Mixed use scheme including dwellings.	Part 3a. Most 2.	More vulnerable.	Exception test if in 3a. Development is appropriate in 2.	On site, yes.	Passes sequential test. Note that only part of the land is in flood zone 3a. Also that the policy seeks to regenerate brownfield land which cannot move.
<b>NOR2</b>	Walking and cycling route.	Part 3a. Most 2.	Water compatible as presume outdoor recreation.	Development is appropriate	N/A.	Passes sequential test
<b>ORM1</b>	Waterworks.	Majority 3a.	Less vulnerable and water compatible depending on precise operation.	Development is appropriate	On site, yes.	Passes sequential test
<b>OUL2</b>	Leisure plots.	Part 3a (structures) or 3b (no structures) and some 2.	Amenity open space so water compatible.	Development is appropriate	On site, yes.	Passes sequential test
<b>OUL3</b>	Mixed use	3a	Employment –	Employment –	On site, yes.	Passes sequential test.

Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
	scheme including dwellings and employment.		less vulnerable. Dwellings – more vulnerable.	development is appropriate. Dwellings – exceptions test.		Note that the policy seeks to regenerate brownfield land which cannot move.
<b>POT1</b>	Not included in Preferred Options. Awaiting retail evidence.					
<b>POT2</b>	Waterside plots. Some with chalets, some for mooring and some undeveloped.	Undeveloped plots – 3b. With structures on – 3a.	Undeveloped, presume amenity open space so water compatible. With chalets – more vulnerable.	Undeveloped – appropriate. Chalets – exceptions test required.	No as the entire plot tends to be subject to flood risk.	Policy seeks mainly to maintain or improve the current situation. Does not seek significant change. So policy passes sequential test.
<b>POT3</b>	Green bank zones.	3b	Presume amenity open space so water compatible.	Development is appropriate	N/A.	Passes sequential test
<b>SOL1</b>	Moorings and mooring plots.	3b	For the mooring of boats so presume similar to boatyards and marinas so water compatible. Also part amenity open space.	Development is appropriate	N/A.	Passes sequential test
<b>SOL2</b>	Re-use building in a flood risk compatible way.	3a	Retail, office and restaurant – less vulnerable. Dwellings and drinking	More vulnerable uses require an exceptions test. Less vulnerable – development is	N/A.	Passes sequential test. Note that the policy seeks to regenerate brownfield land which cannot move.

Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
			establishments – more vulnerable.	appropriate.		
<b>STA1</b>	Boatyard, employment use and residential moorings.	3a	Employment – less vulnerable. Boatyards – water compatible. Residential moorings (see text at end).	Development is appropriate	N/A.	Passes sequential test
<b>TSA1</b>	Open space	Small part 3b, most 2.	Water compatible as amenity open space.	Development is appropriate	N/A.	Passes sequential test
<b>TSA3</b>	Boatyard and dockyard.	3a.	Docks and boatyards so water compatible.	Development is appropriate	N/A.	Passes sequential test
<b>TSA4</b>	Mooring plots and boatyards.	Undeveloped plots – 3b. With structures on – 3a.	Presume amenity open space so water compatible. Boatyard water compatible too.	Development is appropriate	N/A.	Passes sequential test
<b>TSA6</b>	Open space.	3b	Water compatible as amenity open space.	Development is appropriate	N/A.	Passes sequential test
<b>THU1</b>	Dwellings.	Part in 3a and some in 2.	More vulnerable.	Exception test required for part in 3a. Part in 2	On site, yes.	Passes sequential test. Note that the policy seeks to



Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
				development is appropriate.		regenerate brownfield land which cannot move.
<b>WES1</b>	Dwelling.	2	More vulnerable.	Development is appropriate	N/A.	Passes sequential test
<b>WHI1</b>	Country park.	Some 3a – where there are structures. Some 3b – where there is open space. Rest 1. Café and car park in flood zone 1.	Amenity open space, recreation and sport and changing facilities water compatible. Café less vulnerable. Car park – presume storage so less vulnerable.	Development is appropriate	N/A.	Passes sequential test
<b>XNS1</b>	Trinity Broads. Seeks quiet recreation.	3a and 3b.	Presume amenity open space so water compatible.	‘Development’ is appropriate.	N/A.	Passes sequential test
<b>XNS2</b>	Upper Thurne. Seeks quiet recreation.	3a and 3b.	Presume amenity open space so water compatible.	‘Development’ is appropriate.	N/A.	Passes sequential test
<b>XNS3</b>	The Coast. Seeks quiet recreation and low key structures.	3a and 3b.	Presume amenity open space or structures associated with recreation so water	‘Development’ is appropriate.	N/A.	Passes sequential test

Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
			compatible.			
<b>XNS4</b>	Main road network. Seeks to protect the network.	2, 3a and 3b.	Essential infrastructure.	Presume that the network is essential transport infrastructure. Exceptions test required if in 3a and 3b.	N/A	Policy relates to existing network which is there already. Passes sequential test
<b>Mills policy</b>	Seeks to protect mills.	2, 3a and 3b.	Depends on the usage. Policy does not state what they should be used as but emphasises flood risk.	Depends on the usage.	Potentially for ancillary development, but the mills are there already.	Policy does not specify a land use. Mills are already in place. Flood risk emphasised as an issue.
<b>XNS6</b>	Seeks to protect waterside pubs.	3a and 3b	More vulnerable	Table relates mainly to new development, but policy relates to protecting what is already there. Any changes could be not appropriate or need an exceptions test.	Potentially for new development, although pubs are already there.	Note that pubs are already there and policy emphasises importance of flood risk. Passes sequential test.
<b>Oulton Broad Development Boundary</b>	Development boundaries in principle enable housing, employment and residential moorings but	2, 3a and 3b.	Dwellings – more vulnerable Employment – less vulnerable Residential moorings – see text below.	Ranges from development being appropriate for dwelling proposals in flood zone to, to needing exceptions test for dwellings in 3a	Yes.	The Authority raises the importance of flood risk as well as other policies even though different types of development are theoretically ok in development boundaries.
<b>Horning Development Boundary</b>						
<b>Hoveton and</b>						

Policy and location	Brief description	Flood zone	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
<b>Wroxham Development Boundary</b>	subject to other policies.			to not being appropriate in 3b.		Whether the sequential test is passed or an exceptions test is needed will depend on the proposal and the location.
<b>Thorpe St Andrew Development Boundary.</b>						
<b>Recreation routes.</b>	Three routes of former railways are safeguarded for future walking, cycling and horse riding routes.	Most in 2, some could be in 3a and 3b.	Presume outdoor sport and recreation so water compatible.	Development is appropriate	N/A.	Passes sequential test

#### Residential moorings and flood risk

The Environment Agency consider residential moorings in the same way as they do marinas and boatyards and these are classed as **water compatible** by the NPPG. However, there is a residential use of the moorings with people living on the boats that are moored with their personal belongings; residential dwellings rate as **more vulnerable** by the NPPG. In reality it could be argued that the vulnerability rating of residential moorings is somewhere between water compatible and more vulnerable. That is to say that the boats are designed to float and will continue to float when there is a flood – they will not be flooded like buildings on land in an area of flood risk. That being said, there are some important considerations for boats moored at residential moorings at times of flood:

- If for example the vessel is moored too tight, it may not rise with the flood waters in a safe way and the mooring technique could cause the boat to list to one side causing safety concerns to those in the boat and resulting in damaged belongings.
- If moored too loosely the boat could be 'hung up' whereby it has floated onto the edge or landside of the quay heading and when water resides, could tip over and sink.

- In extreme cases, the vessel could be cast adrift and at times of flood it is not always clear where the main river channel is. Furthermore, unless under control, the vessel could collide with other vessels or objects damaging itself and the object or vessel it hits.
- The access to the vessel may be disrupted so if the occupier is on board at the time of flood, how will they escape or will they have enough provisions to be able to sit out the flood? Which is the safest option?

As such, it is proposed that the policies relating to residential moorings will have the following as part of the reasoned justification.

#### Reasoned Justification

Proposals for residential moorings need to ensure they have adequately considered the following:

1. The technique/method of mooring the vessel. By being too tight, the vessel could list and by being too loose the vessel could float onto the landside of the quay heading or be cast adrift at times of flooding. Both scenarios have safety concerns relating to occupiers, possessions and other objects or vessels that could be hit by a loose boat.
2. A Flood Response Plan needs to be produced. Whilst it is acknowledged that residential boats will float, the access to the boat could be disrupted at times of flood with the occupier effectively stuck on board the boat. What will the occupier do at times of flood? Will they have another way of escaping from the boat or have supplies to help them sit out the flood? Which is the safest option? The Flood Response Plan will need to address these concerns.
3. Finally, how will the boat moored at the residential mooring itself be monitored at times of flood so it does not cause damage to other vessels and also prevent damage to the belongings on board (and indeed the boat itself).

### Permission in Principle

The Housing and Planning Bill 2015, included measures to introduce a 'permission in principle' (PiP) on land allocated for development in a qualifying document such as a brownfield register, development plan or neighbourhood plan.

Permission in Principle may be granted for housing led development but not for the winning and working of minerals. It may be granted in relation to land that is allocated for development in a Local Plan and lasts for 5 years. Subsequent applications for technical details consent (TDC) s then have to be determined in accordance with the permission in principle. The result would be the grant of full planning permission.

Regulations are expected by the end of 2016 which will give more information relating to how to implement this requirement. The Broads Authority will keep Members informed of progress and will reflect Permission in Principle in the Publication version of the Local Plan.

The policies to which Permission in Principle could apply are:

- NOR1 – Utilities Site
- OUL3 – Pegasus site
- THU1 – Hedera House

Useful explanation: <http://nlpplanning.com/blog/housing-and-planning-act-2016-essential-guide-to-pips-may-2016/>

The Housing and Planning Act 2016 can be found here: [http://www.legislation.gov.uk/ukpga/2016/22/pdfs/ukpga\\_20160022\\_en.pdf](http://www.legislation.gov.uk/ukpga/2016/22/pdfs/ukpga_20160022_en.pdf)



**How the Issues considered in the Issues and Options have been taken forward.**

**Issue 1: how should we address run off from boat wash in the new Local Plan?**

*A new policy is included in the Preferred Options. See policy PODM2*

**Issue 2: How to address water efficiency of residential developments in the Local Plan**

*A new policy is included in the Preferred Options. See policy PODM3*

**Q: Do you have any thoughts on how the Local Plan should address water usage of non-residential development?**

*A new policy is included in the Preferred Options. See policy PODM3*

**Issue 3: How to address sewerage treatment in the Broads.**

*A new policy is included in the Preferred Options. See policy PODM1*

**Q: Do you have any thoughts on flood risk in the Broads Executive? Do you have any thoughts on how the Local Plan should address flood risk? Is there scope to have a Broads-specific exceptions test?**

*A new policy is included in the Preferred Options. See policy PODM4 and POSP4. A Flood Risk SPD is being produced that will inform the new final policy.*

**Q: Do you have any thoughts on how the Local Plan should address SuDS and whether there should be any requirement for particular types of SuDS in the Broads?**

*A new policy is included in the Preferred Options. See policy PODM5.*

**Issue 4: How to address land-based open space, allotments and play requirements in the Broads.**

*A new policy is included in the Preferred Options. See policy PODM6.*

**Q: Do you have any thoughts on water open space, staithes and slipways?**

*A new policy is included in the Preferred Options. See policy PODM7.*

**Issue 5: how do we address Green Infrastructure in the Broads Executive Area?**

*A new policy is included in the Preferred Options. See policy PODM8.*

**Q: Are there any areas you would like to nominate as Local Green Space?**

*A new policy is included in the Preferred Options. See policy POXNS12. Also see the Local Green Space Assessment Report.*

**Issue 6: how should we address climate change in the Local Plan?**

*A new policy is included in the Preferred Options. See policy DM9 and POSP5.*

**Issue 7: how should we address peat affected by land use change in the Broads?**

*A new policy is included in the Preferred Options. See policy PODM10.*

**Issue 8: how do we give further weight to the Local List and undesignated heritage assets (that we know about and those that we do not know about)?**

*A new policy is included in the Preferred Options. See policy PODM11.*

**Q: Is having a guide for waterside chalets and no specific policy an approach which you support?**

*A guide has been produced.*

**Issue 9: how can the Local Plan help enable restoration of the drainage mills of the Broads?**

*An amended policy is included in the Preferred Options. The Authority continues to look into the Mills and how they can be regenerated.*

**Issue 10: how can the Local Plan address interpretation of the historic environment and culture in the Broads?**

*A new policy is included in the Preferred Options. See policy PODM11.*

**Issue 11: how can we give non-designated sites recognition?**

*Whilst the NPPF at 14.3 would give this policy approach teeth, and indeed acknowledge the support for this extra tier of protection that is apparent from comments at the Issues and Options stage, after a long discussion with Development Management Officers and the Senior Ecologist it became evident that the Authority does not have a complete assessment of the entire Broads that identifies these features. Without identifying the features we wish to protect on a map, the policy is not useful. There are no resources at the moment to complete the work needed to identify non designated habitat of value. This cannot be completed using aerial photography alone as it needs ground trothing to understand the quality of the habitat. POLICY APPROACH NOT TAKEN FORWARD.*

**Issue 12: how can we protect habitats and species on brownfield sites?**

*A new policy is included in the Preferred Options. See policy PODM13.*

**Issue 13: how can we compensate for residual adverse biodiversity impacts arising from a development after mitigation measures have been taken?**

*This is addressed in the Planning Obligations policy.*

**Issue 14: how should we consider land-raising in the new Local Plan?**

*A new policy is included in the Preferred Options. See policy PODM17.*

**Issue 15: how should we consider disposing of excavated material in the new Local Plan?**

*A new policy is included in the Preferred Options. See policy PODM18.*

**Issue 16: how should we address landscaping design in the new Local Plan?**

*A new criteria in the design policy is included in the Preferred Options. See policy PODM40.*

**Issue 17: how should we address overhead lines in the new Local Plan?**

*A Development Management Policy has been amended to address this issue. See policy PODM19.*

**Issue 18: how should we consider settlement fringe in the new Local Plan?**

*A new policy is included in the Preferred Options. See policy PODM20.*

**Q: Do you have any thoughts on existing policy DP28?**

*An improved policy is included in the Preferred Options. See policy PODM21.*

**Q: Are there any other areas in the Broads that you think are tranquil or offer quiet recreation which should be specifically protected?****Issue 19: how should we address tranquillity?**

*Tranquillity study not completed. Have assessed Dark Skies so have a strong light pollution policy. Also have strong amenity policy. Upper Thurne and Trinity Broads are protected for their tranquillity. So too is the coastal area. Many suggestions for areas of tranquillity relate to these areas which are already protected. No forms filled out to accompany suggested areas for tranquillity and any suggestions not accompanied by email addresses to ask for a form to be completed. Some felt that boat engines were loud so it is difficult to get away from it all. But others knew of tranquil areas or felt there are many areas that are tranquil but did not specify where. Norfolk County Council considered that tranquil areas are favoured by wildlife so to protect them as tranquil areas could be a way of advertising them as such and therefore increase usage thus threatening the wildlife.*

*A strategic policy has therefore not been taken forward because:*

- *areas are already protected*
- *no specific study has been completed (without a study, no evidence to assess proposals against in terms of location and tranquillity)*
- *the area varies from hustle and bustle to quiet and calm...*

**Issue 20: how should we address light pollution?**

*A new policy is included in the Preferred Options. See policy PODM22.*

**Issue 21: how to address waste in the Broads Local Plan**

*After liaising with Norfolk County Council regarding a potential new policy on waste management, it was decided that the waste elements of the Broads Development Management DPD policies DP4, DP16 and DP25 suffice. It was generally agreed that the waste elements of these policies should be rolled forward. The issue of construction waste could be addressed in a sustainable development policy.*

**Issue 22: How can the Local Plan address the Full Objectively Assessed Housing Need of the Broads?****Q: Do you have any comments on the issue of meeting the objectively assessed housing need of the Broads?**



*A new policy is included in the Preferred Options. See policy PODM31.*

**Issue 23: How can the Local Plan address Gypsy and Traveller needs?**

*Gypsy and Traveller evidence yet to be commissioned. This issue will be addressed in the publication version of the Local Plan although there is a new criteria based policy. See policy PODM31.*

**Q: Are there any areas which you think are suitable for residential moorings?**

*One area has been nominated and assessed. See policy PODM35 and POBEC2 and the Residential Moorings Assessment Report.*

**Q: What are your thoughts on floating buildings? Do you have any evidence to address the issues raised?**

*Further work will be completed to inform the publication version of the Local Plan.*

**Issue 24: How can the Local Plan address the issue of rural enterprise dwellings?**

*An amended policy is included in the Preferred Options. See policy PODM36.*

**Issue 25: How should the Local Plan address second homes in the Broads?**

*The tourism policies address this issue adequately. See policy PODM27.*

**Issue 26: How can the Local Plan support those who wish to build their own homes?**

*A new policy is included in the Preferred Options. See policy PODM39.*

**Issue 27: how to address design in the Broads Local Plan**

*An amended policy is included in the Preferred Options. See policy PODM40.*

**Issue 28: How to address energy efficiency in the Local Plan**

*An amended policy is included in the Preferred Options. See policy PODM14.*

**Issue 29: How can the Local Plan address the issue of residential items and equipment associated with residential moorings?**

*An amended policy is included in the Preferred Options. See policy PODM47 and PODM35.*

**Issue 30: how should we consider leisure plots in the new Local Plan?**

*An amended policy is included in the Preferred Options. See policy PODM47.*

**Q: Do you have any thoughts on space standards? Do you have any evidence that the Authority needs to address this through the Local Plan?**

*No evidence for specific space standards for development in the Broads has come forward. So no new policy on this issue.*

**Issue 31: How to address accessibility and wheelchair standards in the Local Plan**

*An amended policy is included in the Preferred Options. See policy PODM40.*

**Issue 32: how do we address sport and recreational buildings in the Broads Executive Area?**

*An amended policy and new policy is included in the Preferred Options. See policy PODM41, POFLE1 and PODIT2.*

**Issue 33: How can we design places for healthy lives?**

*A new policy is included in the Preferred Options. See policy PODM42.*

**Issue 34: how to address retail issues in the Broads Local Plan**

*Discussions ongoing with Waveney and North Norfolk District Councils regarding a joint policy approach for some retail areas. Policy will be included in the Publication version of the Local Plan.*

**Issue 35: How can the Local Plan address the dualling of the Acle Straight?**

*A new policy is included in the Preferred Options. See policy PODM24.*

**Issue 36: How can the Local Plan safeguard future recreation routes?**

*A new policy is included in the Preferred Options. See policy POXNS11.*

**Issue 37: How to address car parking in the Local Plan**

*Car parking in relation to recreation is addressed in the Preferred Options. See policy PODM25.*

**Issue 38: what should the Authority's approach be for redundant boatyards or boatyard buildings?**

*Awaiting economy evidence. Issue will be addressed in the publication version of the Local Plan.*

**Issue 39: How to address location of new employment land in the Local Plan**

*Awaiting economy evidence. Issue will be addressed in the publication version of the Local Plan.*

*Option 2 not taken forward as considered that this could stifle economy. There would likely be lots of exceptions e.g. boatyards and tourism development. The areas where the development boundaries chosen are not necessarily appropriate for employment*

**Issue 40: how to address sustainable tourism in the Local Plan?**

*A new policy is included in the Preferred Options. See policy PODM26 and POSP9.*

**Issue 41: how do we make the mooring provision as a result of related development more deliverable and reasonable?**

*New text added to existing policy. See policy PODM30.*

**Issue 42: how should we consider safety by the water in the new Local Plan?**

*A new policy is included in the Preferred Options. See policy PODM43.*

**Q: What are your thoughts on rolling forward DP30?**

*An amended policy is included in the Preferred Options. See policy PODM44.*

**Issue 43: how do we protect the car parking area near Staithe and Willow?**

*A new policy is included in the Preferred Options. See policy PODM44.*

**Issue 44: how to address Thorpe Island in the Local Plan?**

*A new policy is included in the Preferred Options. See policy PODMTSA2.*

**Issue 45: do we protect the live/work units at Ferry Corner through the Local Plan and if so, how?**

*A new policy is included in the Preferred Options. See policy POHOR9.*

**Q: What are your thoughts on these sites? Are there any changes you would like to see and why? Are there any other areas similar to those listed that you would like to propose for inclusion in the Local Plan?**

Beccles Old Hotel Site, opposite Morrison's.

*Not addressed in local plan. Flood risk and highway access an issue. Also landscape and townscape character. Well maintained as is.*

Bridge Hotel, Potter Heigham

*Not addressed in the Preferred Options. There could be potential for a masterplan for the entire area.*

Little Precinct in Hoveton

*Not addressed in local plan. The area seems to be functioning well as it is.*

Former Waterside Rooms at Hoveton

*A new policy is included in the Preferred Options. See policy POHOV5.*

Former Loaves and Fishes Pub at Beccles

*A new policy is included in the Preferred Options. See policy POBEC1.*

Reference	What has happened to policy	Reference Number in Preferred Options
DP1	Policy rolled forward with slight amendments.	PODM13
DP2	Policy rolled forward with slight amendments.	PODM16
DP3	Policy rolled forward with slight amendments.	PODM1
DP4	Policy rolled forward with slight amendments.	PODM40
DP5	Policy rolled forward with slight amendments.	PODM11
DP6	Policy rolled forward with slight amendments.	PODM12
DP7	Policy rolled forward with slight amendments.	PODM14
DP8	Policy rolled forward with slight amendments.	PODM15
DP9	Policy rolled forward with slight amendments- now utilities infrastructure	PODM19
DP10	Policy rolled forward with slight amendments.	PODM46
DP11	Policy rolled forward with slight amendments.	PODM23
DP12	Policy rolled forward with slight amendments.	PODM28
DP13	Policy rolled forward with slight amendments.	PODM29
DP14	Policy rolled forward with slight amendments.	PODM26
DP15	Policy rolled forward with slight amendments.	PODM27
DP16	Policy rolled forward with slight amendments.	PODM30
DP17	Policy rolled forward with slight amendments.	PODM47
DP18	Will be assessed following employment study completion.	See economy section
DP19	Will be assessed following employment study completion.	See economy section
DP20	Will be assessed following employment study completion.	See economy section
DP21	Policy rolled forward with slight amendments.	PODM45
DP22	Forms part of Development Boundary policy.	PODM33
DP23	Policy rolled forward with slight amendments.	PODM32
DP24	Policy rolled forward with slight amendments.	PODM38
DP25	Policy rolled forward with slight amendments.	PODM35
DP26	Policy rolled forward with slight amendments.	PODM36
DP27	Rolled forward with slight changes and combined with CS25.	PODM41
DP28	Policy rolled forward with slight amendments.	PODM21
DP29	Policy rolled forward with slight amendments.	PODM4
DP30	Policy rolled forward with slight amendments.	PODM44
CS1	Incorporated into a new sustainable development policy.	POSP2
CS2	Incorporated into a new sustainable development policy.	POSP2
CS3	Rolled forward with some slight amendments. Combined with CS13 and CS15.	POSP10
CS4	Incorporated into a new sustainable development policy.	POSP2
CS5	Policy rolled forward with slight changes. Combined with CS6	POSP6
CS6	Policy rolled forward with slight changes. Combined with CS5	POSP6
CS7	Policy rolled forward with slight changes	POSP3
CS8	Policy rolled forward with slight changes	POSP5
CS9	Combined into tourism strategic policies.	POSP9
CS10	Discarded. Approach no longer deemed necessary.	-
CS11	Combined into tourism strategic policies.	POSP9
CS12	Combined into tourism strategic policies.	POSP9
CS13	Rolled forward with some slight amendments. Combined with CS3 and CS15.	POSP10
CS14	Rolled forward with some slight amendments.	POSP11
CS15	Rolled forward with some slight amendments. Combined with CS3 and CS13.	POSP10
CS16	Rolled forward with some slight amendments.	POSP7
CS17	Rolled forward with some slight amendments.	POSP8
CS18	Rolled forward with some slight amendments. Combined with CS24.	POSP12
CS19	Combined into tourism strategic policies.	POSP9
CS20	Many changes to reflect changes in national flood risk policy since the core strategy.	POSP4
CS21	Combined into tourism strategic policies.	POSP9
CS22	Will be assessed following employment study completion.	See economy section
CS23	Will be assessed following employment study completion.	See economy section
CS24	Rolled forward with some slight amendments. Combined with CS18.	POSP12
CS25	Combined with DP27	PODM41
ACL1	Rolled forward with some slight amendments.	POACL1
ACL2	Rolled forward with some slight amendments.	POACL2
BRU1	Rolled forward with some slight amendments.	POBRU1
BRU2	Rolled forward with some slight amendments.	POBRU2
BRU3	Rolled forward with some slight amendments.	POBRU3

BRU4	Rolled forward with some slight amendments.	POBRU4
BRU5	Rolled forward with some slight amendments.	POBRU5
BRU6	Rolled forward with some slight amendments.	POBRU6
CAN1	Rolled forward with some slight amendments.	POCAN1
DIL1	Rolled forward with some slight amendments.	PODIL1
DIT1	Discarded. Development built out. New open space policy proposed (to follow)	-
DIT2	Rolled forward with some slight amendments.	PODIT2
GTY1	Rolled forward with some slight amendments.	POGTY1
HOR1	Forms part of Development Boundary policy.	PODM33
HOR2	Rolled forward with some slight amendments.	POHOR2
HOR3	Rolled forward with some slight amendments.	POHOR3
HOR4	Rolled forward with some slight amendments.	POHOR4
HOR5	Rolled forward with some slight amendments.	POHOR5
HOR6	Rolled forward with some slight amendments.	POHOR6
HOR7	Rolled forward with some slight amendments.	POHOR7
HOR8	Rolled forward with some slight amendments.	POHOR8
HOV1	Forms part of Development Boundary policy.	PODM33
HOV2	Rolled forward with some slight amendments.	POHOV2
HOV3	Rolled forward with some slight amendments.	POHOV3
HOV4	Policy relates to retail. Discussions ongoing with North Norfolk District Council regarding retail work as well as joined approach with regards to this town centre which is partly within NNDC and partly within BA.	See retail section
NOR1	Rolled forward with some slight amendments.	PONOR1
NOR2	Rolled forward with some slight amendments.	PONOR2
ORM1	Rolled forward with some slight amendments.	POORM1
OUL1	Forms part of Development Boundary policy.	PODM33
OUL2	Rolled forward with some slight amendments.	POOUL2
OUL3	Rolled forward with some slight amendments.	POOUL3
POT1	Retail element to reflect future retail work with NNDC. Potential for a masterplan being considered.	See retail section
POT2	Rolled forward with some slight amendments.	POPOT2
POT3	Rolled forward with some slight amendments.	POPOT3
SOL1	Rolled forward with some slight amendments.	POSOL1
SOL2	Rolled forward with some slight amendments.	POSOL2
STA1	Rolled forward with some slight amendments.	POSTA1
TSA1	Rolled forward with some slight amendments.	POTSA1
TSA3	Rolled forward with some slight amendments.	POTSA3
TSA4	Rolled forward with some slight amendments.	POTSA4
TSA5	Forms part of Development Boundary policy.	PODM33
TSA6	Rolled forward with some slight amendments.	POTSA6
THU1	Rolled forward with some slight amendments.	POTHU1
WES1	Discarded. Development built out.	-
WHI1	Rolled forward with some slight amendments.	POWHI1
XNS1	Rolled forward with some slight amendments.	POXNS1
XNS2	Rolled forward with some slight amendments.	POXNS2
XNS3	Rolled forward with some slight amendments.	POXNS3
XNS4	Rolled forward with some slight amendments.	POXNS4
XNS5	Rolled forward with some slight amendments.	POXNS5
XNS6	Rolled forward with some slight amendments.	POXNS6
XNS7	Rolled forward but combined with other 'new' routes.	POXNS11
XNS8	Rolled forward with some slight amendments.	POXNS8
XNS9	Forms part of Development Boundary policy.	PODM33
TSA2	Amended to update in light of various court decisions.	POTSA2

**Broads Local Plan  
Preferred Options consultation, December to February.  
Consultation Plan**

Introduction

The Preferred Options are set to published for public consultation between 5 December 2016 and 3 February 2017. The consultation period covers 9 weeks as it includes the Christmas period..

Documents to be consulted on

- The Preferred Options version of the Local Plan
- The Sustainability Appraisal
- The Habitats Regulation Assessment
- The various pieces of evidence and the topic papers are also available for comment.

Advanced notice of the consultation has been given

- Emailed Parish Councils in July 2016 to give prior notification of consultation.
- A reminder of the Local Plan consultation will go out with the Broads Plan email/letter in October 2016 and the Flood Risk SPD consultation in November 2016.

Advertising the consultation.

- Email or letter to all on our contact database.
- Press advert.
- Press release to go out at the start of the consultation period as well as early January to act as a reminder.

Versions of the Local Plan

- Hard copies at libraries and Council offices
- Summary leaflet. This will include one line description of the thrust of the policy and ask for comments. There will be a link to the main document so people can read the detail policy if they wish.
- Copies of the documents will be available on line.

Drop in sessions

- Posters to go on Parish notice boards to advertise drop in sessions.
- Advertised through the press release and press advert.
- Three drop in sessions – on a Saturday am/pm and weekday evening. One in the north, central area and south.
- Venues and dates to be confirmed.

Assessment of Local Plan against adopted Neighbourhood Plans:

The NPPF at paragraph 155 says: *‘early and meaningful engagement and collaboration with neighbourhoods, local organisations and businesses is essential. A wide section of the community should be proactively engaged, so that Local Plans, as far as possible, reflect a collective vision and a set of agreed priorities for the sustainable development of the area, **including those contained in any neighbourhood plans that have been made**’.*

As such, the following table shows the visions and objectives of the various adopted Neighbourhood Plans and explains how these are addressed in the Local Plan. It is important to note that not all of the area of the parishes to which the Neighbourhood Plans apply is within the Broads.

Acle Neighbourhood Plan

<b>Acle Neighbourhood Plan</b>	<b>Local Plan assessment</b>
The vision for the Neighbourhood Plan is to ensure that Acle continues as a flourishing village and gateway to the broads that maintains a strong sense of community whilst embracing a sustainable and prosperous future as a place where people choose to live, work and visit.	Local Plan generally supports the sentiments of the vision.
O1: To improve the ability of the village centre to be used for community events O2: To support enhanced education facilities for all age groups O3: To improve access to formal and informal sports and leisure provision. O4: To improve conditions for walking and cycling from the village centre to the surrounding countryside O5: To reduce the dominance of the highway in the village centre O6: To support enhanced public transport infrastructure. O7: To enhance the attractiveness, vitality and viability of the village centre for small scale town centre uses, particularly for retailing O8: To ensure that employment sites are developed for an appropriate mix of employment uses O9: To improve the attractiveness of Acle for inward investment. O10: To promote the integration of new housing development into the social and physical fabric of the village	Specifically, the Local Plan has policies relating to sports fields in Acle.  More generally, the Local Plan generally supports these objectives where they are relevant to the Broads.

### Brundall Neighbourhood Plan

<b>Brundall Neighbourhood Plan</b>	<b>Local Plan assessment</b>
Our vision for Brundall is to remain a high-quality rural village surrounded by tranquil open countryside and the Broads landscape where people want to live, visit, work and engage with a vibrant and thriving community.	Local Plan generally supports the sentiments of the vision.
<ol style="list-style-type: none"><li>1. To improve links between the village and surrounding countryside including the Broads.</li><li>2. To protect and enhance existing landscape and wildlife areas around the village.</li><li>3. To protect and enhance local distinctiveness in the built and natural environment and to protect the setting of designated heritage assets.</li><li>4. To protect and enhance the unique cluster of marine related businesses at Brundall Riverside.</li><li>5. To support and enhance opportunities for local businesses.</li><li>6. To support and enhance the visitor economy.</li><li>7. To support the enhancement and growth of education facilities in the village for all age groups.</li><li>8. To strengthen and enhance the existing village centres along The Street and Strumpshaw Road.</li><li>9. To improve conditions for walking and cycling around and through the village and increase use of public transport.</li></ol>	<p>Specifically, the Local Plan has policies relating to the cluster of marine businesses at Brundall Riverside as well as the open space near to the rail line. The site specific policies in general support the visitor economy.</p> <p>More generally, the Local Plan generally supports these objectives where they are relevant to the Broads.</p>

### Strumpshaw Neighbourhood Plan

<b>Strumpshaw Neighbourhood Plan</b>	<b>Local Plan assessment</b>
<p>In 2026 the Parish will remain much as it is currently, with the tranquil and rural nature of the Parish being maintained and protected.</p> <p>Areas of high landscape value, the marshes and nature reserves will continue to be protected. The Parish will continue to have a distinctive difference from Lingwood and Brundall.</p> <p>The settlement limits in 2026 will be maintained as they are in 2013. The Parish will benefit from good quality improvements in community facilities to assist a thriving community to be maintained. The Plan will encourage the continuation of the Parish as a safe place in which to live.</p>	Local Plan generally supports the sentiments of the vision.



Strumpshaw Neighbourhood Plan	Local Plan assessment
<p>Employment provision in the Parish will be maintained at much the same level in 2026 as it is currently. Some provision for additional low key and low impact employment opportunities will be included.</p>	
<p>A. Environmental</p> <ol style="list-style-type: none"> <li>1. Maintain and protect the tranquil and rural nature of the whole of the Parish</li> <li>2. Keep the built up core of Strumpshaw separate from those parts of Strumpshaw adjacent to Lingwood and Brundall</li> <li>3. Resist any development which is in parts of the Parish that are outside the settlement limit</li> <li>4. Maintain and protect areas of high landscape value, including wooded areas in private ownership, reflecting the landscape assessments undertaken by the Broads Authority and Broadland District Council.</li> <li>5. Maintain and protect the marshes and nature reserves</li> <li>6. Protect agricultural land use</li> <li>7. Encourage the provision of green space in the built up core of the Parish</li> </ol> <p>B. Social</p> <ol style="list-style-type: none"> <li>1. Ensure that a community meeting room continues to be provided in the Parish, easily accessible to the majority of residents</li> <li>2. Ensure that sufficient allotments are provided to meet the needs of the residents of the Parish</li> <li>3. Encourage the completion of the footpath along Norwich Road, Strumpshaw, between Beech Drive and Goat Lane</li> <li>4. Encourage any new housing to be of a low density and of a vernacular design</li> <li>5. Encourage the development of any new housing to include both affordable and lower cost market dwellings, including consideration of housing for elderly people</li> <li>6. Resist the introduction of street lights</li> <li>7. Promote a safe highway network, identifying measures to encourage adherence to traffic speed limits, and to reduce conflicts between vehicles and pedestrians</li> </ol> <p>C. Economic</p> <ol style="list-style-type: none"> <li>1. Encourage the provision of small scale, low impact and low key employment opportunities</li> </ol>	<p>There are no site specific policies for Strumpshaw.</p> <p>More generally, the Local Plan generally supports these objectives where they are relevant to the Broads.</p>

**Broads Local Plan: New Flood Risk Supplementary Planning Document –  
Consultation Version**

Report by Planning Policy Officer

**Summary:** A new Flood Risk SPD has been drafted. It is intended that this be the subject of public consultation in November and December 2016.

**Recommendation:** That the report be noted and Members recommend that Full Authority approve the SPD for consultation.

## **1 Introduction**

- 1.1 The purpose of this Supplementary Planning Document (SPD) is to increase awareness of the nature of flood risk in the Broads area, give advice to developers and others about the Authority's approach to the issue of development and flood risk, and stress the need to maintain a high standard of design in new waterside development.

## **2 The need for a new Flood Risk SPD**

- 2.1 This SPD will replace the previous SPD which was produced in 2008. The Current 2008 SPD is being reviewed because:
- The current SPD is out of date. It initially bridged the policy gap between 2007 Core Strategy and 2011 Development Management Policies Development Plan Document (DMDPD)
  - The current SPD was based on PPS25. This has been withdrawn with national flood risk policy and guidance now contained in the NPPF and NPPG
  - The Broads Authority has explored climate change issues in more detail
- 2.2 The SPD seeks to clarify and expand on Policy DM29 from the adopted DMDPD. It sets out a local approach to some national guidance. Furthermore, there are templates and checklists relating to small scale Flood Risk Assessments and Flood Response Plans.

## **3 Producing a SPD**

- 3.1 With regards to producing a supplementary planning document, the NPPF paragraph 155 says:

*'Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development'.*

- 3.2 The Authority considers that this SPD will help applicants prepare schemes that consider the issue of flooding in an appropriate way. The SPD should be read alongside policy DP29 of the DMDPD and is a material consideration in the determination of planning applications. The advice and guidance herein will not add financial burden to development. The new SPD will provide guidance and advice in advance of the adoption of the new Local Plan in early 2018.

## **4 Timeline**

- 4.1 The process and proposed timeline is summarised below.

<b>Stage</b>	<b>Timeline</b>
To Planning Committee	14 October 2016
To Full Authority	18 November 2016
Consult for at least 4 weeks	21 November until 4pm on 23 December 2016
Make consultation statement	Until 13 January 2017
Amend if need be	
To Planning Committee	3 February 2017
Adopt by Full Authority	24 March 2017
Advise interested parties of adoption	After adoption

## **5 Consultation and Conclusion**

- 5.1 The consultation on this SPD runs from 21 November until 4pm on 16 December. That is a period of 5 weeks and reflects the build up to Christmas as well as the next version of the Local Plan being out for consultation on 4 December for 9 weeks. The statutory minimum period for consultation for a SPD is 4 weeks.
- 5.2 Members are requested to note the report and to recommend the SPD to Full Authority for consultation.

## **6 Financial Implications**

- 6.1 Cost of hard copies for the consultation as well as the cost of a press advert. This is estimated to cost around £3,000 in total.

Background papers: None

Author: Natalie Beal  
Date of report: 29 September 2016

Appendices: Appendix A: The draft Flood Risk SPD for consultation



# **New Broads Flood Risk Supplementary Planning Document 2016**

**Consultation version**  
**Consultation runs from 21 November to  
4pm on 23 December**

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## 1. Introduction

The purpose of this SPD is to increase awareness of the nature of flood risk in the Broads area, give advice to developers and others about the Authority's approach to the issue of development and flood risk, and stress the need to maintain a high standard of design in new waterside development.

Flooding can cause damage to property and infrastructure. Coastal flooding can be particularly damaging. In extreme cases, flooding can lead to loss of life. The threat of flooding can also cause fear and distress to local residents. On the other hand, flooding is also a natural process within a floodplain. In some circumstances it can be beneficial to wildlife.

The Broads Authority is the Local Planning Authority within the Broads area and this Supplementary Planning Document (SPD) applies only to land within the Authority's executive boundary. The Authority takes advice from the Environment Agency (EA) 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.

This SPD will replace the 2008 SPD. We are reviewing the current 2008 SPD because:

- The current SPD is out of date. It initially bridged the policy gap between 2007 Core Strategy and 2011 DM DPD.
- The current SPD was based on PPS25. This has been withdrawn with national flood risk policy and guidance contained in the NPPF and NPPG.
- The Broads Authority has explored climate change issues in more detail.

With regards to producing a supplementary planning document, the NPPF paragraph 155 says:

*'Supplementary planning documents should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development'.*

The Authority considers that this SPD will help applicants prepare schemes that consider the issue of flooding in an appropriate way. The SPD should be read alongside policy DP29 of the Development Management DPD and is a material consideration in the determination of planning applications. The advice and guidance herein will not add financial burden to development. The new SPD will provide guidance and advice in advance of the adoption of the new Local Plan in early 2018. The process and timeline is summarised below.

Stage	Timeline
To Planning Committee	14 October
To Full Authority	18 November
Consult for at least 4 weeks	21 November until 4pm on 23 December
Make consultation statement	Until 13 January
Amend if need be	
Adopt by Full Authority	27 January
Let those know it is adopted who wanted to know it is being adopted	After adoption

## 2. About this Consultation

The consultation on this SPD runs from 21 November until 4pm on 16 December. That is a period of 5 weeks and reflects the build up to Christmas as well as the next version of the Local Plan being out for consultation on 4 December for 9 weeks. The minimum period for consultation for a SPD is 4 weeks.

The consultation version of the SPD is available at  
<http://www.broads-authority.gov.uk/broadsconsultations>.

There are printed copies of this document and the Sustainability Appraisal at these locations. For opening times, please contact the venue or check on their website:

- Broads Authority, Yare House, 62-64 Thorpe Road, Norwich NR1 1RY
- Broadland District Council, 1 Yarmouth Road, Norwich NR7 ODU
- Great Yarmouth Borough Council, Town Hall, Hall Plain, Great Yarmouth, Norfolk NR30 2QF
- North Norfolk District Council, Holt Road, Cromer NR27 9EN
- Norwich City Council, City Hall, St Peter's St, Norwich NR2 1NH
- South Norfolk Council, Swan Lane, Long Stratton NR15 2XE
- Waveney District Council, Riverside, 4 Canning Road, Lowestoft NR33 0EQ
- Norfolk County Council, County Hall, Martineau Lane, Norwich NR1 2DH
- Suffolk County Council, Endeavour House, 8 Russell Road, Ipswich IP1 2BX
- Whitlingham Broads Visitor Centre, Whitlingham Lane, Trowse, Norwich NR14 8TR
- Toad Hole Cottage Museum, How Hill, Ludham NR29 5PG (Mar-Apr)
- Hoveton Visitor Centre, Station Road, Hoveton NR12 8UR (Mar-Apr)
- Acle Library, Bridewell Lane, Acle NR13 3RA
- Beccles Library, Blyburgate, Beccles NR34 9TB
- Brundall Library, 90 The Street, Brundall NR13 5LH
- Bungay Library, Wharton Street, Bungay NR35 1EL
- Cromer Library, Prince of Wales Road, Cromer NR27 9HS
- Great Yarmouth Library, Tolhouse Street, Great Yarmouth NR30 2SH
- Loddon Library, 31 Church Plain, Loddon NR14 6EX
- Lowestoft Library, Clapham Road South, Lowestoft, NR32 1DR
- Oulton Broad, Library Council Offices, 92 Bridge Road, Oulton Broad NR32 3LR
- Norwich Millennium Library, The Forum, Millennium Plain, Norwich NR2 1AW
- Stalham Library, High Street, Stalham NR12 9AN
- Wroxham Library, Norwich Road, Wroxham NR12 8RX

**The consultation ends at 4pm on 23 December 2016.**

### 3. Development Management Policy DP29

The Development and Flood Risk SPD is in conformity with the Core Strategy, Development Management DPD and the National Planning Policy Framework (NPPF). It expands on DM policy DP29:

#### **DP29 Development on Sites with a High Probability of Flooding**

Development will only be permitted in Environment Agency Flood Zones 2 and 3 and those areas deemed to be at risk of flooding in the Authority's Strategic Flood Risk Assessment, where appropriate and when the Sequential Test and Exception Test (parts (a), (b) and (c)) where applicable, as set out in PPS25, have been satisfied. Development proposals should be supported by a Site Specific Flood Risk Assessment.

The Flood Risk Assessment will need to meet the requirements of PPS25 and give consideration to the following:

- (a) Whether the proposed development will make a significant contribution to achieving the objectives of the Core Strategy and other policies of the Development Plan;
- (b) 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;
- (c) Whether appropriate measures to ensure resilience to potential flooding have been incorporated into the development;
- (d) Whether appropriate measures to reduce the risk of flooding (on and offsite), including sustainable drainage systems with effective attenuation of flows to adjoining land or waterways, have been incorporated;
- (e) The impact of the proposal on flood risk elsewhere and on the effectiveness of flood alleviation or flood defence schemes; and
- (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.

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

- (g) The vacated site would be reinstated as naturally functioning flood plain;
- (h) The benefits of flood risk reduction outweigh the benefits of leaving the new site undeveloped; and
- (i) The development of the new site is appropriate when considered against the other policies of the Development Plan.

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

## 4. Understanding Flood Risk

### 4.1. What is flood risk?

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

### 4.2. What are flood risk 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>1</sup> and defined in the table below (taken from the NPPG).

Flood Zone	Definition
Zone 1 Low Probability	Land having a less than 1 in 1,000 (0.1%) annual probability of river or sea flooding. (Shown as ‘clear’ on the Flood Map – all land outside Zones 2 and 3)
Zone 2 Medium Probability	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 flooding. (Land shown in light blue on the Flood Map)
Zone 3a High Probability	Land having a 1 in 100 (1%) or greater annual probability of river flooding; or Land having a 1 in 200 (0.5%) or greater annual probability of sea flooding. (Land shown in dark blue on the Flood Map)
Zone 3b The Functional Floodplain	This zone comprises land where water has to flow or be stored in times of flood. Local planning authorities should identify in their Strategic Flood Risk Assessments areas of functional floodplain and its boundaries accordingly, in agreement with the Environment Agency. (Not separately distinguished from Zone 3a on the Flood Map)

### 4.3. EA flood risk

The Environment Agency (EA) flood risk maps depict the current probability or likelihood of flooding without defences in place. They therefore show a ‘worst case’ scenario. However, the EA maps do not include climate change predictions of rising sea levels, increase in peak river flow, or increased peak rainfall intensity. Also, the EA flood risk maps just show areas identified as Flood Zone 3 and do not distinguish between zones 3a and 3b. Consequently the EA maps are not sufficient to use to consider the impact of flooding to an individual property. Site-specific flood risk assessments (FRA) are required to consider the impacts of all sources of flooding on an individual property, and these should also include climate change considerations.

Whilst most of the Broads Authority area is covered by the river and coastal flood map, those areas outside of it (e.g. Flood Zone 1) should also look at the updated surface water flood map on the EA

<sup>1</sup> [http://maps.environment-agency.gov.uk/wiyby/wiybyController?x=357683.0&y=355134.0&scale=1&layerGroups=default&ep=map&textonly=off&lang=\\_e&topic=floodmap](http://maps.environment-agency.gov.uk/wiyby/wiybyController?x=357683.0&y=355134.0&scale=1&layerGroups=default&ep=map&textonly=off&lang=_e&topic=floodmap)



website. This shows surface water flooding but also indicates a proxy risk for fluvial flooding experienced from an ordinary watercourse until a specific FRA is undertaken (i.e. where the EA fluvial modelling could not extend as the catchments were too small to include (those smaller than 3km<sup>3</sup>)).

#### **4.4. Strategic Flood Risk Assessment**

A Strategic Flood Risk Assessment is a study carried out by one or more local planning authorities to assess the risk to an area from flooding from all sources, now and in the future, taking account of the impacts of climate change, and to assess the impact that land use changes and development in the area will have on flood risk.

In accordance with advice from the Environment Agency the Broads Authority, jointly with Broadland District Council, North Norfolk Council, Norwich City Council and South Norfolk District Council, commissioned a Strategic Flood Risk Assessment (SFRA) to inform preparation of the LDF and also to provide further details of varying levels of flood risk within the area. The Inception Report was completed in 2006 with the stage two report completed in 2008<sup>2</sup>.

At the time of writing, all the Norfolk Authorities were working together to plan strategically across Norfolk. One particular cross boundary issue is that of flood risk. Working together also offers the opportunity for efficiency savings when commissioning evidence bases to support Local Plans. The potential to work together to update the SFRAs around the county was being explored.

#### **4.5. The Broads Flood Risk Alleviation Project**

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

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

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

This aim has largely been achieved, through a phased programme of improvement works comprising:

- Strengthening the existing floodbanks, restoring them to agreed levels where excessive settlement has occurred
- Replacing existing erosion protection that is in a poor condition using more environmentally acceptable methods wherever possible
- Providing new protection where erosion is currently threatening the integrity of the flood defences

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<sup>2</sup> This is available to see at the main office of the Broads Authority – paper version only.

- Carrying out works at undefended communities

#### **4.6. Nature of flood risk in the Broads**

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

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

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

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

The SFRA (2008) shows that coastal flooding and flooding associated with defence failure are likely to produce the most significant consequences and greatest hazard because of the speed of onset of the flood, the high water velocities and the deep water. Settlements towards the east of the Broads which are at risk of flooding from failure of the coastal defences are indicated on the Environment Agency maps.

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

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

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

It is suggested in the 2008 SFRA that if hazard mapping were to be carried out in order to quantify depth and water velocity at the various flood events (hazard, or “danger to people”, is a function of

depth and velocity) it would quite likely indicate that both flood depth and velocity are not great. As a result of this, hazard is generally likely to be low. However, site specific factors significantly contribute to risk and a site-specific Flood Risk Assessment will need to quantify this.

The 2008 SFRA suggests flooding from the tidally influenced Broads' river systems is likely to be less hazardous because of the slower onset. This may be an oversimplification due to the interaction of site specific factors and the condition of winds and tides. The above notwithstanding, hazard and risk does tend to be predictable on the Broads and this has implications for how these are managed.

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

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

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

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

#### **4.7. Other Sources of flood risk**

##### **i) Surface runoff**

The Flood and Water Management Act 2010 (FWMA) defines surface runoff as; rainwater (including snow and other precipitation) which (a) is on the surface of the ground (whether or not it is moving), and (b) has not entered a watercourse, drainage system or public sewer.

Intense rainfall, often of short duration, that is unable to soak into the ground or enter drainage systems, can run quickly off land and result in local flooding.

There are several stakeholders identified by the FWMA who have a role in the management of surface runoff flooding, these are; Lead Local Flood Authorities, Local Planning Authorities, Water Utilities Companies, Highways Authorities, Riparian Owners.

## ii) Ordinary Watercourses

Ordinary Watercourses are defined as; every river, stream, ditch, drain, cut, dyke, sluice, sewer (other than a public sewer) and passage through which water flows and which does not form part of a main river. These watercourses, although not shown at risk on the Environment Agency river flood map, can be a source of fluvial flooding. The Environment Agency River Flood map can only model and hence show risk of flooding on catchments sized greater than 3km<sup>2</sup>. Appropriate site specific risk assessment would still need to consider ordinary watercourse as a source of flood risk.

In the County of Norfolk for example there are approximately 7,178 km of mapped ordinary watercourses that are included in the Environment Agency's Detailed River Network dataset. This is undoubtedly a conservative figure as many ordinary watercourses in Norfolk remain unmapped.

In terms of local flood risk management, these watercourses are still largely influenced by the Land Drainage Act 1991. This Act identifies three key stakeholders in the management of ordinary watercourses, these are; Internal Drainage Boards, Local District Authorities and Riparian Owners.

## iii) Groundwater

The Flood and Water Management Act 2010 defines groundwater as; water below the surface of the ground and in direct contact with the ground or subsoil. It is worth noting that this definition does not include water in buried pipes or other containers.

The UK Groundwater Forum describes groundwater flooding as a result of water rising up from the underlying rocks or from water flowing from abnormal springs.

Flooding from groundwater is classed as a Local Flood Risk and as such is the responsibility of the Lead Local Flood Authority which in Norfolk is Norfolk County Council.

## 4.8. Functional Flood Plain

The NPPG describes the Functional Flood Plain<sup>3</sup> as:

*The identification of functional floodplain should take account of local circumstances and not be defined solely on rigid probability parameters. However, land which would naturally flood with an annual probability of 1 in 20 (5%) or greater in any year, or is designed to flood (such as a flood attenuation scheme) in an extreme (0.1% annual probability) flood, should provide a starting point for consideration and discussions to identify the functional floodplain.*

*A functional floodplain is a very important planning tool in making space for flood waters when flooding occurs. Generally, development should be directed away from these areas using the*

<sup>3</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/strategic-flood-risk-assessment/how-should-a-strategic-flood-risk-assessment-be-used-to-identify-the-functional-floodplain/>

*Environment Agency's catchment flood management plans, shoreline management plans and local flood risk management strategies produced by lead local flood authorities.*

*The area identified as functional floodplain should take into account the effects of defences and other flood risk management infrastructure. Areas which would naturally flood, but which are prevented from doing so by existing defences and infrastructure or solid buildings, will not normally be identified as functional floodplain. If an area is intended to flood, e.g. an upstream flood storage area designed to protect communities further downstream, then this should be safeguarded from development and identified as functional floodplain, even though it might not flood very often.*

#### **4.9. The Coast**

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

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

## 5. Making and assessing a planning application

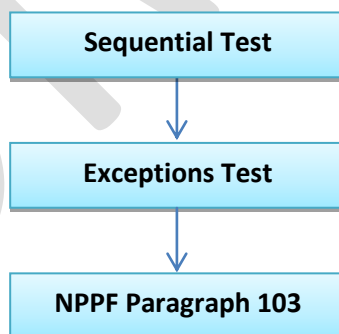
### 5.1. Section introduction

Proposals for developments in areas at risk of flooding are subject to appropriate detailed requirements and must be accompanied by an appropriate Flood Risk Assessment (FRA). The basic requirements of the FRA are set out in the NPPG<sup>4</sup>.

The Broads Authority encourages all applicants to seek pre-application advice on their proposals and officers can provide advice on which proposals will require an FRA. The Environment Agency<sup>5</sup> can provide some of the necessary data for an FRA and offer a pre-application advice service, subject to charges. The Environment Agency offer one free preliminary opinion to developers which outlines the nature of the information required to accompany an application<sup>6</sup>. Further detailed advice, which may include a technical review of documents prior to submission, is available from the Environment Agency as part of a charged service.

Developers should assess carefully the full range of issues associated with all sources of flood risk when considering and formulating development proposals. Failure to consider these issues is likely to lead to delay or to refusal of planning permission. Developers must demonstrate that development both minimises flood risk both on and off site and will still be of a scale and design appropriate to its Broads setting. Flood risk mitigation, resilience and resistance measures should be considered at an early stage and integrated into a high quality design which satisfies the objectives of other planning policies.

The NPPG sets out a Sequential Test<sup>7</sup> to development and flood risk that is undertaken by the planning authority to direct development away from flood risk areas. It also sets out an Exception Test<sup>8</sup> for development located in zones of higher flood risk to provide a method to manage flood risk, while still allowing necessary development to occur, subject to appropriate risk reduction and mitigation measures. In essence the steps taken to assess an application for development in flood zones 3a and 3b are:



### 5.2. Land Use and Development in Areas of Flood Risk

<sup>5</sup> You can email@ [ensenquiries@environment-agency.gov.uk](mailto:ensenquiries@environment-agency.gov.uk)

<sup>6</sup> see <https://www.gov.uk/government/publications/pre-planning-application-enquiry-form-preliminary-opinion>

<sup>7</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/the-sequential-risk-based-approach-to-the-location-of-development/>

<sup>8</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/the-exception-test/>

The NPPG sets out clearly what are acceptable land uses in different flood zones. There is a distinction between proposed development in flood risk zones 1, 2 and 3a and proposed development in flood risk zone 3b. In the case of the former, the NPPG is very clear on circumstances in which the Sequential and Exception tests must be applied. In terms of proposed development in Flood Zone 3b the NPPG sets out (in the table below, copied from the NPPG) which types of development are water compatible and may therefore be acceptable<sup>910</sup>.

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.

Any development being promoted in Flood Zone 1 should also consider flood risk from other sources (not just river and sea flooding). This means that the updated surface water flood map on the environment agencies flood map should also be consulted to apply the sequential approach and sequential test when making decisions. The 1:1000 year surface water map can be seen as equivalent probability to Flood zone 2 (river and sea map) and the 1:100 year surface water map can be seen as equivalent to Flood Zone 3 (river and sea flood map). This is only practical to apply to significant flow paths show on the surface water flood map and not to small areas of ponding.

Flood Zones	Flood Risk Vulnerability Classification				
	Essential infrastructure	Highly vulnerable	More vulnerable	Less vulnerable	Water compatible
Zone 1	✓	✓	✓	✓	✓
Zone 2	✓	Exception Test required	✓	✓	✓
Zone 3a †	Exception Test required †	✗	Exception Test required	✓	✓
Zone 3b *	Exception Test required *	✗	✗	✗	✓ *

Key:

✓ Development is appropriate

✗ Development should not be permitted.

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

<sup>9</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/flood-zone-and-flood-risk-tables/table-2-flood-risk-vulnerability-classification/>

<sup>10</sup> For more detail, go here: <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/flood-zone-and-flood-risk-tables/table-3-flood-risk-vulnerability-and-flood-zone-compatibility/>



a) Greenfield sites

In the case of a 'green field' 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.

b) Brownfield sites which have been previously developed

Sites categorised as "brownfield sites which have been previously developed" will typically cover sites larger than a single plot and may have been in use for a variety of uses, often employment based. Typically these will be characterised by areas of built development, including buildings and hardstandings, 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 1:20 (5%) annual probability event can pass under or through a building or sit on land this will be defined as functional floodplain, but 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.

A comprehensive and accurate site appraisal will be essential as part of an FRA in order to identify constraints and potential areas for development on a site within the floodplain. The appraisal as part of a Flood Risk Assessment should identify:

- i) Flood risk zones 1 – 3 within the site with reference to the SFRA/EA Flood Zone maps;
- ii) The boundaries between areas of Flood Zone 3a and the Flood Zone 3b;
- iii) The boundaries within mapped areas of Flood Zone 3b where water has to flow or be stored and land areas where buildings and other infrastructure restrict this functionality. The following will need to be considered in identifying these boundaries:
  - Extent of buildings on site and their footprints
  - Extent of hardstandings on site and their coverage
  - Permeability of the buildings and hardstandings on site, including the contribution of voids
  - Extent of open areas and drainage infrastructure on site and their capacity
  - Flow pathways and patterns within and off-site

Any site specific FRA also include an assessment of historical flooding.

Provision of this information will allow an accurate calculation to be made of the extent and location of Flood Zone 3a and Flood Zone 3b within the site. The objective of the appraisal is to identify the location and extent of the site that would be appropriate for development, so that the Broads Authority can ensure that it does not increase flood risk either off site or to the development.



Understanding how a site is affected at times of flooding can identify opportunities to allow a development to go ahead, reduce flood risk and identify mechanisms to improve flood storage capacity through layout and design. The appraisal will demonstrate where this is required.

Development should be located in a sequentially appropriate manner (which considers areas of lower flood risk first as discussed in the following section) 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 of the NPPG and all the other policy requirements (such as safety and not increasing flood risk elsewhere).

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.

c) Brownfield sites which are currently developed

Sites categorised as “brownfield sites which are currently developed” will typically cover individual sites where replacement development is proposed. Typically these will 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 located 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.

### 5.3. Sequential Test

The sequential test is designed to ensure that areas at little or no risk of flooding from any source are developed in preference to areas at higher risk. The Sequential Test will be carried out by the Broads Authority on relevant applications located in Flood Zones 2 and 3 in accordance with the NPPF (except for minor development or changes of use – excluding a change of use involving camping and caravans), drawing on information provided by the developer. Sites must be reasonably available to be considered as part of the Sequential Test. The Environment Agency advises that the Sequential Test should be undertaken in isolation and judged on flood risk issues only. The results of the test should then be compared to other non-flood risk matters. A site may therefore pass the Sequential Test but still be considered inappropriate for other reasons, such as being contrary to the Local Plan.

The Authority will aim to minimise flood risk by directing development away from areas of high risk. However, this does not override other Core Strategy, Development Management or Site Specific policies which may indicate the unsuitability, for other reasons, of land in Flood Zones 1 or 2.

The following sections elaborate on how various elements of the Sequential Test should be addressed. The NPPG says:

*The aim is to steer new development to Flood Zone 1 (areas with a low probability of river or sea flooding). Where there are no reasonably available sites in Flood Zone 1, local planning authorities in their decision making should take into account the flood risk vulnerability of land uses and consider reasonably available sites in Flood Zone 2 (areas with a medium probability of river or sea flooding), applying the Exception Test if required. Only where there are no reasonably available sites in Flood Zones 1 or 2 should the suitability of sites in Flood Zone 3 (areas with a high probability of river or sea flooding) be considered, taking into account the flood risk vulnerability of land uses and applying the Exception Test if required.*

#### a) Area of search

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:

- The rest of the particular district within the Broads Authority Executive Area.
- Within the entire Parish
- Other settlements/parishes that are nearby (that may be out of the district)

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. However sites that are at less risk of flooding could be in the non-Broads part of the settlement.

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 LPA what area of search has been used when making the application.

b) Passing the sequential test

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 can be deemed as passing the Sequential Test. The Exception Test may also need to be undertaken at this point (if required).

c) Reasonably available sites

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

- The site is available to be developed
- The site is within the agreed area of search
- The site is of comparable size in that it can accommodate the requirements of the proposed development
- The site is not safeguarded in the relevant Local Plan for another use
- It does not conflict with any other policies in the Core Strategy, Development Management DPD or Sites Specifics Local Plan.

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

#### **5.4. Exception Test**

The NPPF says that '*applications for minor development<sup>11</sup> and changes of use should not be subject to the Sequential or Exception Tests (except for any proposal involving a change of use to a caravan, camping or chalet site, or to a mobile home or park home site, where the Sequential and Exception Tests should be applied as appropriate) but should still meet the requirements for site-specific flood risk assessments*'.

The requirements of the Exception Test are set out in the NPPG. Table 3<sup>12</sup> of the NPPG sets out when the Exception Test needs to be carried out. The Broads Authority has considered these tests and has clarified how they will be interpreted locally in the context of the landscape character and spatial vision. Again, the developer must provide the evidence to enable the Exception Test to be applied by the Authority.

<sup>11</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/what-is-meant-by-minor-development-in-relation-to-flood-risk/>

<sup>12</sup> For more detail, go here: <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/flood-zone-and-flood-risk-tables/table-3-flood-risk-vulnerability-and-flood-zone-compatibility/>

The following conditions must be met in order for the Authority to be sure that a proposal is appropriate, in flood risk terms, if an Exception Test is required:

- a) The NPPF at paragraph 102 says that for the Exception Test to be passed ‘it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment where one has been prepared’. To assess this, the Authority will use the most up to **date Local Plan Sustainability Appraisal Objectives**. These are set out at [Appendix C](#).
- b) The NPPF at paragraph 102 says that for the Exception Test to be passed ‘a site-specific flood risk assessment must demonstrate that 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 Broads Authority will presume **100 years for residential** development as per the National Planning Policy Guidance. The Authority requires **developers to set out the anticipated lifetime of non-residential development and justify this**.

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

- c) The development must not compromise future flood alleviation or flood defence schemes;
- d) 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;
- e) The site-specific Flood Risk Assessment must demonstrate how the development will be compatible with the nature of flooding in the Broads, taking into account climate change and sea level rise over the planned life of the development (see section x on Climate Smart Thinking; and, in the case of the replacement of a residential property
- f) 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>13</sup>, potentially being relocated in a less vulnerable part of the site.

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.

The management of residual risk is another area that has to be addressed. There is no definition of what is deemed to be ‘safe’, but there is information from various sources that can provide a guide to what is acceptable in respect of flood depths and velocities.

A key document in this respect is the Defra/EA Research Report FD2320, ‘Flood Risk Assessment Guidance for New Development’<sup>14</sup>. Advice on the flood resistance and resilience of buildings can be found at section x of this SPD.

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<sup>13</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.

<sup>14</sup> [http://sciencesearch.defra.gov.uk/Document.aspx?Document=FD2320\\_3364\\_TRP.pdf](http://sciencesearch.defra.gov.uk/Document.aspx?Document=FD2320_3364_TRP.pdf)

### 5.5. Information for Flood Risk Assessments

Guidance on when an FRA is required and on preparing an FRA is available from the Environment Agency<sup>15</sup>. The NPPG<sup>16</sup> sets what is required in an FRA with a useful checklist.

The flood maps on the Environment Agency website show the flood zones and other sources of flood risk, highlighting when an FRA is required for flood risk from a main river or the sea. Further more detailed information will be required to consider the specific risk to the site and how it should be managed. Other documents should be consulted to assess risk of flooding from other sources and historical accounts such as Strategic Flood Risk Assessments, Surface Water Management Plans or local studies.

Climate change is an important consideration in producing FRAs. An allowance for climate change must be included as part of any submitted flood risk assessment. Guidance on the allowances to use can be found by using the following hyperlink <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>.

Redevelopment proposals in FZ3a & 3b should seek to demonstrate an improvement should seek to demonstrate an improvement in flood risk management (taking into account climate change over the development lifetime). For example, a building may be redesigned to be more flood resistant or have habitable areas raised. The frequency of flooding to the surrounding land may become greater and more hazardous with time, therefore offsetting any improvement to the design of the building and challenging the overall sustainability of the location for the given land use. These issues will need to be addressed in the site-specific Flood Risk Assessment. Some landowners may decide that risk management is too onerous and seek to relocate.

The table below shows Sea level allowance for each period of time in millimeters (mm) per year with cumulative sea level rise for each time period in brackets (using 1990 baseline/ as at April 2016)

<a href="#">Area of England</a>	1990 to 2025	2026 to 2050	2051 to 2080	2081 to 2115	Total sea level rise 1990 to 2115 / metres (m)
East, east midlands, London, south east	4 (140 mm)	8.5 (255 mm)	12 (360 mm)	15 (450 mm)	1.21 m

For certain application types the Environment Agency has prepared Flood Risk Standing Advice. Considerable additional information for developers and landowners can be found in the Environment Agency's Standing Advice Development and Flood Risk<sup>17</sup>. Developers should refer to these sources of information so they are fully informed of the requirements at the time of their application.

<sup>15</sup> <https://www.gov.uk/guidance/flood-risk-assessment-for-planning-applications>

<sup>16</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/strategic-flood-risk-assessment/>

For minor development, a Local Flood Risk Tick Sheet has been produced. 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. See [Appendix F](#).

#### **5.6. Without increasing flood risk elsewhere**

The NPPF at paragraph 203 says ‘*when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere...*’. One of the key objectives of a Flood Risk Assessment is to establish if a proposal will increase flood risk elsewhere. This may happen where development causes flows to be diverted, or where development takes up additional space within the floodplain causing floodplain storage capacity to be reduced. A Flood Risk Assessment should consider whether this will happen and propose mitigation measures. These may include for example the provision of compensatory floodplain storage, although this can be difficult to achieve in The Broads area. Sustainable drainage (SuDS) proposals should also be included within an assessment where a development would increase the impermeable area that would increase the surface water runoff from the site. This will ensure that flood risk is not increased elsewhere. For Brownfield sites, proposals should be put forward to limit the surface water discharge as close to greenfield runoff rates.

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

A 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>18</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 D](#).

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<sup>18</sup> [www.hse.gov.uk/construction/cdm.htm](http://www.hse.gov.uk/construction/cdm.htm)

## **6. Reducing Flood Risk to Development**

### **6.1. Section introduction**

Developers must demonstrate that development both appropriately manages flood risk and will still be of a scale and design appropriate to its Broads setting. The Authority will not permit development where the accommodation of measures to reduce flood risk leads to other, unacceptable, consequences. These may include an intrusive scale of building or land raising which is inappropriate in the landscape or built environment.

Developers should also note that, in accordance with advice in the NPPG, any necessary flood defence works required because of the development form part of that development and should be funded by the developer.

It should be noted that all aspects of the development need to comply with policies of the Core Strategy, Development Management DPD and Sites Specifics Local Plan and that conformity with Core Strategy policy CS20/DP29 does not override applicability of other plans.

The Authority will continue to give considerable weight to the advice of the Environment Agency with regard to the appropriateness of development and necessary flood alleviation measures.

### **6.2. Raising Floor Levels**

This involves setting the building floor level above an appropriate flood level. This approach provides a partial solution by giving protection to people and accommodation, provided that the flood level does not exceed the floor level provided.

A development could be designed to allow the site to flood beneath a raised building. This method does not protect the building curtilage or access roads. In addition, flooding may prevent the effective operation of local drainage and sewage systems, with potential adverse environmental and amenity consequences. It is also difficult to apply new floor levels to building conversions.

The appropriate minimum floor levels to manage flood risk will be determined through the site-specific Flood Risk Assessment. The use of raised floor levels has significant implications for development. Firstly, it can lead to a raising of the ridge level and overall height of the building. Secondly, it affects the relationship between the floor level and the surrounding site and therefore the means of access into the building, including access for all. These aspects need careful consideration by the architect at an early stage to ensure that the resulting development will be acceptable in terms of its design in relation to its surroundings and that it complies with legal and policy requirements with regard to access for all.

### **6.3. Raising Plot Levels**

Developers may seek to reduce the risk of flooding by raising the level of the land, either in isolation or in combination with a minimum floor level. This approach is unlikely to be a viable option in the Broads. The Authority and the Environment Agency have a preference against raising land levels, because:

- (i) It can serve to divert flood water onto neighbouring plots, particularly in areas primarily affected by fluvial flooding.



- (ii) Land in the Broads area is often wet and of poor load bearing capacity. Raising land by adding soil or other material may lead to the site sinking over a period of time.
- (iii) 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, affecting the visual quality of the water's edge.
- (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 may be difficult to ensure that any replacement of lost flood storage capacity behaves in the same manner.

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.

#### **6.4. Bunds or Flood Walls**

In some exceptional cases it may be appropriate to consider the use of earth bunds or flood walls to reduce the risk of flooding of development or to protect existing development. This approach is less likely to be applicable to small-scale developments.

While acceptable in some locations, bunds or flood walls are likely to be damaging to the character of the landscape or built environment in others.

As with land raising, bunds can divert flood water onto neighbouring land, particularly in areas primarily affected by fluvial flooding. The provision of alternative flood storage capacity in the drainage compartment will be a requirement in the use of this technique. Careful consideration will be needed to ensure that the engineering requirements for bunds or flood walls are met and that, as far as possible, they are designed to be sympathetic to the local character. In addition, it will be important to ensure that a bund or flood wall does not prejudice the operational requirements of the site, for example at a boatyard or other employment site.

An Environmental Permit may be required under the Environmental Permitting (England and Wales) Legislation 2010. Check the information at <https://www.gov.uk/topic/environmental-management/environmental-permits> for advice.

#### **6.5. Floating/Amphibious Structures**

Another option to explore is a fixed but floating solution to development for commercial uses or replacement residential properties. Development might be located on land or in a mooring cut within a currently developed plot giving connectivity with the landscape, retaining the feeling of intimacy on the waterway and the sense of space between development experienced throughout the Broads system.

For such development to be acceptable, it must also not increase flood risk elsewhere; reduce flood risk overall wherever possible; and be safe for its lifetime taking into account climate change. Solutions would have to address design issues, including height and the visual impact of floats, as well as consideration of safe access and egress at times of flood and infrastructure requirements.



Impact on navigation is also an important consideration. The new Local Plan (in production at the time of this SPD) seeks to address floating buildings.

The appropriateness of such development must be considered based upon its Flood Risk Vulnerability Classification from Table 2 of the Flood Risk and Coastal Change Planning Practice Guidance.

Such development would also need to consider Water Framework Directive impacts through an assessment of direct effects on river morphology.

### **6.6. Resilience and Resistance**

Flood-resilient buildings are designed and constructed to reduce the impact of flood water entering the building so that no permanent damage is caused, structural integrity is maintained and drying and cleaning is easier. Flood-resistant construction can prevent entry of water or minimise the amount that may enter a building where there is short duration flooding outside with water depths of 0.6 metres or less.

Consideration should be given at the design stage to the potential effects of flooding on the electrical, foul drainage and other key aspects of the development.

Developers may also put forward innovative approaches towards reducing the risks or effects of flooding. The Broads Authority will give careful consideration to such proposals which:

- Build in resilience and allow sites to flood, for example in commercial non- residential buildings and voids around or under replacement chalets or extensions to buildings for example.
- Utilise floating walkways as a safe means of escape.
- Use soft river edge protection measures which absorb water, reduce erosion from wake and encourage plant growth<sup>19</sup>.
- Provide compensatory flood storage capacity or washlands (which are areas provided to be deliberately flooded).

Further information can be found in the following documents:

- Improving the Flood Performance of New Buildings: Flood Resilient Construction (CLG 2007)<sup>20</sup>
- SIX STEPS TO PROPERTY LEVEL FLOOD PROTECTION - Guidance for property owners<sup>21</sup>
- Flood Protection and your property. A guide to protecting your home (Property Care Association, 2014)<sup>22</sup>

### **6.7. Sustainable Drainage Systems (SUDS)**

<sup>19</sup> See Design Guides: <http://www.broads-authority.gov.uk/planning/Planning-permission/design-guides>

<sup>20</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/7730/flood\\_performance.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7730/flood_performance.pdf)

<sup>21</sup> [http://www.smartfloodprotection.com/wp-content/uploads/dlm\\_uploads/2014/09/property\\_owners\\_guidance\\_revised.pdf](http://www.smartfloodprotection.com/wp-content/uploads/dlm_uploads/2014/09/property_owners_guidance_revised.pdf).

The guidance has been endorsed by the National Flood Forum, the Association of British Insurers, Defra, the Environment Agency, the Flood Protection Association, and the Local Government Association and was produced through the EUFP7 funded SMARTeST Project (further details: [www.floodresilience.eu](http://www.floodresilience.eu) and [www.tech.floodresilience.eu](http://www.tech.floodresilience.eu)).

<sup>22</sup> <http://www.property-care.org/wp-content/uploads/2015/03/FPG-Leaflet-A5-Folded-to-A3-Draft-3-FINAL-WEB.pdf>

Surface water drainage systems developed in line with the ideals of sustainable development are collectively referred to as Sustainable Drainage Systems (SuDS). Approaches to manage surface water that take into account water quantity (flooding), water quality (pollution), amenity and biodiversity issues are collectively referred to as Sustainable drainage. The philosophy of SuDS is to replicate, as closely as possible, the natural drainage from a site before development. Including the use of shallow surface structures to mimic the pre development scenario and manage water close to where it falls. SuDS can be designed to slow water down (attenuate) before it enters streams, rivers and other watercourses, they provide areas to store water in natural contours and can be used to allow water to soak (infiltrate) into the ground, evaporate from surface water or transpired from vegetation (known as evapotranspiration).

All major development is expected to include Sustainable Drainage (SuDS) to manage surface water runoff, unless it is demonstrated to be inappropriate. The written Ministerial Statement (December 2014) can be found at <https://www.gov.uk/government/speeches/sustainable-drainage-systems>

Where any SuDS are proposed it is important to demonstrate that the SuDS hierarchy has been followed both in terms of:

- surface water disposal location, prioritised in the following order: disposal of water to shallow infiltration, to a watercourse, to a surface water sewer, combined sewer / deep infiltration (generally greater than 2m below ground level),
- the SuDS components used within the management train (source, site and regional control)

At least one feasible proposal for the disposal of surface water drainage should be demonstrated and in many cases supported by the inclusion of appropriate information. It is recognised that many areas in the Broads Authority area may not be suitable for infiltration SuDS due to the location in low lying areas very close to main rivers or due to high ground water levels. However, other SuDS disposal locations are likely to be available and there are many SuDS components which can attenuate and treat water quality without relying on infiltration. Careful consideration would be needed to ensure that any development would not remove flood water storage in areas of fluvial flood risk (e.g. Flood Zone 3). There may also be constraints to surface water discharges relating to high water levels in a receiving watercourse especially those which are tidal.

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

- NPPG<sup>23</sup>
- Non-statutory technical standards for the design, maintenance and operation of sustainable drainage systems<sup>24</sup>
- SuDS manual produced by CIRIA<sup>25</sup>.
- With regards to adopting SuDS, Anglian Water's current standards for SuDS adoption are available to view at the following address: <http://www.anglianwater.co.uk/developers/suds.aspx>

<sup>23</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/reducing-the-causes-and-impacts-of-flooding/why-are-sustainable-drainage-systems-important/>

<sup>24</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/415773/sustainable-drainage-technical-standards.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/415773/sustainable-drainage-technical-standards.pdf)

<sup>25</sup> In delivering SuDS there is a requirement to meet the framework set out by the Government's 'non statutory technical standards' and the revised SuDS Manual complements these but goes further to support the cost-effective delivery of multiple benefits. [http://www.ciria.org/Resources/Free\\_publications/SuDS\\_manual\\_C753.aspx](http://www.ciria.org/Resources/Free_publications/SuDS_manual_C753.aspx)

## 7. Other Important Considerations

### 7.1. Planning permission does not guarantee insurance cover

Future insurance cover (in terms of adequate value and at a reasonable cost) for development in flood zones should be an important consideration for the applicant/developer of the scheme. If a scheme was to get planning permission, there is no guarantee that it will successfully get adequate insurance cover at a reasonable cost to the owner or occupier. The Broads Authority strongly recommends that prior to application and delivery on site an insurance provider is contacted and the likelihood of a development getting insured for an adequate value at an acceptable cost is investigated.

### 7.2. Check Building Regulation requirements

A development proposal could seek to address flood risk through its design and seem acceptable from a planning point of view, but there could be issues with meeting the requirements of Building Regulations. The Broads Authority strongly recommends that any design measures to mitigate against or manage flood risk and make a development resilient or resistant to flood risk is discussed with a Building Regulations professional prior to application and delivery on site.

### 7.3. Consents

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 tidally influenced main river or associated flood defence. In the Broads, main rivers are usually tidally influenced so the wider distance will most likely apply.

'Flood Risk Activities' may require the Environment Agency to issue a bespoke permit, or may be covered by a standard rules permit which includes a set of fixed rules. Activities identified as lower risk may be excluded from the need for a permit or may need to be registered as an exempt activity and comply with certain rules.

Further information on Flood Risk Activity permits is available from:

<https://www.gov.uk/guidance/flood-risk-activities-environmental-permits>

To apply or seek further advice, contact the Environment Agency by email:

[floodriskactivity@environment-agency.gov.uk](mailto:floodriskactivity@environment-agency.gov.uk) or by telephone: 03708 506 506.

Land drainage consent may also be required for any culverts or works affecting the flow of an ordinary watercourse (non-main river). It should be noted that the Broads Authority seeks to avoid the use of culverts, and consent for such works will not normally be granted watercourses due to the adverse impacts on ecology and the potential for an increase in flood risk, except when used as part of water control structures within drainage systems on marshes or fen sites and occasionally for access for equipment over marsh drainage dykes. Culverts are generally pipes through which the watercourse is channelled and can potentially restrict the flow. If the use of a culvert cannot be avoided then their size should be designed such that they have capacity for high flow conditions (and this specification might be a matter for the IDB or Environment Agency to consider). It should be noted that these approvals are separate from the planning process.

#### 7.4. Flood Warnings

It is emphasised that the application of measures referred to in this document is not a guarantee against flooding. While the risk of flooding can be reduced, a residual risk will always remain.

Individual dwellings and whole sites can be registered with the Environment Agency's flood warning service 'Floodline Warnings Direct '. The Floodline Warnings Direct (FWD) service provides information concerning the current and future flooding danger. In the event that flooding in your area is anticipated, the Environment Agency will issue a flood warning by phone, text or email.

The Environment Agency endeavour to give 10 to 12 hours' notice of Tidal Flooding through the Flood Warning Service to the coast, estuaries and Broads. This may vary depending on the conditions on the day, timing of the tide in question and your particular location in the Broads (due to the time the tide takes to travel up the Broadland rivers). However the notice given for potential flooding problems will be no less than 2 hours and will usually be a lot more. Further information can be obtained via: <https://flood-warning-information.service.gov.uk>.

It is not possible for the EA to warn for a 'Breach' of defences. This should be considered a part of the Flood Response Plan.

#### 7.5. Climate Smart Approach

To consider how to ensure your development is suitably proofed against a changing climate you may wish to take a Climate-Smart Approach. The Approach takes you through a series of simple steps to consider how a difference in the climate might impact on the way you live or work and what options you could develop to help build resilience or adapt to a changing regime.

These are summarised in this diagram and more detail is given in [Appendix E](#).

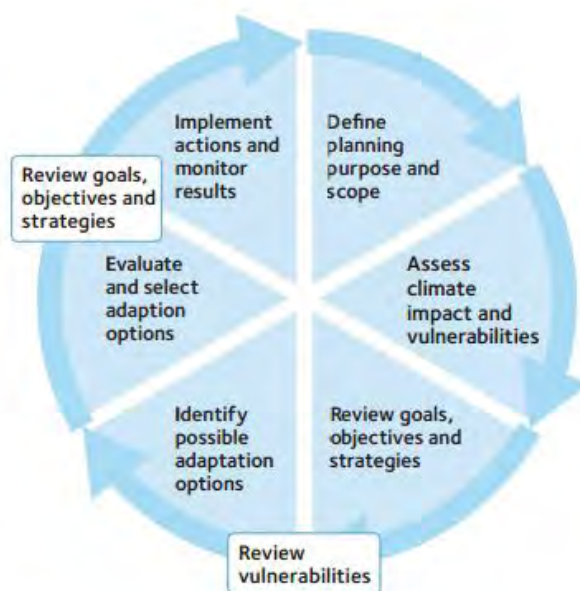


Figure 1 Climate-smart planning cycle

The uncertainty about climate change should not be a reason to avoid preparing for it. However, we need climate adaptation responses that are robust, informed and

flexible. To help develop adaptation planning in the Broads we are suggesting using a 'climate-smart' approach.

The long-term aim of climate-smart planning is to sustain the environment and the multiple benefits it provides for people. Adaptive actions should also seek to reduce greenhouse gas emissions and improve evidence and understanding of climate change processes and impacts.

We can test whether our plans will help us adapt to changes in weather, climate change and sea level rise by:

- \* Focusing on future possibilities rather than trying to retain the past
- \* Being flexible enough to cope with climate uncertainties
- \* Avoiding adaptation actions that actually makes (other) things worse – sometimes known as 'maladaptation'

Climate-smart planning can be done at an individual site level or a larger area level. It should help identify adaptive options within the proposed development or identify when there needs to be changes to the proposed goals because climate (flood) risks means the original intentions become unachievable – perhaps due to cost or technical issues. Climate-smart planning is therefore a repeating cycle.

An increased risk of flooding (from a rising sea level and more extreme rainfall events) is probably the greatest changing risk but consideration of all extreme events, periods of increased temperature and more cloud free days could all have impacts. Warmer weather and less days of frost could be opportunities that might help a development and could be easily adapted to. A simple table of likely risks and some initial thinking about adaptation options can be found in the Full and Summary Broads Climate Adaptation Plans<sup>26</sup>.

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<sup>26</sup> [http://www.broads-authority.gov.uk/\\_data/assets/pdf\\_file/0005/709160/Climate-Adaptation-Plan-Report.pdf](http://www.broads-authority.gov.uk/_data/assets/pdf_file/0005/709160/Climate-Adaptation-Plan-Report.pdf)

## 8. Summary and Conclusions

The purpose of this SPD is to increase awareness of the nature of flood risk in the Broads area, give advice to developers and others about the Authority's approach to the issue of development and flood risk, and stress the need to maintain a high standard of design in new waterside development.

This SPD will replace the 2008 SPD. We are reviewing the current 2008 SPD because:

- The current SPD is out of date. It initially bridged the policy gap between 2007 Core Strategy and 2011 DM DPD.
- The current SPD was based on PPS25. This has been withdrawn with national flood risk policy and guidance contained in the NPPF and NPPG.
- The Broads Authority has explored climate change issues in more detail

The SPD seeks to clarify and expand on Policy DM29. It sets out a local approach to some some national guidance. Furthermore, there are templates and checklists relating to small scale Flood Risk Assessments and Flood Response Plans.

The consultation on this SPD runs from 21 November until 4pm on 16 December. That is a period of 5 weeks and reflects the build up to Christmas as well as the next version of the Local Plan being out for consultation on 4 December for 9 weeks. The minimum period for consultation for a SPD is 4 weeks.

The consultation version of the SPD is available at <http://www.broads-authority.gov.uk/broadsconsultations>.

## Appendix A: Glossary and Abbreviations

### Catchment

The area contributing surface water flow to a point on a drainage or river system. It can be divided into sub-catchments.

### Climate Change

Any long-term significant change in the average weather that a given region experiences.

Average weather may include average temperature, precipitation and wind patterns.

### Environment Agency

Are a UK non-departmental public body of DEFRA with the principle aim of protecting and enhancing the environment to make a contribution towards the objective of achieving sustainable development. The Agency has principle responsibility for river flooding.

### Exception Test

If, following application of the Sequential Test (see below), it is not possible for proposed development to be located in zones of lower probability of flooding, the Exception Test should be applied. For the Exception Test to be passed:

- it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment where one has been prepared; and
- a site-specific flood risk assessment must demonstrate that 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.

### Flood Resilience

Measures that minimise water ingress and promote fast drying and easy cleaning, to prevent any permanent damage.

### Flood Resistance

Measures to prevent flood water entering a building or damaging its fabric. This has the same meaning as flood proof.

### Flood Risk

The level of flood risk is the product of the frequency or likelihood of the flood events and their consequences (such as loss, damage, harm, distress and disruption).

### Flood Zone

Flood Zones show the probability of flooding, ignoring the presence of existing defences

#### 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

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 20 (5%) or greater.

#### **Functional Floodplain**

Land where water has to flow or be stored in times of flood.

#### **Floodplain**

Land adjacent to a watercourse that is subject to repeated flooding under natural conditions.

#### **Flood Risk Assessment (FRA)**

An assessment of the risk of flooding, particularly in relation to residential, commercial and industrial land use. FRAs are required to be completed according to the NPPF alongside planning applications in areas that are known to be at risk of flooding.

#### **Fluvial flooding**

Flooding from a watercourse (brooks, streams, rivers and lakes etc) that occurs when the water features cannot cope with the amount of water draining into them, from the land. When rainfall is heavy and / or prolonged, a large amount of run-off reaches the rivers and eventually causes them to overtop their banks.

#### **Lead Local Flood Authority (LLFA)**

Established through the Flood and Water Management Act as the body responsible for managing local flood risk from surface runoff, ordinary watercourses and groundwater.

#### **Main River**

Main rivers are usually larger rivers and streams. In England, the Environment Agency decides which watercourses are main rivers. It consults with other risk management authorities and the public before making these decisions. The main river map is then updated to reflect these changes.

#### **Material Consideration**

A legal term describing a matter or subject which is relevant (material) for a local authority to consider when using its powers under planning law in dealing with a planning application.

#### **Ordinary Watercourse**

An 'ordinary watercourse' is a watercourse that is not part of a main river and includes rivers, streams, ditches, drains, cuts, culverts, dikes, sluices, sewers (other than public sewers within the meaning of the Water Industry Act 1991) and passages, through which water flows

#### **Pluvial Flooding**

Flooding that result from rainfall generated overland flow before the runoff enters any watercourse or sewer. It is usually associated with high intensity rainfall events. Also referred to as surface water flooding.

#### **Residual Flood Risk**

The remaining flood risk after risk reduction measures have been taken into account. Or the risk



### **River Morphology**

The shape of the river channel, including the form of the bed and banks.

### **Run-off**

Water flow over the ground surface to the drainage system. This occurs if the ground is impermeable, is saturated or if rainfall is particularly intense.

### **Section 106 (Town and Country Planning Act 1990)**

A section within the Town and Country Planning Act 1990 that allows a planning obligation to a local planning authority to be legally binding.

### **Sequential Test**

The NPPF advocates that planners use a sequential test when considering land allocations for development to avoid flood risk where possible. The Sequential Test aims to steer development to Flood Zone 1, which is an area at low risk of flooding. Where it is not possible to locate development in such locations sites in Flood Zone 2 will be considered. Only where it is not possible to locate development within Flood Zones 1 and 2 will development in Flood Zone 3 be considered.

### **SUDS (Sustainable Drainage Systems)**

A sequence of management practices and control structures designed to drain surface water in a more sustainable fashion than some conventional techniques. Surface water management - The management of runoff in stages as it drains from a site.

### **Watercourse**

A term including all rivers, streams ditches drains cuts culverts dykes sluices and passages through which water flows.

### **Water Framework Directive**

The Water Framework Directive (WFD) is legislation to protect and improve water resources. It requires an integrated approach to the management of water; including rivers, streams, lakes, estuaries and coastal waters, as well as surface water and groundwater.

## Appendix B: The Broads Planning Policy Context

### National Planning Policy

The National Planning Policy Framework sets out government's planning policies for England and how these are expected to be applied. In relation to flood risk, paragraph 100 generally summarises the approach taken to flood risk:

**100.** Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. Local Plans should be supported by Strategic Flood Risk Assessment and develop policies to manage flood risk from all sources, taking account of advice from the Environment Agency and other relevant flood risk management bodies, such as lead local flood authorities and internal drainage boards. Local Plans should apply a sequential, risk-based approach to the location of development to avoid where possible flood risk to people and property and manage any residual risk, taking account of the impacts of climate change, by:

- applying the Sequential Test;
- if necessary, applying the Exception Test;
- safeguarding land from development that is required for current and future flood management;
- using opportunities offered by new development to reduce the causes and impacts of flooding; and
- where climate change is expected to increase flood risk so that some existing development may not be sustainable in the long-term, seeking opportunities to facilitate the relocation of development, including housing, to more sustainable locations.

The National Planning Practice Guidance is an on-line resource that elaborates and gives more detail of policies in the NPPF. For example, the NPPG has vulnerability classification tables as well as information on what a Strategic Flood Risk Assessment should address.

The NPPF and NPPG have replaced PPS25 in relation to the Government's planning policy on flood risk and flooding.

The NPPG pages on flood risk and coastal change can be found here:

<http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/>

The NPPF can be found here:

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

### Core Strategy

The Core Strategy was adopted in 2007. Within the Core strategy are strategic policies. Flood risk related policies of relevance are listed below.

**CS18** Development will be located to protect the countryside from inappropriate uses to achieve sustainable patterns of development, by concentrating development in locations:

- with local facilities;
- with high levels of accessibility; and
- where previously developed land is utilised.

**CS20** Development within the Environment Agency's flood risk zones will only be acceptable when it is:

- compatible with national policy and when the sequential test and the exception test, where applicable, as set out in PPS25 have been satisfied,
- demonstrated that it is necessary to support the social and economic needs of the local community,
- would not increase flood risk elsewhere; and
- would not affect the ability for future flood alleviation projects to be undertaken.

**CS23** A network of waterside sites will be maintained throughout the system in employment use, providing:

- boating support services;
- provision of visitor facilities;
- access to the water;
- wider infrastructure to support tourism;
- recreational facilities; and
- community facilities.

Limited redevelopment of boatyards and other waterside employment sites for tourism or leisure-based operations will be permitted, subject to retention of a network of boating services and to the use for employment purposes of the major part of the sites.

Please note that these three policies have been assessed against the NPPF, which came into force in March 2012:

- CS18: Generally consistent, but potential for a degree of inconsistency only if this is used to exclude all development elsewhere (see, e.g., NPPF para 29).
- CS20: Generally consistent, but potential for a degree of inconsistency only if this is used too rigidly (for instance in relation to minor development, non- „new“ development, development, etc.), and reference to PPS25 is redundant. No action required ahead of Plan review.
- CS23: policies are considered to be wholly consistent with the NPPF and can be afforded full weight in decision making.

### Development Management DPD

The Development Management DPD was adopted in 2011. The policies within this document provide detail to help determine planning applications.

#### DP4 – Design

All development will be expected to be of a high design quality. Development should integrate effectively with its surroundings, reinforce local distinctiveness and landscape character and preserve or enhance cultural heritage. Innovative designs will be encouraged where appropriate.

Proposals will be assessed to ensure they effectively address the following matters (*inter alia*)

(i) Flood Risk and Resilience: Development should 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.

#### DP24 – Replacement Dwellings

Replacement dwellings outside of the development boundary will be permitted on a one-for-one

basis provided that: (*inter alia*)

(b) The replacement would be located within the same building footprint as the existing dwelling or in an alternative location within the same curtilage, which would be less visually prominent and/or at a lower risk of flooding.

**DP29 - Development on Sites with a High Probability of Flooding**

See section 2 for policy text.

Please note that these three policies have been assessed against the NPPF, which came into force in March 2012:

- DP4 and DP29: policies are considered to be wholly consistent with the NPPF and can be afforded full weight in decision making.
- DP24: Policy issues not specifically reflected in NPPF. However general thrust of housing policies in the NPPF would be less restrictive than this policy. Continue to apply weight to policy. No action required ahead of Plan review. See para 3.2 of main report.

**Sites Specifics Local Plan**

The Sites Specifics Local Plan was adopted in 2014. The allocations range from open space and mixed use development to areas of tranquillity. No additional local policy on flood risk is included. Where flood risk has the potential to be a consideration on a particular site, the policy emphasises this and directs towards national flood risk policy.

**Neighbourhood Plans**

At the time of writing, Acle and Strumpshaw Neighbourhood Plans were adopted. The Neighbourhood Plans do not include an additional policy on flood risk, but where flood risk has the potential to be a consideration on a particular site, the policy emphasises this and directs towards Broads Authority and national flood risk policy.

**The New Broads Local Plan**

At the time of writing, a new Local Plan was being produced for the Broads. This Local Plan will bring together strategic, development management and site specific policies. Some existing adopted policies will be rolled forward and some new issues will be addressed. Flood risk will be one of the issues addressed in the new Local Plan. The Local Plan is due for adoption in spring 2018.

## Appendix C: Strategic Environmental Assessment

The Strategic Environmental Assessment (SEA) Directive is a European Union requirement that seeks to provide a high level of protection of the environment by integrating environmental considerations into the process of preparing certain plans and programmes. Its aim is “to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development, by ensuring that, in accordance with this Directive, an environmental assessment is carried out of certain plans and programmes which are likely to have significant effects on the environment.”

With regards to a SPD requiring a SEA, the NPPG says:

*Supplementary planning documents do not require a sustainability appraisal but may in exceptional circumstances require a strategic environmental assessment if they are likely to have significant environmental effects that have not already have been assessed during the preparation of the Local Plan.*

*A strategic environmental assessment is unlikely to be required where a supplementary planning document deals only with a small area at a local level (see regulation 5(6) of the Environmental Assessment of Plans and Programmes Regulations 2004), unless it is considered that there are likely to be significant environmental effects.*

*Before deciding whether significant environment effects are likely, the local planning authority should take into account the criteria specified in Schedule 1 to the Environmental Assessment of Plans and Programmes Regulations 2004 and consult the consultation bodies.*

The following is an internal assessment relating to the requirement of the Flood Risk SPD to undergo a Strategic Environmental Assessment.

The Environmental Assessment of Plans and Programmes Regulations 2004 requirement	Assessment of the Flood Risk SPD
<b>Environmental assessment for plans and programmes: first formal preparatory act on or after 21st July 2004</b>	
Is on or after 21st July 2004.	Yes. The SPD will be completed in 2016.
The plan or programme sets the framework for future development consent of projects.	No. It elaborates on already adopted policy.
The plan or programme is the subject of a determination under regulation 9(1) or a direction under regulation 10(3) that it is likely to have significant environmental effects.	See assessment in this table.
<b>CRITERIA FOR DETERMINING THE LIKELY SIGNIFICANCE OF EFFECTS ON THE ENVIRONMENT</b>	
<b>1. The characteristics of plans and programmes, having regard, in particular, to</b>	
The degree to which the plan or programme sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources.	The SPD expands on adopted policy. It will be a material consideration in determining planning applications. The SPD does relate to location (in referring to flood zones 3a and 3b) and size (of replacement dwellings) as well as operating conditions (in relation to resilience and guidance for flood response plans).
the degree to which the plan or programme influences other plans and programmes including those in a hierarchy	The SPD does not influence other plans, rather expands on adopted policy. That is to say, it has been influenced by other plans or

The Environmental Assessment of Plans and Programmes Regulations 2004 requirement	Assessment of the Flood Risk SPD
	programmes.
the relevance of the plan or programme for the integration of environmental considerations in particular with a view to promoting sustainable development	The adopted policy and the SPD (which expands on adopted policy) seek to promote sustainable development.
environmental problems relevant to the plan or programme	The SPD relates to adopted policies on flood risk. The environmental problem is flood risk.
the relevance of the plan or programme for the implementation of Community legislation on the environment (for example, plans and programmes linked to waste management or water protection).	The SPD relates to adopted policies on flood risk. The environmental problem is flood risk.
<b>2. Characteristics of the effects and of the area likely to be affected, having regard, in particular, to</b>	
the probability, duration, frequency and reversibility of the effects	The SPD will not affect the probability, duration or frequency of the causes of flood events. That is down to the weather or tide in the main. The impact of flooding on development (and people) already in place is not likely to be affected by this SPD (unless an application is submitted to change the existing development in some form). The adopted policy (on which this SPD expands) could affect the scale of flooding and impact on flooding although the development in the Broads tends to be minor in scale. If the SPD is followed, this could be a positive effect when compared to a development that does not follow a revised SPD.
the cumulative nature of the effects	Flood risk can be increased because of other developments. The SPD refers to the issue of increasing flood risk elsewhere which is linked to cumulative effects.
the transboundary nature of the effects	The Broads Authority sits within six districts so by its very nature there are transboundary considerations, in relation to administrative boundaries. Flood plains are identified for watercourses so to some extent, the transboundary nature of fluvial flooding is known. The transboundary nature of surface water flooding is an area of work which the Lead Local Flood Authorities either have or are working on.
the risks to human health or the environment (for example, due to accidents)	The SPD seeks to elaborate on adopted policies relating to flood risk. Flood risk can affect human health and the environment. The contents of the SPD seek to reduce flood risk and therefore reduce impacts on human health and the environment.
the magnitude and spatial extent of the effects	The SPD will cover the Broads Authority which

The Environmental Assessment of Plans and Programmes Regulations 2004 requirement	Assessment of the Flood Risk SPD
(geographical area and size of the population likely to be affected)	includes 6,000 permanent residents. There are also visitors throughout the year.
the value and vulnerability of the area likely to be affected due to— <ul style="list-style-type: none"> <li>• special natural characteristics or cultural heritage;</li> <li>• exceeded environmental quality standards or limit values; or</li> <li>• intensive land-use;</li> </ul>	<p>The Broads is special in its natural characteristics and cultural heritage.</p> <p>Unsure if standards or limits have been exceeded in the Broads</p> <p>Not relevant</p>
The effects on areas or landscapes which have a recognised national, Community or international protection status.	The area to which the SPD applies is the Broads with an equivalent status to that of a National Park.

The environment bodies were consulted in April 2016. Their responses are below.

- **Natural England:** It is our advice, on the basis of the material supplied with the consultation, that, in so far as our strategic environmental interests are concerned (including but not limited to statutory designated sites, landscapes and protected species, geology and soils), that there are unlikely to be significant environmental effects from the proposed plan on sensitive sites that Natural England has a statutory duty to protect.
- **Historic England:** It does not appear that the historic environment is affected, which would be the primary focus for Historic England. In light of the points raised by other statutory consultees such as the Environment Agency in particular then I would conclude that an SEA is unlikely to be required. If the Broads Authority are minded to undertake an assessment against the existing SA objectives that are being developed for the Local Plan, then Historic England would conclude that this is beneficial to the assessment of any significant impacts
- **Environment Agency:** I've considered the question on whether the Broads Flood Risk SPD requires SEA; and in my opinion it does not. This is based primarily on the assertion (which I support) that it is not the SPD that is setting the framework for future consents and projects. The SPD is not setting policy, it is assisting with the interpretation and application of existing policy primarily that contained in the National Planning Policy Framework, but also the policy approach as detailed in the Planning Practice Guidance and reflected in the Local Plan.

As such, an SEA has not been completed on the Flood Risk SPD. The SPD has been assessed against the Broads Local Plan Sustainability Appraisal Objectives however.

The SA Scoping Report was consulted on between October 2014 and 14 November 2014 with the following organisations, as required by legislation: Historic England, Natural England and The Environment Agency. In the spirit of Duty to Cooperate, the constituent district and county councils have also been consulted: Norfolk County Council, Suffolk County Council, North Norfolk District Council, Waveney District Council, Great Yarmouth Borough Council, Norwich City Council, South Norfolk District Council and Broadland District Council. The Authority also consulted the RSPB, New Anglia, Wild Anglia and Marine Management Organisation to ascertain their views. The organisations generally supported the objectives.



Broads Authority – Flood Risk Supplementary Planning Document - 2016

SA Objective	Assessment
ENV1: To reduce the adverse effects of traffic (on roads and water).	- Does not directly address traffic
ENV2: To improve water quality and use water efficiently.	A flood event can result in some water quality issues if drains, sewers or toilets are flooded.
ENV3: To protect and enhance biodiversity and geodiversity.	Highlights that some forms of resilience could impact wildlife.
ENV4: To conserve and enhance the quality and local distinctiveness of landscapes and towns/villages.	Highlights that some forms of resilience could impact on landscapes.
ENV5: To adapt to and mitigate against the impacts of climate change.	Flooding is a potential consequence of climate change.
ENV6: To avoid, reduce and manage flood risk.	The SPD is on the subject of flood risk.
ENV7: To manage resources sustainably through the effective use of land, energy and materials.	- Does not directly address land, energy and materials.
ENV8: To minimise the production and impacts of waste through reducing what is wasted, re-using and recycling what is left.	- Does not directly address waste.
ENV9: To conserve and enhance the cultural heritage, historic environment, heritage assets and their settings	Highlights that some forms of resilience could impact on heritage.
ENV10: To achieve the highest quality of design that is innovative, imaginative, and sustainable and reflects local distinctiveness.	Design is addressed in the SPD.
ENV11: To improve air quality and minimise noise, vibration and light pollution.	- Does not directly address these forms of pollution.
ENV12: To increase the proportion of energy generated through renewable/low carbon processes without unacceptable adverse impacts to/on the Broads landscape	- Does not directly address energy.
ENV13: To reduce vulnerability to coastal change.	- Does not directly address climate change.
SOC1: To improve the health of the population and promote a healthy lifestyle.	There can be impacts on health from flooding.
SCO2: To reduce poverty, inequality and social exclusion.	- Does not directly address poverty.
SOC3: To improve education and skills including those related to local traditional industries.	- Does not directly address education.
SOC4: To enable suitable stock of housing meeting local needs including affordability.	Housing is referred to in the SPD.
SOC5: To maximise opportunities for new/ additional employment	Employment development is referred to in the SPD.
SOC6a: To improve the quality, range and accessibility of community services and facilities	- Does not directly address access to services.
SOC6b: To ensure new development is sustainably 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.	- Does not directly address crime or community identity.
ECO1: To support a flourishing and sustainable economy	Employment development is referred to in the SPD.
ECO2: To ensure the economy actively contributes to social and environmental well-being.	Employment development is referred to in the SPD.
ECO3: To improve economic performance in rural areas.	- Does not directly address economic performance.
ECO4: To offer opportunities for Tourism and recreation in a way that helps the economy, society and the environment.	Employment development is referred to in the SPD.



## Appendix D: Flood Response Plan Guidance and Structure



### Broads Authority

### Flood Response Plan Guidance and Suggested Structure

#### Chapter 1: Flood Response Plan Guidance

##### 1. Introduction

This guidance has been prepared for the purpose of assisting the preparation of Flood Response Plans (FRP). Such Plans should be provided as part of a Flood Risk Assessment where this is necessary to accompany a planning application or, if not submitted with an application, are often required by planning condition if permission is issued. 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 and the better prepared you are as an individual, the less pressure they 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 due to the shock and disruption and damage to, or loss of, property and possessions. Being proactive and having a Plan you are familiar with in advance can help you take prompt, effective action when warnings are issued and enable 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.

##### 2. Flood Response Plans - considerations

The Environment Agency is responsible for the provision of flood warnings to the public. Anyone can register with the Environment Agency's flood warning service 'Floodline Warnings Direct'<sup>27</sup>. The Floodline Warnings Direct (FWD) service provides information concerning the current and future flooding danger. In the event that flooding in your area is anticipated, 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.

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<sup>27</sup> <https://fwd.environment-agency.gov.uk/app/olr/register>

The 3 flood warning codes are:



**Severe Flood Warning**  
Severe flooding. Danger to life.



**Flood Warning**  
Flooding is expected. Immediate action required



**Flood Alert**  
Flooding is possible. Be prepared.

When drafting a FRP you are strongly encouraged to liaise with the owners/occupiers of any neighbouring and nearby sites in the drafting of their FRPs to coordinate procedures and so minimise confusion during an incident.

FRPs should reflect the fact that people should evacuate *prior* to a flood occurring. Once an area has been *inundated* staying put, rather than evacuating, could be the safer option in the event of flooding because of the dangers of moving in flooded areas such as lifted manhole covers and contaminated water, but 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 should reflect the local circumstances.

Consideration should be given to informing 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.

Ensure that the FRP deals with the potential difficulties involved in immediate evacuation which may need to be carried out in inclement weather and require the provision of transport to reach local authority designated rest centres.

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.

### **3. 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:  
[http://www.norfolk.gov.uk/safety\\_emergencies\\_and\\_accidents/index.htm](http://www.norfolk.gov.uk/safety_emergencies_and_accidents/index.htm)

- Suffolk County Council and Waveney District Council:  
<https://www.suffolk.gov.uk/emergency-and-rescue/>
- South Norfolk Council:  
<http://www.south-norfolk.gov.uk/environment/1507.asp>
- Broadland Council:  
<http://www.broadland.gov.uk/environment/316.asp>
- Norwich Council:  
[https://www.norwich.gov.uk/info/20226/emergency\\_planning](https://www.norwich.gov.uk/info/20226/emergency_planning)
- North Norfolk Council:  
<https://www.northnorfolk.org/environment/18874.asp>
- Great Yarmouth Council:  
<http://www.great-yarmouth.gov.uk/article/2512/Emergency-planning>

#### 4. 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 'Would your business stay afloat? A guide to preparing your business for flooding'<sup>28</sup>.
- **Community organisations** can follow the Environment Agency's guide 'Flooding - minimising the risk. Flood plan guidance for communities and groups. Practical advice to help you create a flood plan'<sup>29</sup>.



The following suggested structure is for the production of Plans for residential, holiday and other development which includes overnight accommodation.

<sup>28</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/410606/LIT\\_5284.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/410606/LIT_5284.pdf)

<sup>29</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/292939/LIT\\_5286\\_b9ff43.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/292939/LIT_5286_b9ff43.pdf)

## **Chapter 2: Suggested structure for your Flood Response Plan**

### **1. Introduction**

- Describe the location of the site fully and accurately.
  - State the name and address of the property.
  - Attach a site plan to identify the location and size of the site to those using the plan.
  - 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
  - Identify where people could safely be rescued from in an emergency if a flood occurs before the building is evacuated.
- 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 which flood zone the site is in (as identified in a Flood Risk Assessment or on the Environment Agency's website<sup>30</sup>). A flood zone identifies how likely the site is to flood.

#### **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  
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 20 (5%) or greater.

### **2. Warning arrangements**

- Is the site registered with the Environment Agency's Floodline Warnings Direct service?
- Who receives these warnings and how? What if they are away?
- 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?

### **3. 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.




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<sup>30</sup> <http://watermaps.environment-agency.gov.uk/wiyby/wiyby.aspx?topic=floodmap#x=357683&y=355134&scale=2> v

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?

 <p><b>Flood Alert</b> Flooding is possible. Be prepared.</p>	<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>
 <p><b>Flood Warning</b> Flooding is expected. Immediate action required.</p>	<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>
 <p><b>Severe Flood Warning</b> 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>
<p><b>Warnings no longer in force - no flooding occurred</b></p>	<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>
<p><b>Warnings no longer in force - flooding has occurred</b></p>	<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 of relevance and importance to your Flood Response Plan, think about what you need to include in your plan. They could help reduce the impact of a flood on people and property. A comprehensive and effective Plan should identify all actions that would be necessary before, during and after a flood event.

#### 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 [www.bluepages.org.uk](http://www.bluepages.org.uk)
- Find out where you can get sandbags.
- Identify who can help you and who you can help.
- Understand the different flood warning levels.

#### Familiarisation

Emphasise the need to be familiar and comfortable with the Plan and its contents. 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.

#### 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.
- 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.

- 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.

### 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)
- Warm, waterproof clothing.
- Rubber gloves
- Wellingtons
- 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)
- 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 in the FRP
- Plus anything else you consider important.

### 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.



### 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. Ensure the insurer knows where to contact you.

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!**

### 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.
- Provide residents/tenants with information on how to register with the Environment Agency's Floodline Warnings Direct service.
- It is good practice to display notices within properties (translated where foreign visitors may be present), outlining procedures to be followed, escape routes and evacuation plans.

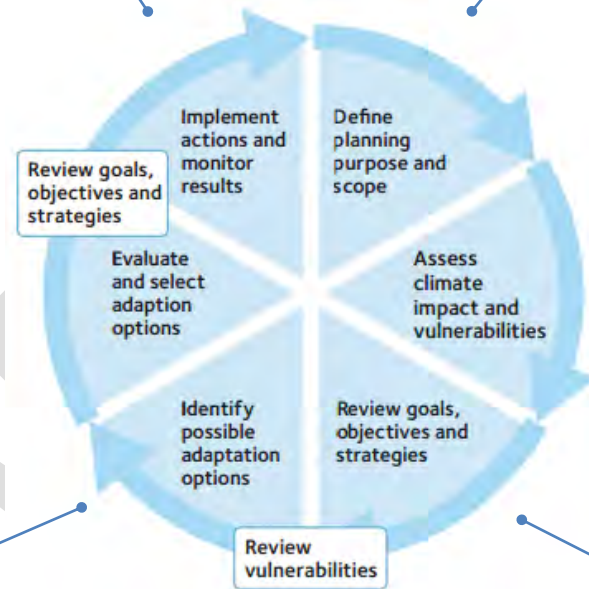


It may be sensible to keep an accurate record of your options and decisions so that you can go back to the assumptions made if the adaptation choice is not working. The changes in the weather and climate can be recorded to give an accurate picture of any changes. Keep informed of changing predictions for climate change as well as monitor what happens to you development over the years. Different results as to what was expected may suggest it would be sensible to go through the steps again to see what needs to, or could, be modified.

## Appendix E: Climate smart planning cycle

Is it the whole development or just a part that could be at risk of flooding? Climate change predictions are based on what could happen, rather than people knowing what will happen. As such, do you want to consider the most likely changes or be prepared for the most extreme conditions just in case they arise? You probably need to understand the lifetime of your development (see section 5.4) and how things could change over the timescale.

Make the choice about which option to follow. This may be immediate action of perhaps you can identify triggers as to when you are going to act (e.g. you are willing to live with the driveway being flooded a few times a year at very high tides but when it's happening monthly it will be time to act).



Taking the preferred projections (See the Met Office/UKCIP09 projections website) consider what the climate differences are likely to be and how they may impact on the proposed development. List, and possibly rank, the likely things that could create an adverse impact as well as any opportunities a changing climate might offer for your development and how it is used.

Are there actions that you can implement now that would help you cope with a new climate regime? Can you alter construction or management choices that minimise any risks? Perhaps what you construct can be altered easily in the future if predictions and/or on site experience is worse than you planned for? Are there different technologies that could be applied that would lessen risks? If no options seem possible you may wish to go back through the steps and modify your goals or objectives.

What do you want to achieve? What will you have at the end of the timescale being considered? For example, how often will you use the development and at what time of year? Perhaps the flood impacts will be negligible or not manifesting themselves in the short-term. Be clear about what you would prefer to have in the future – a development that never floods or one that floods a few times a year for example.

## Appendix F: 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>31</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 the Flood Risk SPD and here <https://www.gov.uk/guidance/flood-risk-assessment-in-flood-zones-2-and-3#extra-flood-resistance-and-resilience-measures> & <https://www.gov.uk/government/publications/flood-resilient-construction-of-new-buildings>

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>32</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 [ensenquiries@environment-agency.gov.uk](mailto:ensenquiries@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.

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 are also now excluded<sup>33</sup> or exempt<sup>34</sup>. A permit is separate to and in addition to any planning permission granted.

Further details and guidance are available at: <https://www.gov.uk/guidance/flood-risk-activities-environmental-permits>. Or by contacting: [floodriskpermit@environment-agency.gov.uk](mailto:floodriskpermit@environment-agency.gov.uk)

<sup>31</sup> <http://planningguidance.communities.gov.uk/blog/guidance/flood-risk-and-coastal-change/what-is-meant-by-minor-development-in-relation-to-flood-risk/>

<sup>32</sup> <https://www.ordnancesurvey.co.uk/>

<sup>33</sup> <https://www.gov.uk/guidance/flood-risk-activities-environmental-permits#check-if-what-you-are-doing-is-an-excluded-activity>

<sup>34</sup> <https://www.gov.uk/guidance/flood-risk-activities-environmental-permits#check-if-there-is-an-exemption-for-your-flood-risk-activity>

## 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><b>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</b></p>	
<p><b>Or;</b></p> <p><b>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.</b></p>	

Site Address	
Proposal Description	
Estimated flood level (i.e. The 1 in 100 year flood level)	
Details of flood resilience and resistance measures	

**Broads Local Plan**  
**Adopting the Biodiversity Enhancements and Waterside Bungalows Guides**  
Report by Planning Policy Officer

<b>Summary:</b>	Information guides have been produced to help applicants meet any requirement placed upon them to enhance wildlife as part of their development proposals as well as provide guidance and advice to those intending to alter waterside bungalows. These have been the subject of public consultation
<b>Recommendation:</b>	To note the responses and amendments and to recommend to the Broads Authority that they adopt the guides.

## **1 Introduction**

- 1.1 Biodiversity enhancements are often required as part of planning proposals. The purpose of this guide is to help applicants design and deliver enhancements as part of their scheme to help wildlife.
- 1.2 Waterside bungalows are an important feature and asset to the Broads Authority Executive Area and communities. It is recognised that they may need changes over time. This document provides guidance on making these changes to the bungalows.

## **2 About the Guides and Work Completed to Date**

- 2.1 The Biodiversity Enhancements guide seeks to provide information, images and further links on different types of wildlife enhancements that could be provided as part of schemes. The enhancements range from bird and bat boxes, to log piles and ponds. It is envisaged that applicants will be directed to the guide to help implement enhancements to meet their planning conditions.
- 2.2 The Waterside Bungalows guide describes the history of the bungalows as well as discusses their importance. In part two, it discusses changes that are often proposed for waterside bungalows ranging from new windows and extension to total replacements.
- 2.3 Both guides were subject to public consultation between 8 July 2016 and 4pm on Friday 26 August 2016. The comments received and the proposed response from the Authority are included at Appendix A.
- 2.4 The final guides, highlighting changes that have come about as a result of the consultation, are included at Appendix B. Please note that following adoption

by Full Authority, the guide will be edited and formatted to make a final electronic version for the website.

#### **4 Recommendation**

- 4.1 It is recommended that the responses and amendments to the guides are noted and the revised guides as shown at Appendix B are adopted by the Broads Authority.

#### **5 Financial Implications**

- 5.1 It is intended that the guides will be hosted on the Broads Authority website and produced in paper format only on request.

#### **6 Conclusion**

- 6.1 The guides address enhancements for wildlife as well as guidance on changes to waterside bungalows.
- 6.2 To give the guide more weight in the planning system, the guides have been consulted on and it is proposed that they are adopted by Full Authority.
- 6.3 Having up to date guides like this (and the already adopted Riverbank Stabilisation and Mooring Guides) will provide developers and landowners with useful guidance on what is deemed useful and acceptable in the Broads.

Background papers: None

Author: Natalie Beal

Date of report: 27 September 2016

Appendices: APPENDIX A – Comments received through the consultation  
APPENDIX B – Biodiversity Enhancement Guide and Waterside Chalets

**APPENDIX A** Comments received as part of the consultation on the Guides. Sorted in alphabetical order of respondent.

Organisation	Section Heading	Representation	BA Officer Summary of Representation	BA comment	Which Guide
Anglian Water		On this occasion, we have no comments to make.	No comment.	Noted.	Biodiversity Enhancements Guide
Environment Agency		<p>Developments which contribute to and enhance their environments can be shown to add value to projects. A longer quotation from paragraph 109 of the National Planning Policy Framework may give developers a wider understanding of the benefits of addressing biodiversity.</p> <p>Incorporating green and/or brown roofs and walls can be effective means of providing habitat in circumstances where this may otherwise be problematic. They can provide valuable habitats, increase the energy efficiency of buildings and the attenuation of rain water. Research from the journal 'Environmental Science and Technology' claims that green walls deliver cleaner air at street level where most people are exposed to the highest pollution. They can also add to an attractive street scene if designed well.</p> <p>Developers should use a sustainable drainage approach to surface water management (SUDS). SUDS are an approach to managing surface water run-off which seeks to mimic natural drainage systems and retain water on or near the site.</p> <p>SUDS can include grassed swales, ponds and wetlands promoting groundwater recharge, improving water quality and amenity, provide local habitat opportunities and provide linkages and connectivity between habitat sites.</p> <p>Our Fisheries, Biodiversity and Geomorphology (FGB) team can provide guidance on the stocking of ponds and fisheries and on preventing the spread of invasive aquatic species. In some circumstances our consent is required.</p> <p>For developments adjacent to rivers the Anglian river basin district management plan requires the restoration and enhancement of water bodies to prevent deterioration and promote recovery of water bodies. Depending on the development and its impact we may require watercourse to be restored and enhanced to a more natural state. Measures can include bankside tree planting to provide shade and installing woody debris and berms in the water course. Applicants should consider the provision of "buffer zones" between the water course and the development. Our FBG team can advise on these measures.</p>	<p>1: longer quotation from paragraph 109 of the National Planning Policy Framework may give developers a wider understanding of the benefits of addressing biodiversity.</p> <p>2: Incorporating green and/or brown roofs and walls can be effective means of providing habitat in circumstances where this may otherwise be problematic.</p> <p>3: Developers should use a sustainable drainage approach to surface water management (SUDS).</p> <p>4: Our Fisheries, Biodiversity and Geomorphology (FGB) team can provide guidance on the stocking of ponds and fisheries and on preventing the spread of invasive aquatic species. In some circumstances our consent is required.</p> <p>5: For developments adjacent to rivers the Anglian river basin district management plan requires the restoration and enhancement of water bodies to prevent deterioration and promote recovery of water bodies..</p>	<p>1: Not needed as the quote already in the document gets the message across adequately.</p> <p>2: Agree to some extent but consider it more relevant to city locations where there is limited green space. Officers at the Broads are aware of these roofs and walls and can advise accordingly.</p> <p>3: Noted. There are many guides already in relation to SuDS. SuDS tend to be a response to flood risk but the aim of this guide is for those applications which are required to specifically have a biodiversity enhancement.</p> <p>4: Noted. No change to guide however.</p> <p>5: Noted. However, the aim of this guide is for those applications which are required to specifically have a biodiversity enhancement. No change to guide.</p>	Biodiversity Enhancements Guide
Environment Agency		<p>We understand that the focus of the document is heritage and conservation. As such most of the matters within our remit can be addressed through the development management process. The following 3 observations are offered:</p> <p>Foul water disposal: For chalets not connected to the foul sewer and where improvements or replacement is proposed applicants should seek to make a connection. Normally we would require a connection if a sewer is available within 30m of the site boundary. Where it is not reasonable to connect to the public foul sewer we will grant an environmental permit, as long as the proposed discharge is otherwise environmentally acceptable.</p> <p>The applicant should consider disposal in this order of preference: sewer connection, package sewage treatment plant (which can be offered to the Sewerage Undertaker for adoption), septic tank and if none of these are feasible a cesspool.</p> <p>Flood risk: We also encourage early engagement with ourselves where flood risk is an issue; initial advice is free and detailed advice is on a cost recovery basis. Where replacements are being considered and part of the site may be outside of the flood zones then applicants should take a sequential approach when determining the new location.</p> <p>Flood Defence Consents now fall under the new Environmental Permitting (England and Wales) Regulations 2010 system (EPR). Applicants may need an environmental permit for flood risk activities if they want to do work in, under, over or within 16m of a main river and of any flood defence structure or culvert within 8m of the river.</p>	Provides information relating to flood defence consent, foul water and flood risk.	Comments noted but these relate to site specifics proposals and issues. Foul water disposal, flood risk - not remit of guide and will be addressed through the Local plan. No change.	Waterside Chalets Guide
Great Yarmouth Borough Council		Thank you for consulting Great Yarmouth Borough Council on these two documents. The Borough Council has no comments to make on them.	No comment.	Noted.	General comment on the guides
Health and Safety Executive		While there is often overlap between environmental and health and safety issues, HSE's primary responsibility is for hazards caused by people in their work and so in this case we have no direct comment to make concerning the biodiversity enhancements guide. However, the environmental improvements should not include measures which would conflict with the requirements of the	No comment.	Noted.	Biodiversity Enhancements Guide

Organisation	Section Heading	Representation	BA Officer Summary of Representation	BA comment	Which Guide
		Health and Safety at Work etc. Act 1974 and its relevant statutory provisions.			
Health and Safety Executive		<p>HSE is a statutory consultee on relevant developments within the consultation distance of a hazardous installation or a major accident hazard pipeline. Planning Authorities should use the new HSE's Planning Advice Web App to consult HSE on such applications and produce a letter confirming HSE's advice. This service replaces PADHI+ HSE's on-line software decision support tool.</p> <p>Some chalet developments would be considered as residential in respect of this consultation process; others would be considered as temporary or holiday accommodation. In either case, we would need to be consulted if the development was in the consultation distance of a major hazard site or major hazard pipeline.</p>	We would need to be consulted if the development was in the consultation distance of a major hazard site or major hazard pipeline.	Noted although no change to guide.	Waterside Chalets Guide
King Line Cottages	Hedgerows	Hedges in a village community are not as important as a non-village location where hedges are more natural and should be encouraged. Fencing should be allowed up to 2 metres in height for privacy but should be consistent with other fencing the locality.	Hedges in a village community are not as important as a non-village location where hedges are more natural and should be encouraged. Fencing should be allowed up to 2 metres in height for privacy but should be consistent with other fencing the locality.	Comment noted. This is more detailed than the guide is intended for. Proposals will need to respond to the characteristics of the site. No change.	Biodiversity Enhancements Guide
King Line Cottages	Bird Boxes	I agree with the comments, but have noted at my new boathouse in Horning, where we have only quay headed to the ground on one side, but have left a gap of 1 metre to the water side (instead of quay heading), we have gained a large colony of swifts that are nesting under a walkway above the water. They use this open-sided section, thus allowing us to keep the boathouse doors shut and a flow of water that stops the boathouse silting up. We have had two fledglings from four nests this year, the latest on 20th July 2016. The use of hardy plank or similar product, as recommended for bird boxes is excellent.	General support.	Support noted.	Biodiversity Enhancements Guide
King Line Cottages	Part 1: On the waterfront	All waterside new building should be consistent with others in the locality, not like in Horning where a modern, out of place building next door to the Horning Yacht Club is completely out of character. This building has had scaffolding round it all summer for painting/maintenance. No buildings of brick construction should be allowed, unless it is an annex to an existing brick built building.	All waterside new building should be consistent with others in the locality. No buildings of brick construction should be allowed, unless it is an annex to an existing brick built building.	Comment noted. The guide gives general principles, but the actual detail will be down to the planning application and the characteristics of the site. The Authority considers design to be a very important aspect. No change to the guide.	Waterside Chalets Guide
King Line Cottages	Part 2: Repair, alteration or replacement	<p>By my experience of making repairs to an old building, it is by far better to demolish the building, as expensive unknown repairs are very frequent. I have learnt this to my cost. Advantages in re-building are: The building should be built on piles driven into the chalk layer, not the hard sandstone layer that sometimes can be found 3 metres above the chalk in the Horning location. These should finish a metre above the high water mark and land around the property raised to help minimise the flood risk, if allowed. All flooring can then be on a concrete suspended floor (this stops vermin and floor rotting), main construction in tantalised timber, all doors and windows should be of uPVC or the new wood manufactured uPVC type finish, these stand up to building 'movement' better than timber and stands up to the environment better. It also matches 95% of the windows seen on riverside buildings at the present time. All doors should be to the accessible criteria for wheelchairs.</p> <p>Cladding to replacement and new buildings: Modern materials that can be obtained are far better than wood, as you state in the Bird Boxes [section] of the biodiversity guide (boxes made from woodcrete a mixture of cement and wood are best - they can last over 20 years, wood lasts about four years) and woodcrete requires little or no maintenance and therefore eliminates the need for toxic painting.</p> <p>Cladding of buildings: Timber cladding is going out of favour, although of a traditional method, it is virtually impossible to obtain well-seasoned cladding that will last in good condition. It requires wood treatment every 3 years (which can entail scaffolding for health and safety in painting). This wood treatment kills insects and spiders that do not return for a year (spiders live off the mosquitoes which pester us). From experience, the cladding shrinks 10% over the years, dries out, causing expensive replacements to keep up a good appearance. The use of woodcrete planking, that is difficult to distinguish the difference between it and wood, as recommended in the biodiversity guidance, does not require any treatment, fades to a natural look, and will last years longer and give insects a more stable environment. It also does not shrink or warp and stands up</p>	Detailed comments relating to cladding, demolition, replacement and plastics.	<p>The Authority has policies in place to determine replacement buildings. Construction and design are site specific issues. It is important to understand that the historic environment is a finite resource so demolishing may not always be appropriate. No change to the guide.</p> <p>Woodcrete - the two guides are separate. We have policies about design... do not aim to be prescriptive.</p> <p>Use of plastic - have policies on design.</p> <p>Case by case basis</p>	Waterside Chalets Guide

Organisation	Section Heading	Representation	BA Officer Summary of Representation	BA comment	Which Guide
		<p>to the damp atmosphere near water. It also has an A2 fire rating making it safer for the environment and other buildings close by. When seen from over 2 metres away it is difficult to distinguish from real wood. The use of colour coated aluminium, for doors and windows, is very expensive, uses vast amount of electricity to produce. UPVC is a better alternative.</p> <p>The use of plastics: We have to use plastic gutters and soffits as no other material can be found to replace them. The use of the flat weather boarding can be a big problem near waterside since asbestos boarding was outlawed. The weather boarding in the damp atmosphere, although painted, will delaminate and look very unkempt (as can be seen from the river in many places at the moment). When this happens, flat plastic sheeting works well and keeps up appearances. White plastic plank type boarding looks bad after a few years. White Hardy planking or similar, which is made from woodcrete, is far better. Plastic hand rails from square gutter down, pipe filled with wood are ideal as they are easy to clean and in time do not have splinters.</p> <p>I have commented on this document as King Line Cottages have had experience of waterside wooden construction buildings since 1971 replacing buildings with new in 1987, 1988, 1994 and 2010. I have also noted that the use of wooden door frames and doors produced at this time grow substantially in winter and cannot be closed. Then in summer they shrink and doors will not latch to as they should. UPVC door frames stand up to the seasons better. The use of both should be allowed.</p>			
Natural England		Natural England welcomes the production of these guides which will help developers and owners make good informed choices, respectively, regarding biodiversity and the protection of the special landscape features of the Broads.	Support for guides.	Support noted.	General comment on the guides
Norfolk Constabulary		This office has no specific comment regarding the comment of this guide.	No comment.	Noted.	Biodiversity Enhancements Guide
Norfolk Constabulary		<p>Expertise in crime prevention processes, products and criminal methodology helps the police fight crime; protect properties, businesses and visitors from unnecessary loss. We recommend the Waterside Chalet guide recognises the security principles of deterring, delaying, denying and detecting criminal activity. Designing in good security processes and protection with owners, developers and builders at all stages of development or restoration is essential to combat criminality and its consequences. Please consider the following comments in parallel to proactive policing and activity/initiatives across Norfolk where Waterside Chalets are located:- The adoption of Crime Prevention Through Environmental Design (CPTED) principles in building design and development would help protect the cultural heritage of the Waterside Chalet buildings.- Screened boundary treatments should be considered proportionate to existing criminal statistics and not be measured against a dominant aesthetic. Overgrown frontages and gardens whilst visually pleasing can also provide hiding places for criminality to occur. Visually open gardens helps deter criminal activity and can identify suspicious activity early. This is encouraged.- Waterside Chalets feature nonstandard construction with inherent security features much less robust than contemporary brick build dwellings. The effective attack resistance of the building(s) may be limited where traditional features and materials are not enhanced or up graded, putting the properties at increased risk from intrusion. Traditional wooden features are attractive but contemporary materials can aesthetically compete and provide increased protective strength to the property.- New, bespoke or replacement doors and windows should reflect traditional designs and materials but crucially should include attack resistant features (Secured by Design, Homes 2016), particularly where a greater threat of criminal attack occurs at the rear.- Isolated boat moorings and ancillary buildings attract criminal attention both waterside and roadways and they will use the same highways and byways to commit crime and escape detection. Suitable security lighting provides safety for occupiers and visitors, reduces the fear of crime (Secured by Design, Homes 2016) and is a significant deterrent for the criminal, who seeks to avoid being seen.- Of utmost importance is the ongoing vigilance of owners and users of these chalets to the possibility of crime. By providing and maintaining effective natural surveillance together with the speedy reporting of emergency, urgent or suspicious activity, the owners and users of the Waterside Chalets will continue to enjoy and protect these wonderful places. By promoting the spirit of CPTED principles and practices</p>	Security is an important consideration and should be addressed in the guides.	Agree. Will add this text: Waterside bungalows can be quite isolated. The adoption of Crime Prevention Through Environmental Design (CPTED) principles in building design and development could help protect the cultural heritage of the Waterside Bungalows. <a href="http://designforsecurity.org/about/crime-prevention-through-environmental-design">http://designforsecurity.org/about/crime-prevention-through-environmental-design</a>	Waterside Chalets Guide



Organisation	Section Heading	Representation	BA Officer Summary of Representation	BA comment	Which Guide
		within the Waterside Chalet Guide, it will be a significant step towards future proofing our Waterside Chalet heritage, a delightful feature of the Broads National Park.			
Norfolk County Council		Thank you for consulting Norfolk County Council on the above Biodiversity Enhancements Guide and Waterside Chalet Guide. At this stage it is not considered that the Biodiversity Enhancements Guide and Waterside Chalet Guide. raises any strategic issues with Norfolk County Council. Obviously you would consult the County Council when you review your Local Plan. I assume, under your statutory duty to co-operate (Localism Act 2011), that if you feel there are any strategic issues arising or likely to arise that you would seek further discussion with Norfolk County Council	No comment.	Noted.	General comment on the guides
River Thurne Tenants Association and Thurne Bungalows Management Company		<ul style="list-style-type: none"> <li>• Object to term ‘chalet’. Would prefer bungalow, holiday homes or properties.</li> <li>• Guide covers too much</li> <li>• What properties does it address? The large homes at Wroxham set well back from the water?</li> <li>• Make the document more specific about what writing about</li> <li>• Sort into areas?</li> <li>• Query where document says ‘were set as far back as possible’.</li> <li>• Some areas of bungalows are unique such as those in the Potter Heigham Bridge area. Could have their own document.</li> <li>• Emphasise in document the range of styles</li> <li>• Make more obvious what refer to – maybe using a map</li> <li>• Thereius a grey area between maintenance and planning permission</li> <li>• Add page numbers</li> <li>• More detail on raising height – case by case basis</li> <li>• Most significant part of property in aesthetics terms is floor level. Need to raise the land as well otherwise look silly.</li> <li>• Part of charm is the variation in the bungalows</li> <li>• Plot does not sink but river level increases</li> <li>• Wartime retreats – not all were refugees. Some people chose to live there as felt safer. Also servicemen were billeted there. Some refugees.</li> <li>• Is detailed history needed?</li> <li>• If add history be careful as danger in using what is accepted as history.</li> <li>• Potter Heigham design not just due to being windswept – economic as well as cheap to construct.</li> <li>• Rather see tick or cross and diagrams</li> <li>• There are no photos of bungalows from the Potter Heigham Bridge area</li> <li>• Tone – care as comes across as ‘good old days’ and might give wrong impression.</li> <li>• Balance between history and advice</li> <li>• Historical accuracy an important consideration</li> <li>• Potter Heigham area bungalows – info regarding foundations and rafts</li> <li>• Encourage innovative solutions</li> </ul>	Numerous details comments.	Chalet will be replaced by bungalow. Early on, it will be clarified what this guide refers to: For the purposes of this guide, the term Bungalow relates to small/low light-weight buildings which are generally at the water's edge. Clear in document that there are different types and areas and characters. Replace current wording with: Chalets were sometimes set back from the water's edge on their plot allowing natural vegetation to develop at the waterside. New title – Wartime use of the Bungalows. The two world wars brought new uses for the bungalows. On occasion people from some of the larger towns in the area, such as Great Yarmouth, used the bungalows as permanent residences when their main homes were under greater threat from bombing. There is also evidence of a bungalow in Wroxham, Closeburn, being used as a Red Cross unit for recuperating soldiers. Within this period the bungalows in some areas also started to be used more generally as permanent residences, resulting in the mix of use we see today, as both holiday and permanent accommodation. History is needed. References included. History text taken from a Thesis which earned a distinction. Simpler and smaller chalets which were cheap to construct were built in settlements such as Potter Heigham, within higher densities and smaller plots. Keen to avoid tick and cross as design is not a tick box exercise and reflects the site specifics. Gudie refers to contemporary solutions.	Waterside Chalets Guide
Sanford, Mr D W	General Comment	1 I am not sure that the overall balance of the document is in proportion. This document devotes 50% of its text to explaining the history of the waterside properties 2 I think a working definition of “waterside” needs to be made either in words or perhaps more clearly in a simple map. 3 The term “chalet” (a hut or cabin on the Swiss mountains, where cattle are lodged in the summer, and where cheese is made; hence, the small wooden house or cottage of the Swiss peasant; gen. a house or villa built in the style of a Swiss cottage) has a history (from the Thurne bungalows owners’ point of view) as being pejorative. Chalets they most certainly are not. I have taken the liberty of changing the word ‘chalet’ for the more generalised term, ‘property’ throughout this	1: Queries why so much history. 2: What does water side mean? 3: Disagrees with 'chalet'. 4: Ensure photos do not have plastic. 5: Document is muddled 6: Should say no more bungalows at Thurne.	1: The history sets scene and shows how important they are and not everyone has the knowledge. 2: We do nto intend for this to cover houses set far back with large garderns such as at Wroxham. 3: Wil; change from chalet to bungalow. For the purposes of this guide, the term Bungalow relates to small/low light-	Waterside Chalets Guide

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		document.4 Given the anti-plastic message contained in the document, the BA will need to be 100% sure that none of the photographs selected for publication show upvc fenestration or doors. It wouldn't surprise me to learn that the front cover photograph illustrates my point where, I believe, both windows and doors are upvc.5. My overall impression of the document is that it reads muddled in concept and execution. Is this a history of a disparate man-made landscape, a description of a globally unique vernacular, a set of planning guidelines descriptive or prescriptive? It cannot be all things to all men. If the BA wishes to write a history then it should publish the already authored dissertation. If it wishes to publish planning guidelines, perhaps it should do so in a separate, two sided leaflet with illustrations and bullet pointed wish lists.6. Given that this is a document produced by the BA's planning department, I would have expected a note to the effect that no new waterside development is permitted on the Thurne.		weight buildings which are generally at the water's edge.4: Photos have been checked and the Authority believes there are no upvc windows or doors.5. The document has two parts. It is a summary of the history based on the dissertation as well as giving advice on the kind of things looked into when considering applications. 6. There is a policy in the Local Plan relating to the Upper Thurne area.	
Sanford, Mr D W	Part 1: Changing perceptions	I am not at all sure that such a simple sentence adequately or accurately describes what actually happened. Similarly the issue of Lease B property proposed clearance in 1999 ought to be addressed if the 1982 controversy is to be included. It was actually the River Thurne Tenants Association (established in 1948) that, not unsurprisingly perhaps, took exception to any clearance of the riverside properties both in the 1980s and again in the late 1990's.	More detail regarding the threat of removing the bungalows needed.	This is a summary of the situation. It is not intended to go into detail. No change.	Waterside Chalets Guide
Sanford, Mr D W	Part 1: Entrepreneurs	And so they may have been but where is the actual documentary evidence that any of the waterside properties were erected by boat-building tradesmen? Apart from anything else, in planning terms, who cares who built them? Does it matter?	Where is the actual documentary evidence that any of the waterside properties were erected by boat-building tradesmen?	Agree. Sentence removed.	Waterside Chalets Guide
Sanford, Mr D W	Part 1: Wartime refugees	They were only "permanent" if the "refugees" did not return to their Great Yarmouth permanent residences. "There is also evidence of a property in Wroxham, Closeburn, being used as a Red Cross unit for recuperating soldiers." Interesting perhaps, but its relevance in the context and purpose of this document? All of the riverside properties at Potter, bar two, are restricted by lease covenant to non-permanent residences, holiday use only. These covenants have been in existence for more than sixty years.	They were only "permanent" if the "refugees" did not return to their Great Yarmouth permanent residences.	Text relating to refugees changed. New title – Wartime use of the Bungalows. The two world wars brought new uses for the bungalows. On occasion people from some of the larger towns in the area, such as Great Yarmouth, used the bungalows as permanent residences when their main homes were under greater threat from bombing. There is also evidence of a bungalow in Wroxham, Closeburn, being used as a Red Cross unit for recuperating soldiers. Within this period the bungalows in some areas also started to be used more generally as permanent residences, resulting in the mix of use we see today, as both holiday and permanent accommodation.  Disagree. This is an interesting story that gives an idea of how the chalets have been used in different ways. No change.	Waterside Chalets Guide
Sanford, Mr D W	Part 1: Controversial assets	Unless the BA has documentary evidence in support of the italicised statement above [entire 'Controversial assets' section quoted], I see absolutely no reason for including it in this document.	Queries justification for text.	Evidenced in dissertation: The locals were not comfortable with seeing the chalets 'spring up among the alder carrs and meadows' (Malster 1933.109) , and observing natural banks being developed, and often saw the chalets as vulgar and over the top (Watts 2003). Dutt, for example, described Wroxham as being spoilt by 'the erection of unsightly modern houses for the accommodation of visitors' (Dutt 1903 in Williamson 1997.159).	Waterside Chalets Guide
Sanford, Mr D W	Part 1: Location,	'However it doesn't explain the property development in the open landscape around Potter Heigham and Martham, which was and remains a working landscape.' What, exactly, is a working	Queries some text and wording.	Agree and removed.	Waterside Chalets Guide

Organisation	Section Heading	Representation	BA Officer Summary of Representation	BA comment	Which Guide
	location, location	landscape? 'Agriculture predominates and the banks are clear of trees'. They may be now, but in the early part of last century almost every plot had a large tree yet there was an abundance of property development.			
Sanford, Mr D W	Part 1: Natural habitat	None of this paragraph relates to development at Potter. Properties here were built on the artificial flood bank (the rhond or rand) of the River Thurne.	None of this paragraph relates to development at Potter.	Noted. 'in some instances' will be added to the start of this section. The next section relates more to the Potter bungalows.	Waterside Chalets Guide
Sanford, Mr D W	Part 1: On the waterfront	I would like to see explained the reason for the Thurne properties being located so close to the river's edge. The fact is that all of these surviving properties are built on the artificially created flood banks of the Thurne. By definition each is a rand property (b. Eng. regional (chiefly E. Anglian). Usu. in form rond. A marshy, reed-covered strip of land lying between the natural river bank and an artificial embankment; (also) land of this nature. The size and shape of these properties was determined by the size and shape of the rand - that piece of land between river and soke dyke. 'Typical forms included regular, well-proportioned features. The roof was usually the dominant surface with generously overhanging low eaves and overhanging gables.' I can find no photographic evidence that such properties ever existed and certainly were never 'typical' Some of the early waterside boathouses may have had dominant roofs with generously overhanging eaves and gables, but this was due to their dependence on locally and cheaply available reed for thatching which required a steep angle and overhanging eaves to fulfil its purpose. 'The early properties were generally built at ground level and were single storey.' Aren't all buildings built at 'ground level'. 'As issues with flooding became apparent the properties were raised on piles to avoid seasonal flooding. 'There surely here ought to be a reason given for the increased risk of flooding of properties on the functioning flood plain. River levels at Potter Heigham have risen by almost a foot in the last twenty years. 'On the River Bure, boathouses were often integral to the design, sometimes with the boathouse below and the living accommodation above. Treatment at the waterside varied but often the banks were retained by timber quay heading or natural banks in the calmer reaches of the system. Traditionally mooring was provided offriver, within the plot of each property. This offered more protection to boats, with less potential for obstruction to navigation.' Not at Potter it wasn't. Few of the plots leased for decades had (have) an associated boat dock. Historically, many of the leased plots had neither boat dock of bungalow on them. Rather a boat was permanently moored in the river at each plot and this served as holiday, short stay accommodation.	Many queries about current text.	New section to replace current. The age and design of the chalets varies across the Broad with the more elaborate qualities of the chalets upstream at Wroxham and the smaller and simpler looking chalets downstream at Potter Heigham. Chalets siting right on the waterfront, such as those on the River Thurne, were traditionally simple in shape; the size and shape of these properties was determined by the size and shape of the rand (that piece of land between river and soke dyke). Typical characteristics of bungalows across the Broads included regular, well-proportioned features. The roof was usually the dominant feature with generously overhanging low eaves and overhanging gables. The early chalets were generally were single storey and not raised off the land. As issues with flooding became apparent (for example River levels at Potter Heigham have risen) the chalets were raised on piles to avoid seasonal flooding.	Waterside Chalets Guide
Sanford, Mr D W	Part 1: A sense of proportion	I doubt that builders of the Potter properties thought, we're a bit exposed to the elements out here, we'd better build a simple form. Surely the reason for the simple form is both economic and geographic. Transporting building materials to a riverbank location without road access is what determines what you build and to what scale. 'A greater variety of design and styles can be seen at Potter Heigham and the properties in this area are more individual; one is even constructed from the top of a helter-skelter from the Britannia Pier at Great Yarmouth.' No it isn't. Omit the words "the top of" to improve the accuracy of the text. In fact all but the very top of the original helter skelter are on the riverbank plot. The helter-skelter property is locally listed - with upvc windows all round.	Many queries with text.	Changes made to address concern regarding elements.'the top of' has been removed.	Waterside Chalets Guide
Sanford, Mr D W	Part 1: Simple and fun	'The properties often had a sense of fun, reflecting holiday use, and sympathy for the landscape and their location close to the waterside.' Where is the evidence for this value judgement? A building built with a sense of 'fun' seldom reflects either landscape or location or is this a matter of inadequate punctuation? The helter skelter is an example of just such a fun piece of waterside architecture. Fun it may be. Vernacular it isn't. 'All of the properties were lightweight in construction and timber predominated as a building material for many elements. Some were constructed on piles driven into the ground to form a foundation.' Not one of the riverside properties at Potter was ever constructed on timber piles driven into the ground. Timber piles did not appear on the Thurne until the modular cedar bungalows of the late 1960s and were the authority's idea of more suitable foundations. Timber	Many queries with text.	The Authority considers that fun is an acceptable way to describe these bungalows. As Malster outlines 'some of these buildings were based on piles that were driven down through the peat to a firm foundation' and others were constructed on either timber or concrete rafts (1993.108) (Figure 7). E.g. Whiteslea Lodge.	Waterside Chalets Guide

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		<p>piles were not used because locals knew that wood rotted – not if kept permanently wet or permanently dry, but where it alternated wet to dry on a daily cycle. By the 1990s, bungalows built on timber piles were showing signs of being seriously compromised. Most of such properties at Martham, Potter Heigham, Ludham, Repps with Bastwick and Womack have received structural modification to overcome the ignorance of people who ought to have known better in the 60s and 70s.</p> <p>The vast majority of waterside properties at Potter had foundations that consisted of nothing more than a dozen or so poured concrete pads little more than a couple of feet square and four bricks.</p> <p>'Others were constructed on timber rafts.' I'm not altogether sure what constitutes a 'timber raft' but I cannot think of one constructed on one. Where is the evidence for such a statement?</p> <p>'On most early examples the roofs were thatched in local reed.' 'most' – really? The evidence at Potter is where?</p> <p>'...but others had metal sheet roofs such as corrugated iron and later felt roofs were also used. Boundary fences were designed to blend with their surroundings and have a minimal impact. Traditional fencing materials included cleft chestnut fencing and hurdles made from close woven osiers, hazel wattle or reeds.' And the evidence for such a statement is where? At Potter, many of the early boundary treatments were, indeed, rustic, but this very much reflected Edwardian tastes where at home the waterside property's owners would have had rose trellising constructed from tree branches. As well as being a la mode, such fencing was cheap and locally available.</p>		<p>Will add concrete pads and concrete rafts to text.</p> <p>The roofs were, in most cases, thatched and others had metal sheet roofs such as corrugated iron (Malster 1993 and Williamson 1997) and felt roofs were also seen (Broads Authority 1989).</p>	
Sanford, Mr D W	Part 1: Local sources	But whose buildings were never designed to take account of the fact that they would ever be placed on blancmange and have to travel by water to arrive at their eventual location. As for being 'lightweight', please take it from me, as someone who has lifted in excess of thirty of the waterside properties at Potter, the Boulton & Paul bungalows are, by far, the heaviest.	Refers to weight of some bungalows and the ground conditions they were places on.	Noted.	Waterside Chalets Guide
Sanford, Mr D W	Part 1: Limited services	There are no wells on the Potter riverbanks. Rainwater was gathered, then pumped up to storage tanks in the loft from where it was piped to the kitchen. In the case of all bungalows except one, permanent residence on the banks of the Thurne has been specifically prohibited by lease burden for at least a documented half a century and probably a lot more.	Extra information provided.	Will add in about the rainwater harvesting.	Waterside Chalets Guide
Sanford, Mr D W	Part 2: Then and now	Should not 'total replacement' and 'work to a property' not be more carefully differentiated? To me the paragraph above reads that the BA would prefer total replacement to reflect the materials and detailing of the property the new build replaces. I am confident the BA planners do not intend such. On the other hand I can see that the BA would wish to preserve the integrity of both materials and detailing for repair work to existing buildings.	Should not 'total replacement' and 'work to a property' not be more carefully differentiated?	Do not fully understand the point being made. The text in this section seeks retention. There are also other policies on the issue of replacement dwellings. No change to be made.	Waterside Chalets Guide
Sanford, Mr D W	Part 2: Repair, alteration or replacement	'Costs of these various materials are not dissimilar.' But the on-going maintenance costs are. Again the non-differentiation of materials for cladding from fenestration is confusing. 'Colour coated aluminium' wall cladding? We seemed to have jumped from description to prescription in style. Do we have the hand of a second author here whose motivation and objectives are different?	Confusion between windows, doors and cladding.	'for windows and doors' will be added after 'to that of timber'.	Waterside Chalets Guide
Sanford, Mr D W	General comment	<p>I have thought a lot about the anti-upvc stance seemingly being adopted by the BA planning department. I did a little research too. Of 220 riverside properties, more than three quarters have upvc windows and/or doors. Some of these date back twenty or more years.</p> <p>My suggestion would be for the BA to take a much more practical and pragmatic approach to upvc as construction material by pointing people in the direction of the better end of the upvc window market. If it's the aesthetics that matter rather than the construction material itself, there are companies, including some local ones, who make windows that are all but indistinguishable from timber originals. It is interesting that people seldom pick up on guttering and its importance in architectural detailing. All of the riverside buildings gutters are upbv. In many cases the upvc guttering perfectly mimics the original ogee cast iron guttering which it replaces.</p>	Queries the anti-upvc stance seemingly being adopted by the BA planning department	Noted. Basis for further future discussion. But this guide reflects the current situation. Case by case basis.	Waterside Chalets Guide
South Norfolk Council		Recommend a mix of at least seven species in new hedgerows. The rationale being that if the hedgerow gets to be at least 30 years old, then the fact that it has at least seven woody species will mean that it is more likely to be classified as 'important' (and therefore protectable) under the	Recommend a mix of at least seven species in new hedgerows. Add the Latin plant names (possibly in an	Agree regarding 7 species. Agree re latin names.	Biodiversity Enhancements Guide

Organisation	Section Heading	Representation	BA Officer Summary of Representation	BA comment	Which Guide
		Hedgerows Regulations. It might be worth adding the Latin plant names (possibly in an appendix), as often there are several common names for the same plant, for example it would be hard to know whether the cited 'wild rose' is the native Rosa canina (dog rose) or native Rosa arvensis (field rose).	appendix).		



# Broads Authority biodiversity enhancements planning guidance



## Habitat for homes

Habitat loss through human activity is the biggest threat to species survival on the planet.

The Broads National Park is extremely rich in wildlife, with over 11,000 species recorded, including the swallowtail butterfly and Norfolk hawker dragonfly, very rarely found outside the Broads fen habitats. But in Britain as a whole over 60 per cent of our species are in decline.

One of the statutory purposes of the Broads Authority is to conserve and enhance the natural beauty, wildlife and cultural heritage of the Broads. So we have a duty to ensure that impacts on biodiversity from new developments (of any size) are minimised, and that wildlife is protected and habitats are enhanced through the planning process.

For these reasons, as part of your planning application, you may be asked to show how you will enhance biodiversity.

## National policy

The National Planning Policy Framework says:

109. 'The planning system should contribute to and enhance the natural and local environment by:

- minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including

by establishing coherent ecological networks that are more resilient to current and future pressures'

### But what can you actually do – or avoid doing?

Many rare species are found on conservation sites in the Broads, but gardens, churchyards, parks, school grounds and other open areas form an important network of different habitats, providing feeding and breeding sites, and green corridors for wildlife to move between areas. So everyone living in villages and towns within and adjacent to the Broads, and also people visiting the Broads, can play an important part in helping to conserve this internationally important wetland for future generations – of people and wildlife too.

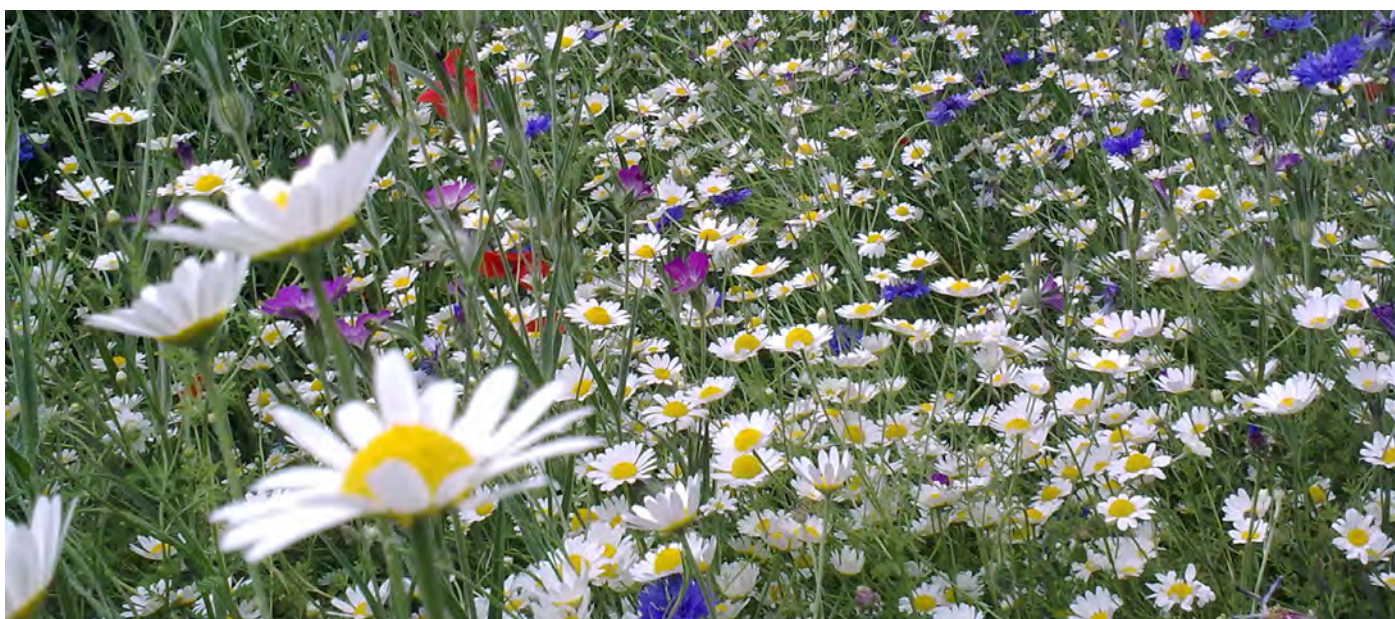
## Advice for different habitats

### Meadows

Meadows are big business. The economic value of pollinating insects to farmers and other growers is £510 million – that's the same amount annually as visitors bring to the Broads. And the value of pollinators to our well-being from visiting wild places cannot be underestimated.

- Meadows are also bee heaven. Wild flowers provide an essential supply of nectar for hundreds of insects including bees, butterflies and hoverflies.
- Creating your own mini wildflower meadow will not only look attractive, but will provide a nectar highway for pollinating insects to move between





habitats. Choose an area in full sun, preferably with low fertility and few weeds.

- Use a British wild flower seed mix appropriate for your soil type. Add yellow rattle (*Rhinanthus minor*) to your seed mix as it will help wild flowers to establish as it reduces the strength of grasses which can outcompete wild flowers.
- Make sure the area is free of coarse-leaved grasses, thistles and docks before you sow.
- Rotavate, rake to ensure fairly fine soil and water if necessary.
- Sow seed from August to October at the density recommended by the supplier.
- Cut the new growth, keeping it short until the end of March to prevent the stronger grasses from outcompeting the wild flowers.
- In the first summer you should have yellow rattle, a few daisies and clover. In the second, thanks to your hard work, you should have a beautiful wild flower meadow full of different flowers to admire.
- Cut the meadow again in August (or use a strimmer). Leave the hay where it falls for a week, turning it as it dries to help the wild flower seeds drop back down into the soil. After a week, rake the hay away so as not to increase fertility and use it for compost.
- If you're impatient for results, use plug plants. Plant five plugs per square metre in the spring or autumn. Plug plants will flower in the first spring or summer after planting. But be aware that rabbits are very partial to plug plants.

[www.wildseed.co.uk](http://www.wildseed.co.uk)

[www.sarahraven.com/flowers/seeds/wild\\_flowers](http://www.sarahraven.com/flowers/seeds/wild_flowers)



[www.plantwild.co.uk/meadows/how-to-create-a-wild-flower-meadow](http://www.plantwild.co.uk/meadows/how-to-create-a-wild-flower-meadow)

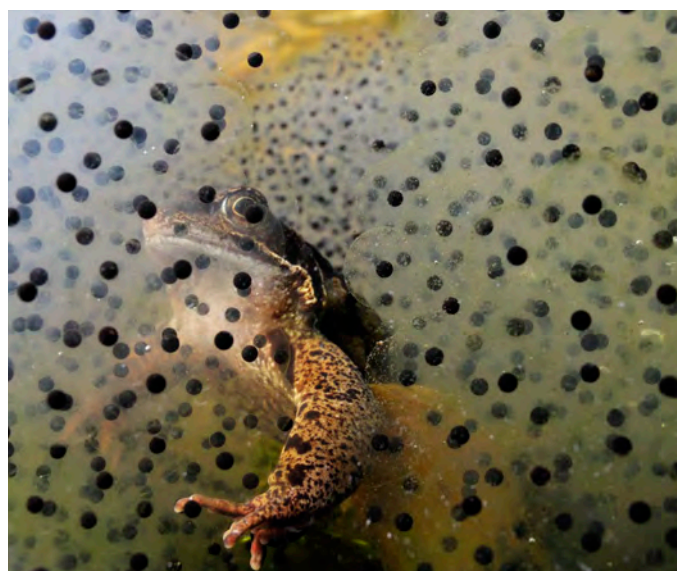
## Ponds

**One third of ponds are thought to have disappeared from the British countryside in the last 50 years.**

- Wildlife is wild about ponds – creating a pond is one of the best ways to help wildlife, including a whole range of insects. All ponds will help, but one that is at least two metres square will provide the essential breeding habitat for most amphibians including frogs, toads and newts.
- The other main points to consider are depth, shape, location and plant species. A pond with gently sloping shelved sides and a deeper central area (at least 60cm), with floating and taller native plants, is the most beneficial.
- Autumn is the best time for pond cleaning as fewest species will be affected. Avoid removing silt from the bottom as this will contain eggs and larvae of pond insects. Remove excess leaves which could lead to nutrient enrichment and subsequent algae blooms in the spring. Trim plants if necessary. Leave trimmings and leaves at the side of the pond for a couple of days to allow insects to return to the pond.
- Winter freezing of ponds can create dangerous conditions for animals as ice can cause a build-up of toxic gases released by the continued decomposing of plants and animals. To help alleviate

this, remove snow from the ice to allow plants to continue producing oxygen. You can create a hole in the ice by leaving a pan of hot water on the surface. Never smash the ice as this can harm wildlife and puncture a pond liner. Never use salt, antifreeze or other chemicals.

- Algae can be a blooming nuisance! Algal blooms are caused by excess nutrients in the water and soil. Algae can quickly reproduce causing cloudy conditions. Duckweed and blanket weed are indicators of excess nutrients. Remove duckweed by carefully running a net across the surface to scoop it up. To remove blanket weed twist a cane amongst it to pull it out. Leave weed next to the water's edge for a couple of days to allow any animals caught up in it to return to the pond. You can also reduce algal blooms by adding larger plants as they use up nutrients during their growth. Or add a bundle of netted barley straw which releases algae-fighting chemicals as it decomposes.



## Native plants for ponds

Deeper water (submerged and oxygenating plants): common water crowfoot, curled pondweed, water starwort, water violet.

Floating-leaved plants: broad-leaved pondweed, yellow water lily, frogbit.

Marginal plants: amphibious bistort, brooklime, creeping Jenny, lesser pond sedge, lesser spearwort, marsh marigold, water forget-me-not, water plantain, yellow flag iris.

## Invasive non-native plants to avoid

Floating pennywort, parrot's feather, New Zealand pygmy weed, water fern, Nuttall's, Canadian pondweed, water primrose.

[www.froglife.org/info-advice/creating-or-improving-ponds/](http://www.froglife.org/info-advice/creating-or-improving-ponds/)

[www.rspb.org.uk/makeahomeforwildlife/advice/gardening/pondsforwildlife/making.aspx](http://www.rspb.org.uk/makeahomeforwildlife/advice/gardening/pondsforwildlife/making.aspx)

[www.nonnativespecies.org/home/index.cfm](http://www.nonnativespecies.org/home/index.cfm)

## Hedgerows

One hundred and thirty Biodiversity Action Plan priority species for conservation are associated with hedgerows.

- Native hedgerows support a high proportion of woodland birds, mammals and butterflies, providing an abundance of food, shelter and nesting sites, as well as an important green corridor for wildlife. A hedgerow with a thick base is best for wildlife. The ditches and banks

associated with hedgerows provide important habitat for frogs, toads, newts and reptiles.

- Hedgerows also provide living fences, rather than wooden fences which can be expensive and require maintenance. Planting evergreen species such as ivy will ensure the hedgerow provides privacy and is beneficial for wildlife throughout the year.
- Hedgerows should ideally be planted between autumn and spring, in prepared ground, free from weeds. Water well and add a thick mulch to prevent competition from weeds. Gaps can be filled in later.
- Planting a hedgerow with at least **seven** native species will help to ensure a wildlife rich habitat. Many hedgerow shrubs and trees flower at different times, ensuring a nectar supply for insects, as well as fruits and berries for birds over the autumn and winter months. And maybe some for human consumption too!
- Trim at the end of the winter after the supply of berries and nuts has gone, and to avoid the bird nesting season. Ideally hedgerows should be cut every other year to encourage fruits and berries. Avoid disturbing the base of the hedgerow which may be home to hibernating hedgehogs and amphibians.
- Feed the plants annually and top up the mulch for the first three years.
- New developments should aim to



incorporate and enhance existing hedgerows. Generally the older the hedgerow, the more species rich it will be and therefore better for wildlife. You can improve old hedgerows by filling in any gaps with a different woody species to increase their diversity. Ensure that existing plants do not shade out new plants, and for the first three years protect new plants from grazing by rabbits and deer.

### Native hedgerow species

**Pollen rich shrubs:** blackthorn (*Prunus spinosa*), hawthorn (*Crataegus monogyna*), willow (*Salix caprea*), wild privet (*Ligustrum vulgare*), field maple (*Acer campestre*), crab apple (*Malus sylvestris*), common buckthorn (*Rhamnus cathartica*), holly (*Ilex aquifolium*)

**Trees:** oak (*Quercus robur*), ash (*Fraxinus excelsior*), hazel (*Corylus avellana*), wild cherry (*Prunus avium*)

**Climbers:** wild rose (*Rosa canina*), traveller's joy (*Clematis vitalba*), honeysuckle (*Lonicera periclymenum*)

[www.ptes.org/wp-content/uploads/2014/06/Hedgerow-guide-web-version.pdf](http://www.ptes.org/wp-content/uploads/2014/06/Hedgerow-guide-web-version.pdf)

[www.suffolkwildlifetrust.org/Hedgerow-planting](http://www.suffolkwildlifetrust.org/Hedgerow-planting)

## Advice for different species

### Birds

Norfolk holds 40% of the national barn owl population.

- Over the years many traditional nesting and roosting sites for birds (and bats as well) have been lost. It is extremely important that new building developments incorporate permanent homes for wildlife, such as swift nesting chambers and bat lofts. These can be simple and cost effective to provide.

### Boxes

- Birds need boxes for breeding and roosting.
  - Boxes made from woodcrete (a mixture of cement and wood) are best – they
- 180

can last over 20 years (wood lasts about four years) and require little maintenance apart from cleaning out.

- Consider location, height and orientation. Place them in trees where possible. Small boxes suitable for blue tits and great tits can also be attached to the outside of a building. Most boxes should face between north and north-east. Fix them three metres from the ground to avoid disturbance and predators. You can also have a metal plate round the entrance hole to deter woodpeckers and squirrels. If you are putting up more than one box they should not be sited too close together, as this may cause aggressive behaviour between neighbours.
- Most birds need a clear flightpath to the entrance hole – trim any overhanging vegetation.
- Robins and wrens prefer an open-fronted box, sited two to three metres high on a tree trunk or wall, hidden behind overhanging vegetation such as ivy.
- Many owls rely on boxes (larger size) due to the loss of mature trees and old buildings.
- Site boxes for barn owls close to open areas of rough grassland required for hunting.
- Site boxes for tawny owls in woodland.
- Site boxes for little owls in open farmland areas with hedgerows, scattered trees and orchards.

### Nest sites and artificial nests

- Swifts, swallows and house martins are summer visitors to the Broads.
- Swallows and house martins need mud to construct their nests which can be in short supply, particularly during a dry spring. Providing a muddy area close to the nest site will encourage swallows and swifts to nest.
- Barns, stables, and boat houses can provide suitable nest sites for swallows. Swallow nests should be placed inside the building under the eaves with open access during the spring and summer months. Multiple nests should not be installed at less than one metre intervals, to avoid disputes between neighbours.
- Swift and house martin nests can be installed under the external eaves of most buildings. Swifts and house martins live in colonies, so provide boxes and nests to accommodate multiple pairs.

[www.swift-conservation.org](http://www.swift-conservation.org)

[www.rspb.org.uk/makeahomeforwildlife/advice/helpingbirds/nestboxes/smallbirds/making.aspx](http://www.rspb.org.uk/makeahomeforwildlife/advice/helpingbirds/nestboxes/smallbirds/making.aspx)

[www.birdventures.co.uk](http://www.birdventures.co.uk)

[www.hawkandowl.org/sculthorpe/nest-boxes-for-sale](http://www.hawkandowl.org/sculthorpe/nest-boxes-for-sale)

[www.rspb.org.uk/makeahomeforwildlife/advice/helpingbirds/nestboxes/owlskestrels](http://www.rspb.org.uk/makeahomeforwildlife/advice/helpingbirds/nestboxes/owlskestrels)



[www.nhbs.com/browse/subject/426/bird-boxes](http://www.nhbs.com/browse/subject/426/bird-boxes)

[www.rspb.org.uk/discoverandenjoynature/discoverandlearn/birdguide/name/s/swallow/encouraging.aspx](http://www.rspb.org.uk/discoverandenjoynature/discoverandlearn/birdguide/name/s/swallow/encouraging.aspx)

[www.cornwall.gov.uk/media/3626630/Accommodating-swallows-swifts-and-house-martins.pdf](http://www.cornwall.gov.uk/media/3626630/Accommodating-swallows-swifts-and-house-martins.pdf)

## Bats

**Pipistrelle bats, the most common British species can eat over 3,000 midges in one night!**

- All British bats (18 species) are protected under British and European law. Breeding female bats only produce one offspring a year so it is essential to protect their habitat to maintain populations. Buildings and trees provide roosting and breeding sites.
- Don't put bats under the spotlight! Artificial light has a detrimental effect on wildlife, changing normal behaviour patterns which can affect the ability to survive. Avoid illuminating trees and hedgerows used by many species, including bats. Artificial lighting can cause bats to delay their emergence from roosts to hunt and feed, missing the peak in insect prey abundance, and resulting in a possible reduction in body mass. Artificial light should never shine on a known bat roost in a building or a bat box. Consider sensitive lighting early on as part of your development design. Use low level LED lights where possible. Minimise the spread of light, ensuring

only task areas are lit. Use lanterns or light hoods to shield or direct light where it is required. Use reactor lights or limit the time that lights are on to provide dark periods – and save energy and money too.

[www.bats.org.uk/pages/bats\\_and\\_lighting.html](http://www.bats.org.uk/pages/bats_and_lighting.html)

[www.rhs.org.uk/advice/profile?pid=513](http://www.rhs.org.uk/advice/profile?pid=513)

## Boxes

- As for birds, boxes made from woodcrete are best.
- Place on trees at least five metres high, in groups of three facing south-east to south-west to provide the range of roosting temperatures that bats require.
- If boxes are to be positioned on buildings choose locations next to hedges or trees. Bats use them to forage for insects and to commute between favoured roosting sites.

[www.nhbs.com/browse/subject/421/bat-boxes](http://www.nhbs.com/browse/subject/421/bat-boxes)



## Insects, amphibians, reptiles and fungi

The average garden may hold over 2000 species of insect!

- Over 60 per cent of insect species are in decline, so wild flower habitats and nesting sites are becoming ever more important.
- Invertebrates are attracted to artificial light at night and it is estimated that as many as a third of these will die as a result.
- Insect boxes provide homes for hibernation for adults or larvae. You can buy boxes or they are easy to make from recycled materials.
- Small boxes suitable for solitary bees and wasps are best placed in a sunny spot close to flowering plants.
- To provide homes for a wide range of species, build your own 'bug hotel' by stacking old pallets and filling them with a range of recycled materials such as bamboo canes, logs and dried leaves to provide cracks and crevices. Build hotels in semi-shade close to hedges or ponds so passing animals can find them easily.
- Retain natural plant and habitat features where possible. Dead or hollow stems such as elder or buddleia provide overwintering sites for adult insects or larvae. Dry, sunny banks or warm patches of bare earth are favoured by solitary bees and wasps for burrowing.

- Log piles simulate fallen trees in the wild, creating valuable habitat for insects, amphibians, reptiles and many fungi. Roughly stack native wood including beech, oak, ash and elm in a shady spot so it remains cool and damp. Log piles situated close to ponds or under hedgerows will attract hibernating frogs and toads so it is important that they remain undisturbed. By adding a pile of leaf litter you may also attract hibernating hedgehogs and ladybirds. Add new logs over the years as the old ones decay.

[www.wildlifetrusts.org/how-you-can-help/wildlife-gardening](http://www.wildlifetrusts.org/how-you-can-help/wildlife-gardening)

[www.rspb.org.uk/makeahomeforwildlife/advice/gardening/deadwood.aspx](http://www.rspb.org.uk/makeahomeforwildlife/advice/gardening/deadwood.aspx)

[www.rspb.org.uk/makeahomeforwildlife/advice/gardening/insects/building\\_homes.aspx](http://www.rspb.org.uk/makeahomeforwildlife/advice/gardening/insects/building_homes.aspx)

[www.nhbs.com/browse/subject/436/insect-boxes](http://www.nhbs.com/browse/subject/436/insect-boxes)

[www.buglife.org.uk/bugs-and-habitats/discover-bugs#](http://www.buglife.org.uk/bugs-and-habitats/discover-bugs#)

## Contact us:

For more information and advice please contact the Broads Authority on 01603 610734 or visit our website [www.broads-authority.gov.uk/contact-us](http://www.broads-authority.gov.uk/contact-us)





This guide outlines the history of waterside bungalows and the contribution they make within the Broads, discusses their similarities and differences, and suggests ways to maintain and alter existing bungalows and insert new bungalows successfully within their particular historic and landscape setting. **For the purposes of this guide, the term Bungalow relates to small/low light-weight buildings which are generally at the water's edge.**

## Part 1: Changing perceptions

Waterside bungalows undoubtedly make an impact on the character of the riverbank. Historically there was concern that in some locations this was starting to become negative. For example back in 1982 the Broads Authority was keen to remove some of the bungalows on the River Thurne at Potter Heigham and Martham. Residents disagreed and the bungalows remained. Over time the contribution that the bungalows make to the character of the area began to be more widely appreciated. When in 2015 the Authority, in consultation with local residents, wished to add waterside bungalows to its Local List, 58 waterside bungalows, including a number on the River Thurne, were given the status and protection of local heritage assets.

### Early tourists

Waterside bungalows are part of the unique Broads landscape. Most of the

bungalows we see today stem from holidaymaking in the Broads from the 1880s to the 1960s. They are a distinct group of buildings which significantly contribute to our understanding of the history of the Broads. In the late 1800s, if you had some disposable income, what better way to dispose of it than on a waterside bungalow in the Broads? Waterside bungalows were initially built for this expanding holiday market consisting mainly of affluent city dwellers who sought refuge within the wild and undeveloped Broads in the late 19th and early 20th century. The growth of tourism in the Broads was closely linked to the establishment of railway stations within the Victorian period and some of the most popular areas for waterside bungalows were around villages with links to major towns and cities, and those which offered existing recreational facilities.

### Entrepreneurs

Opportunity existed and an influential group of Broads entrepreneurs, boat builders and hirers, started providing tourist facilities that offered alternatives to boating. People such as John Loynes of Wroxham and Herbert Woods of Potter Heigham had captured early tourists with their boat offer and unsurprisingly other tourist facilities, including bungalows, were erected in areas in close proximity to the popular boat hirers. ~~The boat builders' trades and skills (such as carpentry) were easily transferable to the erection of the predominately timber bungalows.~~





## Wartime refugees Wartime use of Bungalows

The two world wars brought new uses for the bungalows. Refugees from some of the larger towns in the area, such as Great Yarmouth, used the bungalows as permanent residences when their main homes were under greater threat from bombing. There is also evidence of a bungalow in Wroxham, Closeburn, being used as a Red Cross unit for recuperating soldiers. Within this period the bungalows also started to be used more generally as permanent residences, resulting in the mix of use we see today, as both holiday and permanent accommodation. The two world wars brought new uses for the bungalows. On occasion people from some of the larger towns in the area, such as Great Yarmouth, used the bungalows as permanent residences when their main homes were under greater threat from bombing. There is also evidence of a bungalow in Wroxham, Closeburn,

being used as a Red Cross unit for recuperating soldiers. Within this period the bungalows in some areas also started to be used more generally as permanent residences, resulting in the mix of use we see today, as both holiday and permanent accommodation.

## Controversial assets

As with many forms of development, the bungalows were not without controversy. The bungalows were some of the original second homes – built not for local people, but for visitors. Many local people of the time were not comfortable with seeing the bungalows being developed and what was then considered the local distinctiveness of the area being eroded. Wider social issues such as divisions between the early tourists and the less affluent local people may have exacerbated this divide in opinion.

## Location, location, location

The bungalows are unevenly distributed

throughout the Broads, with high densities in some villages such as Wroxham, Hoveton, Horning, Potter Heigham and Brundall. They are also predominantly a feature of the northern broads. Several factors contributed to this, such as the location of early railway stations and main boatyards, and the distance to larger centres of population. Another important factor was one of aesthetics. It was the undulating and wooded landscape in the upper reaches of the Broads that was particularly attractive to tourists of the time. This is certainly the case with the late 1800s and early 1900s bungalow development around Wroxham, Hoveton, Horning and Hickling. However it doesn't explain the bungalow development in the open landscape around Potter Heigham and Martham, which was and remains a working landscape. Agriculture predominates and the banks are clear of trees, yet there was an abundance of bungalow development.

## Natural habitat

In some instances bungalows situated in a more natural habitat of reeds and trees were surrounded by vegetation which allowed even quite large buildings to fit less conspicuously into the Broads landscape. Individual or small groups of trees could be seen on the plots and planting was typically natural, avoiding regular spacing and formal borders. The dominant surface on river frontage was grass. Bungalows were sometimes set as far back as possible from the waterfront, allowing natural vegetation to develop at

the waterside. Bungalows were sometimes set back from the water's edge on their plot allowing natural vegetation to develop at the waterside. This natural vegetation and untrimmed edges supported the growth of wild flowers and contributed to a natural appearance which also had benefits for wildlife. Our Planning for Biodiversity guide (available on our website) suggests ways in which new developments can encourage wildlife.

## On the waterfront

Bungalows siting right on the waterfront, such as those on the River Thurne, were traditionally simple in shape, of square or oblong plan, parallel or at right angles to the river, with an adjoining boat dyke and sometimes boathouse. Typical forms included regular, well-proportioned features. The roof was usually the dominant surface with generously overhanging low eaves and overhanging gables. The early bungalows were generally built at ground level and were single storey. The age and design of the bungalows varies across the Broad with the more elaborate qualities of the bungalows upstream at Wroxham and the smaller and simpler looking bungalows downstream at Potter Heigham. Bungalows siting right on the waterfront, such as those on the River Thurne, were traditionally simple in shape; the size and shape of these properties was determined by the size and shape of the rand (that piece of land between river and soke dyke). Typical characteristics of bungalows across the Broads included regular, well-proportioned features. The

roof was usually the dominant feature with generously overhanging low eaves and overhanging gables. The early bungalows were generally single storey and not raised off the land. As issues with flooding became apparent (for example River levels at Potter Heigham have risen) the bungalows were raised on piles to avoid seasonal flooding. ~~As issues with flooding became apparent the bungalows were raised on piles to avoid seasonal flooding.~~ On the River Bure boathouses were often integral to the design, sometimes with the boathouse below and the living accommodation above. Treatment at the waterside varied but often the banks were retained by timber quay heading or natural banks in the calmer reaches of the system. Traditionally mooring was provided off-river, within the plot of each bungalow. This offered more protection to boats, with less potential for obstruction to navigation. Historically, many of the leased plots at Thurne had neither boat dock or bungalow on them. Our Mooring Design Guide (available on our website) will be helpful for new developments and modifications.



## A sense of proportion

The scale and density of the bungalows varied significantly across the Broads, as did their design – they possess certain characteristics across different areas. The bungalows at Wroxham, Hoveton and to a certain extent Horning that were constructed with a thatched roof and false timber framing had a ‘romantic’ character typical of the wider Arts and Crafts Movement. Larger, more elaborate examples were built at Wroxham, within lower densities, set in larger wooded plots, therefore exhibiting a more exclusive feel. Simpler and smaller bungalows were built in settlements such as Potter Heigham, within higher densities and smaller plots. ~~The lower reaches of Potter Heigham and the rest of the Thurne were more exposed to the elements and as a result the bungalows were a lot simpler in form.~~ Simpler and smaller bungalows which were cheap to construct were built in settlements such as Potter Heigham, within higher densities and smaller plots. However they were often still beautifully designed, with hints of Arts and Crafts and Art Nouveau detailing. A greater variety of design and styles can be seen at Potter Heigham and the bungalows in this area are more individual; one is even constructed from the top of a helter-skelter from the Britannia Pier at Great Yarmouth. Horning, a settlement in the middle reaches, displayed characteristics of both styles of development.

## Simple and fun

The bungalows often had a sense of fun,



reflecting holiday use, and sympathy for the landscape and their location close to the waterside. All of the bungalows were lightweight in construction and timber predominated as a building material for many elements. Some were constructed on piles driven into the ground **or concrete pads** to form a foundation. Others were constructed on timber rafts **or concrete rafts e.g. Whiteslea lodge**. Walls were often constructed with a timber frame and were clad with timber, painted white or stained dark. Planed tongue-and-groove boards were used, or rougher timber featheredge or waney-edged boarding. On most early examples the roofs were thatched in local reed, but others had metal sheet roofs such as corrugated iron and later felt roofs were also used. Boundary fences were designed to blend with their surroundings and have a minimal impact. Traditional fencing materials included cleft chestnut fencing and hurdles made from close woven osiers, hazel wattle or reeds.

## Local sources

Local manufacturers developed their own vernacular style of simple, lightweight timber buildings, suited both to the uncertain subsoils of the wetlands and the need to transport materials, in the majority of cases, by water rather than road. Local builders included Donald Curson of Wroxham, the Farman Brothers of Salhouse, Albert Oetzmann of Horning and Thomas Wright of Potter Heigham. One of the largest manufacturers of prefabricated timber and iron buildings at the end of

the 19th century was Boulton & Paul of Norwich, whose extensive catalogues in the 1890s ranged from glazed porches and watchmen's huts to large houses and pavilions. Boulton & Paul bungalows of the period can still be seen in the Broads.

## Limited services

The bungalows had very limited services. They were often lit by paraffin lamps, had meagre heating arrangements and no sewerage, with sewage emptying into the rivers and broads, until legislation changed and it was no longer permitted. For water, deep wells were often constructed or drinking water was provided by nearby stores **or captured rainwater**. The bungalows had little or no insulation but as they were constructed predominantly for use in the warmer summer months such luxury was not often considered necessary. Most of the bungalows were only ever meant for summer residents. Their lightweight and cheap construction was not suited to 'permanent' buildings. Although over the years many adaptations have been made and some are now used as permanent residences.

## Part 2: Looking after our assets

### Then and now

Many original waterside bungalows remain in the Broads and form a significant part of the overall character of the area. They are enjoyed by owners and holidaymakers alike. Given their significant contribution to the Broads we believe it is important to help protect the best examples of these



bungalows and ensure important features are not lost.

We have now included some of the bungalows on the Broads Local List. Buildings on the List do not necessarily meet the strict criteria for National Listing but make a significant contribution to the historic environment of the Broads. The List is a means of acknowledging and celebrating the best examples of local historic assets in the Broads. You can find more information on our website.

[www.broads-authority.gov.uk/planning/Other-planning-issues/protected-buildings/broads-local-list-of-heritage-assets](http://www.broads-authority.gov.uk/planning/Other-planning-issues/protected-buildings/broads-local-list-of-heritage-assets)

Bungalows vary in condition and are particularly vulnerable to change. Regular and careful maintenance of the bungalows will help to retain many special details and minimise the need for repair or replacement. However, given the wet environment and their

construction, bungalows can deteriorate if not maintained. Elements of the building then need to be replaced which can result in erosion of original details and loss of character. In addition, the requirements of modern living and the desire to extend can lead to pressure for development and further erosion of character. Total replacement of a bungalow can potentially result in a bungalow of non-traditional construction, particularly in terms of detailing and materials. When considering work to a bungalow an assessment of the character of the existing building should be undertaken.

## Repair, alteration or replacement

If the bungalow or features of it make a positive contribution to the character of the Broads, give consideration to the most appropriate form of alteration or repair in order to best preserve this character, including detailing and materials. For example:

- Is it possible to retain or re-use key features?
- Is it possible to extend rather than replace the bungalow?
- Is it possible to re-introduce more traditional features or materials to enhance the bungalow?
- If replacement of the bungalow is the only option, how can the replacement enhance the area?

One factor which can alter the character of the bungalows is the replacement of timber windows and doors using uPVC or other non-traditional materials. Similarly, replacing wall boarding with non-traditional cladding such as uPVC boarding can have an impact on the character of the bungalow. There are many advertised benefits of PVC materials but the use of timber, both for joinery and boarding, is traditional in the Broads. The advertised benefits of plastics often apply to timber, but timber gives a traditional appearance not possible with many alternatives. Also, sustainably sourced timber is far more environmentally friendly than the alternatives, particularly oil derived plastics, in terms of both its manufacture and use. Colour coated aluminium is an alternative to timber and plastic and can give a slim profile similar **for windows and doors** to that of timber. Costs of these various materials are not dissimilar.

## Extensions to existing bungalows

Extensions are a common form of alteration to bungalows. In principle, extensions are generally acceptable where they would not result in the overdevelopment of the building or the site, or would not impact unacceptably on the host building.

Extensions should generally be smaller than the existing bungalow and be sited to the side or rear of the existing building. The riverside elevation of a bungalow is often identified as the principal (front) elevation and while extensions to this elevation can be appropriate, they will require particular care in terms of character, scale and relationship to the original bungalow.

Generally extensions will be smaller scale and similar in design to the original building although sometimes it may be appropriate to introduce a more contemporary solution, providing a contrast to the original design. Contemporary solutions work best when they share common features with the original bungalow.

Setting any extension back from an existing wall or down from the existing roof planes can help the original bungalow to remain dominant which is often desirable.

## Replacement bungalows

The waterside is a harsh environment and sometimes existing bungalows may require replacement. In designing

a building to replace a bungalow it is especially important to recognise the cultural heritage value of the area and the contribution it makes to the wider Broads landscape. It is important to consider how the new building could add to that value. The quality of architectural design of the building including form, shape, mass, scale, size and materials will determine the contribution the building can make to the character of the area. As with extensions, contemporary design can make a contribution in its own right as can more traditional detailing and materials.

A simple form which is then enhanced through the choice of materials, colour and the detailed treatment of features such as windows, doors and balustrades is usually the most appropriate solution. Quite individual designs can still contribute to an overall harmony on the riverside, taking account of the appearance and character of the natural landscape and the other buildings in the area.

## Ancillary buildings

Due to the use and nature of the riverside plots ancillary buildings are often required for storage. These buildings should be smaller and less prominent than the main bungalow. As with extensions, some reference to the main bungalow in terms of shape and materials can help the ancillary buildings to contribute to the character of the riverside.

## Security

Waterside bungalows can be quite isolated. The adoption of Crime Prevention Through Environmental Design (CPTED) principles in building design and development could help protect the cultural heritage of the Waterside Bungalows.

<http://designforsecurity.org/about/crime-prevention-through-environmental-design>

## Planning advice

Waterside development, including new and replacement works, usually requires planning permission. The Broads Authority is the local planning authority for the Broads. Policies relating to design, landscape and the historic environment can be found on our website.

Buildings by the waterside are often at risk from flooding. Extensions or replacement buildings may require higher floors to protect against flooding. This can have an impact on the height and external appearance of extensions or replacement buildings. Seek early advice from the Broads Authority and the Environment Agency. The Authority's Development and Flood Risk Supplementary Planning Document is available on our website.

The Broads Authority offers a free pre-application advice service so that you can find out whether the works you propose require any form of consent and if so, whether a request for planning permission is likely to be successful. Staff can discuss alterations to bungalows and can offer specialised design and historic design

advice.

[www.broads-authority.gov.uk/planning/  
Planning-permission/getting-advice-  
before-you-apply](http://www.broads-authority.gov.uk/planning/Planning-permission/getting-advice-before-you-apply)

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Williamson, T (1997) The Norfolk Broads – A Landscape History, Manchester: Manchester University Press

Wood, K (2015) Historic Waterside Bungalows of The Broads – The significance of the waterside bungalows and the contribution they make to The Broads is not fully understood, postgraduate dissertation, University of Reading / College of Estate Management: unpublished

## Contact us:

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**Appeals to the Secretary of State: Update**  
Report by Administrative Officer

**Summary:** This report sets out the position regarding appeals against the Authority since April 2016.

**Recommendation:** That the report be noted.

**1 Introduction**

- 1.1 The attached table at Appendix 1 shows an update of the position on appeals to the Secretary of State against the Authority since April 2016.

**2 Financial Implications**

- 2.1 There are no financial implications.

Background papers: BA appeal and application files

Author: Sandra A Beckett  
Date of report 29 September 2016

Appendices: APPENDIX 1 – Schedule of Outstanding Appeals to the Secretary of State since April 2016

## APPENDIX 1

### Schedule of Outstanding Appeals to the Secretary of State since April 2016

<b>Start Date of Appeal</b>	<b>Location</b>	<b>Nature of Appeal/ Description of Development</b>	<b>Decision and Date</b>
31 March 2016	<b>Appeal Reference:</b> <b>APP/E9505/C/16/314 5873</b>  Staithe n Willow, Horning  Mrs J Self	<b>Appeal against Enforcement Notice</b>  Relating to fencing on grounds that there has been no breach of planning	Committee Decision 8 January 2016  Questionnaire submitted 21 April 2016  LPAs Statement of case submitted 12 May 2016  Final documents exchanged 14 June 2016
2 August 2016	<b>Appeal Reference:</b> <b>APP/39505W/16/3154 806</b>  Hall Common Farm, Hall Common, Ludham	<b>Appeal against Enforcement Notice</b>  Breach of conditions 2 and 3 of BA/2014/0408/COND Unauthorised installation of metal roller shutter door	Committee Decision 4 December 2015  Supporting documents submitted by 16 August 2016  LPAs Statement of case submitted by 13 September 2016
	<b>Appeal Reference</b> <b>APP/E9505/W/16/315 8503</b> <b>BA/2016/0026/COND</b> 50 Riverside Estate, Brundall  Mr David Hilburn	<b>Appeal against refusal</b>  Variation of condition 2 of previous permission BA/2012/0394/FUL – replacement chalet (to retain upvc windows and doors)	Delegated Decision 24 March 2016  Supporting documents submitted to BA and validated by Inspectorate on 20 September 2016.  Awaiting for start date from Planning Inspector

**Decisions made by Officers under Delegated Powers**  
Report by Director of Planning and Resources

**Broads Authority  
Planning Committee  
14 October 2016**

Agenda Item No.14

Summary: This report sets out the delegated decisions made by officers on planning applications from 03 September 2016 to 27 September 2016  
Recommendation: That the report be noted.

Application	Site	Applicant	Proposal	Decision
<b>Beccles Town Council</b>				
<b>BA/2016/0250/FUL</b>	<b>3 &amp; 3A Northgate Beccles Suffolk NR34 9AS</b>	<b>Mr L Norris</b>	<b>Replacement windows, two additional windows and enlarged rear opening</b>	<b>Approve Subject to Conditions</b>
<b>Brundall Parish Council</b>				
<b>BA/2016/0263/HOUSEH</b>	<b>70 Riverside Estate Brundall Norwich Norfolk NR13 5PU</b>	<b>Mr David Wright</b>	<b>Retrospective permission for replacement cladding.</b>	<b>Refuse</b>
<b>Bungay Town Council</b>				
<b>BA/2016/0266/LBC</b>	<b>39 Bridge Street Bungay Suffolk NR35 1HD</b>	<b>Mr Jacob Laws</b>	<b>Internal renovations</b>	<b>Approve Subject to Conditions</b>
<b>Carlton Colville Parish Council</b>				
<b>BA/2016/0249/NONMAT</b>	<b>Land At Suffolk Wildlife Trust Burnt Hill Lane Carlton Colville Lowestoft Suffolk NR33 8HU</b>	<b>Steve Aylward</b>	<b>Adjustments to compound boundary - non- material amendment to permission BA/2014/0370/FUL</b>	<b>Approve</b>
<b>Dilham Parish Council</b>				
<b>BA/2016/0273/HOUSEH</b>	<b>Broadfen Cottage Broad Fen Lane Dilham Norfolk NR28 9PP</b>	<b>Mr Chris Johnson</b>	<b>Balcony and rear dormer window</b>	<b>Approve Subject to Conditions</b>

Application	Site	Applicant	Proposal	Decision
<b>Ditchingham Parish Council</b>				
<b>BA/2016/0181/HOUSEH</b>	<b>36 Ditchingham Dam Ditchingham NR35 2JQ</b>	<b>Mark &amp; Tanya Hougham &amp; Martin</b>	<b>Loft conversion, increase in roof pitch/ridge height, installation of staircase and alterations to flue.</b>	<b>Approve Subject to Conditions</b>
<b>Filby Parish Council</b>				
<b>BA/2016/0306/HOUSEH</b>	<b>1 Broad Cottages Main Road Filby Norfolk NR29 3AA</b>	<b>Mr Michael Papageorgiou</b>	<b>Rear and front extensions.</b>	<b>Approve Subject to Conditions</b>
<b>Fleggburgh Parish Council</b>				
<b>BA/2016/0268/HOUSEH</b>	<b>Farmhouse Falgate Farm The Common (track) Fleggburgh Norfolk NR29 3DF</b>	<b>Mr Dean Smith</b>	<b>Cart lodge and garages.</b>	<b>Approve Subject to Conditions</b>
<b>Hoveton Parish Council</b>				
<b>BA/2015/0179/COND</b>	<b>Bewilderwood Horning Road Hoveton Norwich Norfolk NR12 8JW</b>	<b>Mr Tom Blofeld</b>	<b>Variation of Condition 2 of pp BA/2005/1570/HISTAP to vary the approved plans</b>	<b>Approve Subject to Conditions</b>
<b>Oulton Broad</b>				
<b>BA/2016/0276/FUL</b>	<b>Gunton Lodge Broadview Road Lowestoft Suffolk NR32 3PL</b>	<b>Mr L Crisp</b>	<b>New dwelling and replacement garage.</b>	<b>Refuse</b>
<b>Rollesby Parish Council</b>				
<b>BA/2016/0210/COND</b>	<b>Lancelot House Court Road Rollesby Norfolk NR29 5ET</b>	<b>Mr Richard Guyton</b>	<b>Reduction in barn size and alternate location, variation of condition 2 of BA/2016/0010/HOUSEH</b>	<b>Approve Subject to Conditions</b>