

Planning Committee

13 September 2024

Agenda item number 10

Local Plan- Preparing the Publication Version

Report by Planning Policy Officer

Summary

This report introduces some updated evidence and policies that will support the next version of the Local Plan. These are the Energy Efficiency Topic Paper, Sequential Test, Development Boundary Topic Paper, Renewable Energy Policy (including wind) and the policy on the Utilities Site.

Recommendation

To endorse:

- a) the Energy Efficiency Topic Paper as evidence supporting the Local Plan production and also to endorse the proposed draft policy;
 - b) the Sequential Test as evidence supporting the Local Plan production;
 - c) the amended Development Boundary Topic Paper as evidence supporting the Local Plan production as well as to endorse the section on Filby (that seeks comments on Filby having a development boundary);
 - d) the amended renewable energy policy; and
 - e) the amended Utilities Site policy.
-

Contents

1.	Introduction	2
2.	Energy Efficiency Topic Paper	2
3.	Local Plan Sequential Test	2
4.	Development Boundary Topic Paper	3
5.	Renewable Energy Policy, including wind power	4
6.	NOR1 – Utilities Site	7
7.	Work expected and timeline update	7

1. Introduction

- 1.1. This report introduces some updated evidence and policies that will support the next version of the Local Plan. These are the Energy Efficiency Topic Paper, Sequential Test, Development Boundary Topic Paper, Renewable Energy Policy (including wind) and the policy on the Utilities Site.
- 1.2. Each section has its own recommendation.

2. Energy Efficiency Topic Paper

- 2.1. The issue of energy efficiency in new buildings is one that is continuously evolving. There is the Planning and Energy Act of 2008, then some Written Ministerial Statements and then dismissed legal challenges all related to what a Local Plan can require in terms of energy efficiency of buildings. This Topic Paper on Energy Efficiency explores the situation and proposes a draft policy for the Local Plan. See Appendix 1.
- 2.2. It is recommended that Members endorse the Energy Efficiency Topic Paper as evidence supporting the Local Plan production and also endorse the proposed draft policy.

3. Local Plan Sequential Test

- 3.1. Much of the Broads is affected by flood risk. The Local Plan for the Broads allocates sites for certain development as well as including policies that guide how a site can develop and change. The NPPF (para 167) says that when preparing a Local Plan, a Sequential Test needs to be produced where flood risk is a consideration.
- 3.2. This Sequential Test has been produced to address the requirements of the NPPG: [Flood risk and coastal change](#). The Sequential Test is also a planning policy requirement of the National Planning Policy Framework (NPPF) as set out in paragraphs 167 and 168. The Environment Agency and Norfolk and Suffolk Lead Local Flood Risk Authorities were consulted.
- 3.3. See Appendix 2 for the Sequential Test.
- 3.4. It is recommended that Members endorse the Sequential Test as evidence supporting the Local Plan production.

4. Development Boundary Topic Paper

- 4.1. During the consultation on the Preferred Options version of the Local Plan, Great Yarmouth Borough Council recommended that the part of Filby that is within the Broads should have a development boundary to complement the development boundary of the part of Filby that is within its planning area. On reviewing the assessment of Filby in the Settlement Study, Filby rates favourably in terms of services and facilities in the settlement and so some options for a development boundary in the Broads part of Filby were produced. This was sent to Filby Parish Council for comment, as well as to the heritage, landscape and ecology Officers at the Broads Authority for comment. There was general support, with some suggestions for amendments.
- 4.2. Given that this is a new area for a development boundary, we intend to ask a question in the Publication Version of the Local Plan to ascertain what stakeholders and the public think of a development boundary for the part of Filby in the Broads. We also intend to ask if area 'Y' should be within the development boundary or not.
- 4.3. See Appendix 3 for the amended Development Boundary Topic Paper.
- 4.4. It is recommended that Members endorse the amended Development Boundary Topic Paper as evidence supporting the Local Plan production as well as endorse the section on Filby that seeks comments on Filby having a development boundary.

5. Renewable Energy Policy, including wind power

5.1. We received some comments that sought changes to the renewable energy policy. Furthermore, one of the first things the Labour Government has done since coming to power, was to change the approach to onshore wind power; the requirement for suitable areas to be identified in Local Plans does not exist anymore. We also received some comments relating to wind power (see below). We have therefore added some criteria relating to proposals for wind power in the renewable energy policy. Of relevance to wind power in the Broads is some work we intend to commission that will look at the landscape impact/suitability for turbines that are 0-10m in height. Our current Landscape Sensitivity Study looks at a larger size bracket for 0-20m and concluded that even this size of turbine is not appropriate in the Broads due to landscape impact.

5.2. Here are the comments we received as part of the Preferred Options consultation:

Specific Question 2: Do you have any thoughts on the suitability of wind turbines in the Broads?

Name	Organisation	Comment
Chris Waldron	Ministry of Defence	Technical assets that facilitate air traffic management, primarily radar, navigation, and communications systems are safeguarded to limit the impact of development on their capability and operation. The height, massing, and materials used to finish a development may all be factors in assessing the impact of a given scheme. Developments that incorporate renewable energy systems may be of particular concern given their potential to provide large expanses of metal at height, for example where proposals include a wind turbine or roof mounted solar PV system.
Chris Waldron	Ministry of Defence	Where development falls outside designated safeguarding zones the MOD may have an interest where development is of a type likely to have any impact on operational capability. Usually this will be by virtue of the scale, height, or other physical property of a development. Examples these types of development include, but are not limited to <ul style="list-style-type: none"> o Solar PV development which can impact on the operation and capability of communications and other technical assets by introducing substantial areas of metal or sources of electromagnetic interference. Depending on the location of development, solar panels may also

Name	Organisation	Comment
		<p>produce glint and glare which can affect aircrew or air traffic controllers.</p> <ul style="list-style-type: none"> o Wind turbines may impact on the operation of surveillance systems such as radar where the rotating motion of their blades can degrade and cause interference to the effective operation of these types of installations, potentially resulting in detriment to aviation safety and operational capability. This potential is recognised in the Government’s online Planning Practice Guidance which contains, within the Renewable and Low Carbon Energy section, specific guidance that both developers and Local Planning Authorities should consult the MOD where a proposed turbine has a tip height of, or exceeding 11m, and/or has a rotor diameter of, or exceeding 2m; o Any development that would exceed a height of 50m above ground level. Both tall (of or exceeding a height of 50m above ground level) structures and wind turbine development introduce physical obstacles to low flying aircraft; and o Any development, including changes of use and regardless of height, outside MOD safeguarding zones but in the vicinity of military training estate or property.
Georgia Teague	Suffolk County Council	<p>From SCC Ecology regarding wind turbines in the Broads. If any plans for wind turbines are submitted, the proposed impacts on birds and bats must be fully assessed and will probably require a bespoke mitigation package to ensure the risk of any potential harm being caused is minimised. SCC Highways would advise that consideration is given to vehicle routing associated with construction activities for wind farms. It is anticipated that construction of these sites would require large goods vehicles.</p>
Ian Robinson	RSPB	<p>Especially in winter the Broads receives significant numbers of water birds from continental Europe. Numbers in the 10’s of 1,000’s are recorded, and they utilise locations within most of the Broad’s landscape and surrounding farmland. These birds arrive in October and leave by April.</p> <p>Because of the large numbers and large flocks there is potential (high) for strikes with wind turbines.</p> <p>Equally breeding species such as European crane and bittern, both of which are large and relatively slow flying, combined with marsh harrier might also be considered vulnerable to collision with wind turbines.</p> <p>The coast is also a key area for migrating species (generally Mar-May and July-October) for a range of bird species both large and small.</p>

Name	Organisation	Comment
		<p>Little tern breed on the coast and are vulnerable to disturbance, common tern and cormorant commute between inland breeding sites and the North Sea to fish and in the case of cormorant, roost.</p> <p>Visually the turbines located off the coast at Great Yarmouth North Denes are imposing even from the western edge of Halvergate Marshes.</p> <p>Renewable forms of energy are important but more appropriate forms could be considered. However, the low-lying nature of the Broads means the threat of flooding and inundation of any structures is highly likely and might point in the direction of land outside of the Broads. Again, the argument regarding wind turbines and potential for collision would still hold.</p>
Sam Hubbard	Great Yarmouth Borough Council	<p>In response to 'specific question 2: Do you have any thoughts on the suitability of wind turbines in the Broads', based upon the findings of the Broads Landscape Sensitivity Study the Borough Council would agree with a preferred approach whereby suitable wind energy development areas are not identified within the Broads Local Plan. The Borough Council notes that 8 of the 9 landscape character areas within the Borough of Great Yarmouth would have moderate-high or high landscape sensitivity to the Broads from wind turbines of all sizes. The Great Yarmouth first Draft Local Plan has not therefore identified specific suitable areas for wind energy development, owing to the sensitive nature of such development on the Broads landscapes. On the basis of this evidence it is not therefore considered appropriate to identify suitable wind energy areas within the Broads Local Plan.</p>
Sarah Vergette	Broads Society	<p>The Society considers that the current approach of non-allocation of wind turbines should be maintained given the intrinsic value of the Broads specific landscape in relation to PODM19: Renewable and Low Carbon.</p>

5.3. An amended policy is at appendix 4.

5.4. It is recommended that Members endorse the amended renewable energy policy.

6. NOR1 – Utilities Site

- 6.1. Work is currently ongoing relating to the East Norwich Strategic Regeneration Area, led by Norwich City Council. This is looking into work completed to date and updating it. We will provide updates as and when there are any outputs.
- 6.2. We have worked with Norwich City Council and have updated the policy relating to the part of East Norwich area that is within the Broads – part of the Utilities Site. The amended policy is at Appendix 5.
- 6.3. It is recommended that Members endorse the amended Utilities Site policy.

7. Work expected and timeline update

- 7.1. Over the coming months we are expecting the Viability Assessment and Gypsy and Traveller Assessment. The Design Code/Guide is also being finalised.
- 7.2. As things stand, it is still envisaged that the final Local Plan will come to Planning Committee in November.

Author: Natalie Beal

Date of report: 16 August 2024

Appendix 1 – [Energy Performance in Local Plans Topic Paper](#)

Appendix 2 – [Local Plan Sequential Test](#)

Appendix 3 – [Development Boundaries Topic Paper](#)

Appendix 4 – [Amended renewable energy policy](#)

Appendix 5 – [Amended Policy NOR1 \(Utilities Site\)](#)

Energy Performance in Local Plans, Written Ministerial Statement and the Local Plan for the Broads

July 2024

Contents

1. Introduction.....	2
2. Written Ministerial Statement	2
3. Legal actions	3
4. Future Homes Standard	3
5. Planning and Energy Act 2008.....	4
6. Other Local Planning Authority Actions	4
7. Passivhaus Standards	7
8. Preferred Options policy and consultation	8
9. Discussion	8
10. Options	9
Appendix 1 - Draft Policy	10
Appendix 2 - Comments received on Preferred Options draft policy	14

1. Introduction

This paper explains the current situation in relation to what Local Plans can do when considering energy efficiency standards or policy requirements. It discusses various issues such as the Written Ministerial Statement, the Planning and Energy Act 2008, what other Local Planning Authorities do in their Local Plans as well as various other ways to make properties energy efficient. The proposed draft Local Plan policy relating to energy efficiency of dwellings is also included.

2. Written Ministerial Statement

On [13th December 2023 the Government issued a Written Ministerial Statement](#) (WMS)¹ relating to Local Plan Energy Efficiency requirements. This updated the previous [WMS dating from 2015](#). For the purposes of setting an Energy Efficiency requirement in the Broads Local Plan, the following paragraphs from the 2023 WMS are relevant.

¹ Government ministers can make written statements to Parliament as well as oral ones. Oral statements often address major incidents, policies and actions. Written ministerial statements are normally used to put the day-to-day business of government on the official record and in the public domain. Written ministerial statements are often used to provide or announce:

Detailed information and statistics from the government
The publication of reports by government agencies
Findings of reviews and inquiries and the government's response
Financial and statistical information
Procurement issues
Procedure and policy initiatives of government departments

The improvement in standards already in force, alongside the ones which are due in 2025, demonstrates the Government's commitment to ensuring new properties have a much lower impact on the environment in the future. In this context, the Government does not expect plan-makers to set local energy efficiency standards for buildings that go beyond current or planned buildings regulations. The proliferation of multiple, local standards by local authority area can add further costs to building new homes by adding complexity and undermining economies of scale. Any planning policies that propose local energy efficiency standards for buildings that go beyond current or planned buildings regulation should be rejected at examination if they do not have a well-reasoned and robustly costed rationale that ensures:

- That development remains viable, and the impact on housing supply and affordability is considered in accordance with the National Planning Policy Framework.
- The additional requirement is expressed as a percentage uplift of a dwelling's Target Emissions Rate (TER) calculated using a specified version of the Standard Assessment Procedure (SAP).

3. Legal actions

A Letter Before Action has been submitted by Rights Community Action into the WMS.

The application of the previous WMS (Published 25 March 2015²) has also been challenged via Judicial Review, in a challenge to the Planning Inspector Decision relating to the Salt Cross Garden Village Development Plan in West Oxfordshire.

The legal challenge was dismissed in July 2024.

4. Future Homes Standard

The Future Homes Standard (FHS)³ was out for consultation until the end of March 2024. This will set a minimum standard for new build dwellings. It is essentially a strengthening of the existing Building Regulations Part L approach, with houses expected to achieve a "Target Emissions Rate" that matches a notional building. The Emissions rate is based on the GHG emissions of heating a house.

The FHS also requires all houses to be "net-zero ready" – in practical terms this means that once the grid has fully decarbonised (currently planned for 2035), the house will have zero emissions. This implies Electric Heating, most likely through heat pumps. Hydrogen heating with Green Hydrogen would theoretically meet this requirement, although it seems unlikely that this technology will be used for new builds.

There is now a new Government and it is not clear if or when the Future Homes Standard will be put in place. That being said in a recent email from the Planning Advisory Service, the Ministry of Homes and Local Government do appear to be progressing the Future Homes Standard.

² [Written statements - Written questions, answers and statements - UK Parliament](#)

³ [The Future Homes and Buildings Standards: 2023 consultation - GOV.UK \(www.gov.uk\)](#)

5. Planning and Energy Act 2008

Under section 1 of the [Planning and Energy Act 2008](#), a local planning authority may include policies imposing reasonable requirements for;

(1) A local planning authority in England may in their development plan documents, a corporate joint committee may in their strategic development plan, and a local planning authority in Wales may in their local development plan, include policies imposing reasonable requirements for—

(a) a proportion of energy used in development in their area to be energy from renewable sources in the locality of the development;

b) a proportion of energy used in development in their area to be low carbon energy from sources in the locality of the development;

c) development in their area to comply with energy efficiency standards that exceed the energy requirements of building regulations.

This Act and these sections of the policy are still in place.

6. Other Local Planning Authority Actions

Essex County Council have cowritten a climate policy with the Planning Authorities in Essex, including the Unitary Authorities. This was published in November 2023 under the title "[Planning Policy Position for Net Zero Carbon Homes and Buildings in Greater Essex](#)". This is currently being implemented in two district local plans, and will eventually apply across all of Essex. The requirements under this policy are;

- **Space heating:** No more than 15/kWh/m² per year, with an exemption for Bungalows allowing 20 kWh/m² per year
- **Fuel:** No new building may be connected to the gas grid and fossil fuels must not be used on site to provide space heating, domestic hot water or cooking.
- **Energy use Intensity (EUI) limits:** Residential buildings must achieve an Energy use Intensity of no more than 35 kWh/m² per year
- Non residential buildings must achieve an Energy Use Intensity of
 - o Offices – 70 kWh/m² GIA/year
 - o Schools – 65 kWh/m² GIA/year
 - o Light Industrial – 35 kWh/m² GIA/year

[Greater Norwich Local Plan](#) – adopted 2024.

The Final Local Plan includes part 10 or policy 2 that says:

10. Protect water quality and ensure a low level of energy consumption. To achieve this development proposals should:

i. Take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption and the risk of overheating.

ii. Provide for the use of sustainable energy, local energy networks and battery storage where appropriate

The Inspector's Report said: . The deletion of part 10 of the policy is necessary as these matters are now addressed in the Building Regulations, which have subsequently set higher Greater Norwich Local Plan, Inspectors' Report February 2024 22 national minimum energy efficiency standards than are referred to in the policy. A further change to the Building Regulations is planned for 2025 which will mean that homes built to that standard will be net zero ready. A new part 10 of the policy is necessary to address energy consumption in terms of design, layout, and orientation and to provide for the use of sustainable energy, local energy networks, and battery storage where appropriate. The transfer of part iv into the explanatory text is also necessary as this section is for information only and is not intended to guide the determination of planning applications.

[King's Lynn and West Norfolk Local Plan](#) – at examination.

LP06: Until the Building Regulations change when new development is assumed to conform to the Future Homes Standard (Option 2, as will likely be implemented through a change to Part L of the Building Regulations) all new development will be required to follow the 'Merton Rule', whereby 10% of all energy will come from onsite renewable sources for new domestic development of 10 units or more, and new commercial developments over 1000m²; proposals which exceed these CO₂ reduction targets will be encouraged and supported; including developments over 100 dwellings providing a 20% reduction of CO₂ emissions (in accordance with LP18, 24).

[North Norfolk Local Plan](#) – at examination.

Policy CC 3

Sustainable Construction, Energy Efficiency & Carbon Reduction

New development is required to achieve a progressively higher standard of environmental sustainability.

1. New build residential development, including replacement dwellings, must achieve reductions in CO₂ emissions of a minimum 31% below the Target Emission Rate of the 2013 Edition National Building Regulation, (amended 2016) (Part L) unless superseded by national policy or legislation; This should be achieved through:
 - a. the implementation of the energy hierarchy; prioritising the use of design and energy efficient measures followed by the provision of appropriate renewable and low carbon energy technologies;

- b. incorporation of measures to maximise opportunities for solar gain through building orientation, natural ventilation, use of green roofs, natural shading, and other appropriate measures;
 - c. by 2035 all new dwellings and workplaces should be zero carbon ready.
2. All development proposals should be accompanied by a separate compliance statement setting out:
 - a. the approach taken to address **energy** efficiency within the design and technical specification of the proposed development;
 - b. comparative **energy** performance and carbon emission rates of the proposal in relation to the benchmarked Target Emissions Rate.
3. The above standards should be achieved as a minimum unless, it can be clearly demonstrated that this is either not technically feasible or viable.
4. Proposals for non-residential development above 250sqm floor space are required to achieve a minimum of BREEAM Very Good Standard or equivalent.

[Breckland Local Plan](#) – emerging.

HOU20: New homes will be required to adopt the Fabric Energy Efficiency Standard to measure energy efficiency and the requirements of Building Regulations including Parts F and L.

ENV01: Energy efficiency should be embedded in design both to minimise costs to users and to reduce their environmental impact. All developments should follow the energy hierarchy and design in energy efficiency features from onset.

[West Suffolk Local Plan](#) – at examination.

- SP1: Minimising energy consumption.
- LP1: Designs utilise the fabric first approach and achieve carbon standards primarily through energy efficient design and materials. This should specifically focus on how demands on heating and cooling have been considered in the design stage and reduced through orientation of the building, the location of windows, thermal mass and shading, and how orientation optimises opportunities for on-site photovoltaic or solar thermal heating. Designs should indicate how the balance between solar gain and solar shading is to be managed.

[Great Yarmouth Local Plan](#) – emerging.

This includes this draft policy:

Non-Strategic Policies

Policy CLC6 – Energy Efficiency for New Developments

Development proposals are encouraged to reduce energy and resource consumption compared to the minimum required under Part L of the Building Regulation and where they implement the following core principles:

- a) Designing buildings by prioritising fabric first, orientation and landscaping in order to minimise energy demand for heating, lighting and cooling with reference to CC2, CC8 and BF4 of the Design Code (Appendix 1). All proposals should consider opportunities to provide solar PV and energy storage.
 - b) New Major Non-Residential Developments – are encouraged to achieve BREEAM ‘Excellent’ or an equivalent or better methodology.
-

Supporting text

- 14.59. Great Yarmouth is highly vulnerable to the effects of climate change, principally through the risk of flooding and coastal erosion. The Borough will therefore particularly benefit from efforts to move towards net-zero carbon emissions.
- 14.60. Energy efficiency requirements are set through buildings regulations and the Government’s Future Homes and Buildings programmes intend to increase reductions in energy resource use in new buildings with the next increase in standards due in 2025. National planning policy restricts the introduction of additional local energy efficiency standards which go above and beyond building regulations. However, it is possible to give weight to proposals which do, given the need to tackle climate change.
- 14.61. This policy has been developed with an energy hierarchy which seeks to, in order of preference:
- Reduce energy demand.
 - Increase energy efficiency.
 - Utilise renewable resources.
 - Utilise low carbon resources.
 - Utilise conventional sources of energy
- 14.62. The policy seeks to encourage developers to reduce the carbon emissions associated with new buildings through implementing the energy hierarchy in building design. This means improving fabric standards, energy efficiency and minimising space heating requirements, before installing renewable energy and then offsetting residual energy if required. The policy is an encouragement policy in that development will not be refused if does not incorporate the desires of the policy, however, weight will be given in favour of proposals which do go beyond the building regulations in line with the policy.

7. Passivhaus Standards

The Passivhaus standard is a global standard aimed at producing energy efficient homes. The aim is for all or nearly all heating and cooling demand of the house to be met by passively – reducing or eliminating the need for heating and cooling through use of insulation and carefully designed ventilation. Examples of significant Passivhaus developments in Norfolk include the Goldsmith Street estate and Rayne Park estate in Norwich.

In the UK, guidance is provided by the [Passivhaus Trust](#).

The core requirements for a dwelling to be classed as a Passivhaus dwelling are:

- Space heating demand no more than 15 kWh/m²/a. For an average UK house with 110m² of floorspace, this would be 1,650 kWh. This is compared to a typical extant UK house usage of over 10,000 kWh of heating energy a year.
- Space cooling demand of no more than 15 kWh/m²/a. In a warming climate with increased risk of heatwaves, this may become a significant part of energy use for households.
- Primary Energy Demand of less than 60 kWh/m²/a. This includes all the energy uses of the house, including water heating, kitchen appliances, and other uses in the property.

8. Preferred Options policy and consultation

The Preferred Options version of the Local Plan that was consulted on, includes a policy relating to energy and this can be found at [Appendix 1](#) (although there are some amendments included and marked up). The comments received on that policy are included at [Appendix 2](#).

It should

9. Discussion

The FHS will not maximise possible energy efficiency savings for houses. Building houses with higher energy demand will slow the decarbonisation of the grid, which can be achieved more quickly if there is less demand in the first place.

The Target Emissions Rate is the CO₂ emissions of a property arising from its use. This has been criticised on the basis that an electrically heated house with Solar Panels installed will nominally have a low emissions rate, however it can still leave an occupier with high energy bills if the overall insulation and design is poor. This has led to a preference for a “Fabric First” approach to reducing emissions, and local authorities to specify Energy use levels in terms of kilowatt-hours per year per area. (kWh/y/m²).

As primary legislation, the Planning and Energy Act takes precedence over Written Ministerial Statements.

The Written Ministerial Statements have offered guidance to Planning Inspectors on what a “reasonable requirement” is. However, it is not clear that the requirement to use a Target Emissions Rate rather than an energy efficiency metric can be imposed on a Planning Authority.

There is now a new Government in place and it is not clear what will happen to the Future Homes Standard as well as the Written Ministerial Statements.

This creates two areas of uncertainty for the setting of local plans.

In Summary these are:

1. The Future Homes Standard was only recently out for consultation and now there is a new Government, so in setting a local plan it is not clear what standards may apply post 2025.
2. The Target Emissions Rate is not considered a good indicator for home energy efficiency, and it is not clear that Local Plans can be forced to use it as it doesn't fit with the power Planning Authorities have under section 1 of the Planning and Energy Act 2008.

Whilst there may be debate about what the Written Ministerial Statement actually means as well as its strength when compared to primary legislation, the Written Ministerial Statement, when what it actually says is considered, says that local energy efficiency standards that go beyond current of planner building regulations can be set if they are well-reasoned and robustly costed and the standard ensures development remains viable. These are the tests that any policy in a Local Plan need to pass anyway. The main issue however is where the Written Ministerial Statement says *'the additional requirement is expressed as a percentage uplift of a dwelling's Target Emissions Rate (TER) calculated using a specified version of the Standard Assessment Procedure (SAP)'*. The Target Emissions Rate is not considered a good indicator for home energy efficiency, and it is not clear that Local Plans can be forced to use it as it doesn't fit with the power Planning Authorities have under section 1 of the Planning and Energy Act 2008.

10. Options

This has been debated at the High Court and dismissed. The timeline to submit the Local Plan for examination under the current planning system is by June 2025 and is a tight timescale. It is not clear what the new Government plan to do.

There are these three options, with number three being the tightest measure:

1. Have a policy that encourages, but does not require, Passivhaus building – this is what the policy in the Preferred Options currently says.
2. Adopt a policy similar to the Essex Net Zero Carbon Homes Policy
3. Require Passivhaus building

It is recommended that option 1 is taken forward. This is what the current draft policy says. We will keep informed of any progress on the Future Homes Standard, any other other standard set out by Government (and this could be in the revised NPPF) and we will also keep informed of any changes to the legal challenge to the WMS. During the Examination into the Local Plan, we will discuss the best way forward regarding energy efficiency with the Planning Inspector.

Appendix 1 - Draft Policy

1 **Policy PODM18: Energy demand and performance of new buildings (including extensions)**

2 1. The expected energy use of buildings must be as low as possible; ~~the building regulation~~
3 ~~standards are the minimum.~~

4 2. Energy efficiency will be embedded in design both to minimise costs to users and to
5 reduce their environmental impact.

6 3. All developments will follow the energy hierarchy (see point 5) and design in energy
7 efficiency features from onset.

8 4. Applicants will be required to demonstrate what measures they have taken to achieve
9 ~~more~~ energy efficiency (see part 10 of this policy).

10 **Reducing energy requirements of new build**

11 5. Developments are required to meet or reduce at least 10% of their predicted energy
12 requirements, using the following hierarchy:

- 13 a) Reduce the overall energy demand in the first place. Development is required to take a
14 'fabric first' approach and reduce overall energy demand through its design, materials,
15 layout and orientation.
16 b) Energy efficient and conservation measures. Proposals are then also required to
17 maximise the use of energy efficiency and energy conservation measures; and
18 c) Decentralised and renewable or low-carbon sources for any residual amount.

19 6. Buildings designed to Passivhaus standard (or equivalent) would generally be
20 encouraged, subject to other relevant policies of the Plan.

21 **Reducing Energy Consumption in Existing Buildings**

22 7. For all development proposals which involve the change of use or redevelopment of a
23 building, or an extension to an existing building, the applicant is encouraged to consider
24 all opportunities to improve the energy efficiency of that building including the original
25 building, if it is being extended.
26

27 8. Where the building pre-dates 1919⁴, methods of improving energy efficiency should be
28 carefully considered so that they are not detrimental to the fabric of the building.

29 **Heritage Assets**

30 9. Planning permission and, where relevant, listed building consent, will be granted for
31 works required to improve the energy performance of designated and non-designated

⁴ [Retrofit and Energy Efficiency in Historic Buildings | Historic England](#)

32 heritage assets where it complies with other relevant policies and can be clearly
33 demonstrated that this is compatible with all of the following:

- 34 a) The heritage asset's character and appearance;
- 35 b) The heritage asset's special architectural or historic interest;
- 36 c) The long-term conservation of the built fabric; and
- 37 d) The wider setting of the heritage asset.

38 **Energy Statement**

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

42 **Reasoned Justification**

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

49 The policy approach seeks development that is designed to reduce energy demand in the
50 first place, then to use energy efficiency improvements, and finally to use renewable energy
51 technologies where appropriate.

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

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

59 **Future Homes Standard**

60 [The Conservative](#) Government ~~is~~ [was](#) committed to improving the energy efficiency of new
61 homes through the Building Regulations system through the Future Homes Standard (FHS).
62 The introduction of the FHS will ensure that an average home will produce at least 75%
63 lower CO2 emissions than one built to recent/current energy efficiency requirements.
64 Homes built under the FHS will be 'zero carbon ready', which means that in the longer term,
65 no further retrofit work for energy efficiency will be necessary to enable them to become
66 zero-carbon homes as the electricity grid continues to decarbonise. However, the FHS is
67 only proposed to take effect from 2025 and there is no legal guarantee of even that date

68 being met, [especially given that there is now a new Government in place](#). There has been an
69 uplift in Building Regulations as a step towards FHS having taken place in 2022 which
70 changes Part L of the Building Regulations to reduce carbon emissions by 31% for new
71 homes through a set of reformed insulation and air tightness requirements.

72 **Design principles**

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

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

86 **Passivhaus**

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

91 **Retrofit**

92 The UK’s Committee on Climate Change has identified retrofitting existing homes as one of
93 five priorities for government action (CCC, 2019). The policy encourages applicants to
94 improve the energy efficiency of the existing building if appropriate to do so.

95 **Heritage assets**

96 Historic England (Heritage Counts) research shows that sympathetic refurbishment and
97 retrofit can reduce the carbon emissions of historic buildings by over 60% by 2050. The
98 Heritage Counts research also demonstrates that the speed at which carbon is reduced in
99 buildings has a greater impact than the scale of retrofit showing that the sooner actions are
100 taken, the more effectively we can address carbon in buildings.

101 The retrofit of historic buildings to enhance their energy efficiency would be welcomed
102 subject to it meeting the tests. The Authority will assess the impact of the adaptations,
103 taking regard of the significance of the historic asset and the character, historic interest,

104 setting and integrity of the elements of the asset likely to be affected⁵. The ‘whole-house
105 approach⁶’ is encouraged for use in historic buildings and it is likely that the measures taken
106 in a listed building will need to be bespoke, taking into account the construction and special
107 characteristics of the building.

108 **Guidance**

109 Further guidance on designing new development to minimise energy consumption is
110 provided in the Broads Authority’s Sustainability Guide⁷.

111 The Broads Authority may want to consider the Net Zero Carbon Toolkit when looking at the
112 design of new homes and the retrofitting of existing homes: [www.greensuffolk.org/net-
113 zero-carbon-toolkit-housing/](http://www.greensuffolk.org/net-zero-carbon-toolkit-housing/).

⁵ Historic England guidance Energy Efficiency and Historic Buildings – Application of Part L of the Building Regulations to historically and traditionally constructed buildings <https://historicengland.org.uk/images-books/publications/energy-efficiency-historic-buildings-ptl/> may be helpful in understanding these special considerations. And Energy Efficiency and Historic Buildings | Historic England may be of relevance.

⁶ Guidance can be found here: [STBA Whole House Approach – STBA \(stbauk.org\)](http://STBA Whole House Approach – STBA (stbauk.org))

⁷ [Sustainability Guide \(broads-authority.gov.uk\)](http://Sustainability Guide (broads-authority.gov.uk))

Appendix 2 - Comments received on Preferred Options draft policy

Name	Organisation	Comment
Ian Robson	RSPB	4. As written this suggests that so long as the applicant ‘considers’ opportunities to improve energy efficiency that is all they need to do. Is this correct, is there no requirement to implement?
Helen Binns	Walsingham Planning on behalf of Greene King	PODM18 ‘Energy Demand and Performance of new buildings’ – requires the expected energy use of buildings to be as low as possible with Building Regulations being the minimum standard. Applicants for change of use of a building will be required to improve energy efficiency.
Andrew Marsh	Historic England	We welcome reference to heritage assets within this policy and the need for developments to comply with points 6a – d as well as other relevant legislation.
Dr Sarah Eglinton	Norfolk Wildlife Trust	We support general intention of this policy to reduce the energy demand of buildings, in line with the weight afforded to the measures in the updated NPPF (Paragraph 164): In determining planning applications, local planning authorities should give significant weight to the need to support energy efficiency and low carbon heating improvements to existing buildings, both domestic and non-domestic (including through installation of heat pumps and solar panels where these do not already benefit from permitted development rights).
Dr Sarah Eglinton	Norfolk Wildlife Trust	However, given the scale of the climate crisis we recommend that the policy should be more ambitious and require new developments to follow an approach to achieving net zero emissions by 2035 based on the principle of setting ambitious fabric efficiency standards and then providing all heat and power renewably, on- or off-site. An example of this can be seen in the approach taken by Cornwall Council, who are using a policy approach that requires proposals to demonstrate how they will achieve net zero through energy efficiency and use of sustainable energy throughout their lifecycle (see Policy SEC1 – Sustainable Energy and Construction).
Dr Sarah Eglinton	Norfolk Wildlife Trust	We are guided in our response by the best practice document ‘The Climate Crisis: A Guide for Local Authorities on Planning for Climate Change’, which gives encouraging examples from other local authority plans on positive policies already adopted which will ensure local plans make clear and measurable contributions to national progress towards net zero.

Name	Organisation	Comment
Dr Sarah Eglinton	Norfolk Wildlife Trust	For all development proposals which involve the change of use or redevelopment of a building, or an extension to an existing building, the applicant is encouraged to must consider all opportunities to improve the energy efficiency of that building including the original building, if it is being extended.
Dr Sarah Eglinton	Norfolk Wildlife Trust	As minor point, we recommend amending the title of this policy to remove the word 'new', as it is only in fact clauses 2 and 3 that deal with new buildings.
Tessa Saunders	Anglian Water	Improved water efficiency measures can reduce the operational energy demand of buildings. Of all the CO2 emissions in the UK, 6% are from water use, and a massive 89% of this comes from heating water in homes - meaning 5.3% of UK emissions is from domestic water heating. The remainder (0.67%) from pumping and treating water as part of the supply and sewerage network. Improved water efficiency measures (fixtures and fittings such as water efficient showers and taps and white goods appliances) are therefore important in helping to reduce overall operational carbon in new homes.
Dickon Povey	East Suffolk Council	The Written Ministerial Statement of 13 December 2023 requires energy efficiency standards to be an uplift of dwelling target emission (TER). Bullet point 2 of the proposed policy uses the term "predicted energy requirements". Perhaps TER should be specified in accordance with the WMS.
Dickon Povey	East Suffolk Council	I understand the FHS CO2 emissions will be 75% less than the 2013 Part L Building Regulations not the current/latest energy efficiency requirements (which are the 2023 Part L Building Regulations). The uplift in Building Regulations that took place in 2022 was relative to the 2013 Part L Building Regulations.

Local Plan Sequential Test

July 2024

June 2024

Broads Authority
Yare House
62-64 Thorpe Road
Norwich NR1 1RY

Contents

1. Introduction.....	2
2. What is the ‘Sequential Approach’?.....	2
3. What is the ‘Exception Test’	3
4. What the NPPG says.....	4
5. Residential Moorings.....	6
6. Water Compatible Uses.....	7
7. All sources of flooding	8
8. Policies in the Local Plan for the Broads	8
9. Sequential Test of all Site-Specific Policies.....	9
Appendix 1: Comments received as part of technical consultation.....	33

1. Introduction

Much of the Broads is affected by flood risk. The Local Plan for the Broads allocates sites for certain development as well as includes policies that guide how a site can develop and change. The NPPF (para 167) says that when preparing a Local Plan, a Sequential Test needs to be produced where flood risk is a consideration.

This Sequential Test has been produced to address the requirements of the NPPG: [Flood risk and coastal change - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/612222/flood_risk_and_coastal_change_-_gov_uk.pdf). The Sequential Test is also a planning policy requirement of the National Planning Policy Framework (NPPF) as set out in paragraphs 167 and 168. The Environment Agency and Norfolk and Suffolk Lead Local Flood Risk Authorities were consulted, and their comments are included at [Appendix 1](#).

2. What is the ‘Sequential Approach’?

The NPPF says:

167. All plans should apply a sequential, risk-based approach to the location of development – taking into account all sources of flood risk and the current and future impacts of climate change – so as to avoid, where possible, flood risk to people and property. They should do this, and manage any residual risk, by:

- a) applying the sequential test and then, if necessary, the exception test as set out below;
- b) safeguarding land from development that is required, or likely to be required, for current or future flood management;

c) using opportunities provided by new development and improvements in green and other infrastructure to reduce the causes and impacts of flooding, (making as much use as possible of natural flood management techniques as part of an integrated approach to flood risk management); and

d) 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 relocate development, including housing, to more sustainable locations

The NPPG says (para 023):

The approach 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. This means avoiding, so far as possible, development in current and future medium and high flood risk areas considering all sources of flooding including areas at risk of surface water flooding. Avoiding flood risk through the sequential test is the most effective way of addressing flood risk because it places the least reliance on measures like flood defences, flood warnings and property level resilience features. Even where a flood risk assessment shows the development can be made safe throughout its lifetime without increasing risk elsewhere, the sequential test still needs to be satisfied. Application of the sequential approach in the plan-making and decision-making process will help to ensure that development is steered to the lowest risk areas, where it is compatible with sustainable development objectives to do so, and developers do not waste resources promoting proposals which would fail to satisfy the test. Other forms of flooding need to be treated consistently with river and tidal flooding in mapping probability and assessing vulnerability, so that the sequential approach can be applied across all areas of flood risk.

3. What is the 'Exception Test'

The NPPG says (para 031):

The Exception Test requires two additional elements to be satisfied (as set out in paragraph 164 of the National Planning Policy Framework) before allowing development to be allocated or permitted in situations where suitable sites at lower risk of flooding are not available following application of the sequential test.

It should be demonstrated that:

- development that has to be in a flood risk area will provide wider [sustainability benefits to the community that outweigh flood risk](#); and
- 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 Exception Test is not a tool to justify development in flood risk areas when the Sequential Test has already shown that there are reasonably available, lower risk sites, appropriate for the proposed development. It would only be appropriate to move onto the Exception Test in these cases where, accounting for wider sustainable development

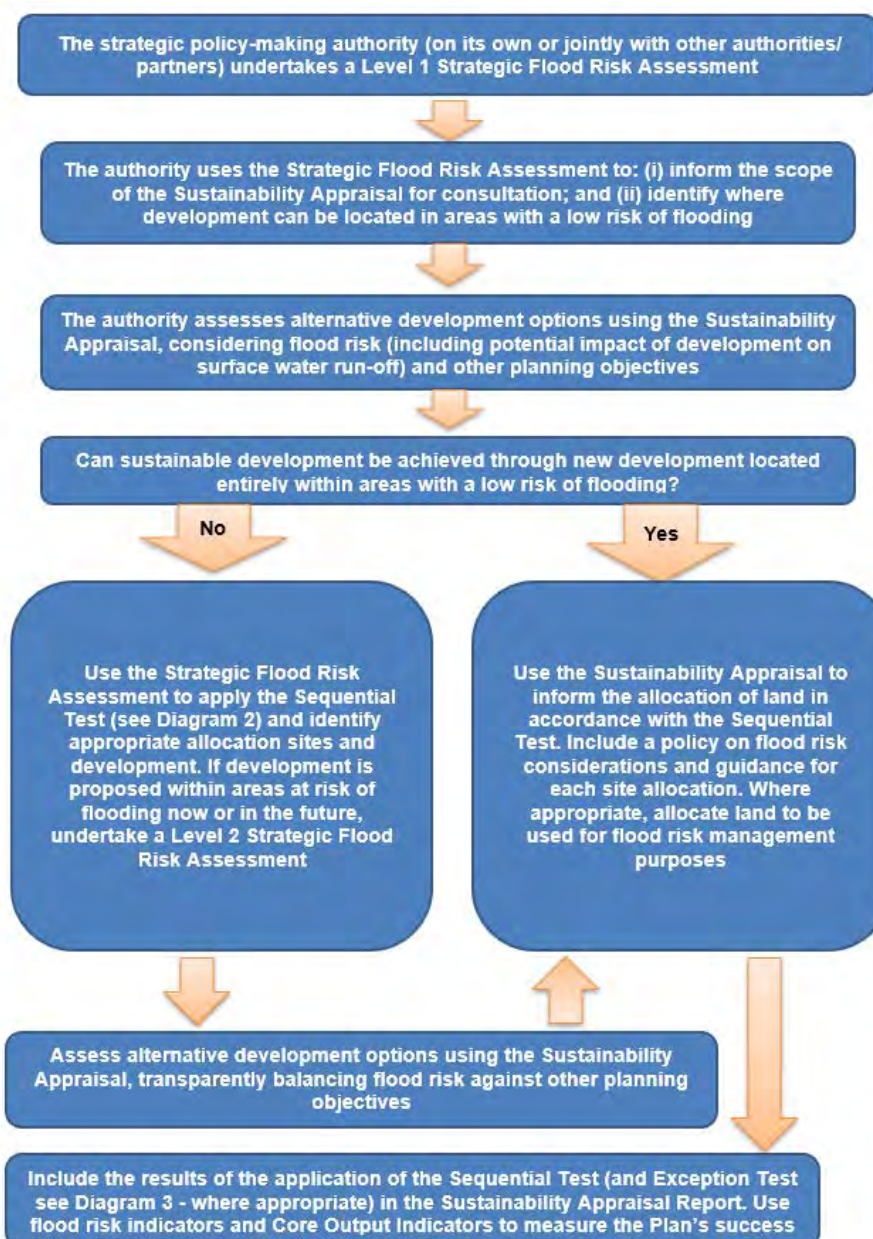
objectives, application of relevant local and national policies would provide a clear reason for refusing development in any alternative locations identified. Table 2 sets out the circumstances when the Exception Test will be required.

4. What the NPPG says

The NPPG says the following:

What process is used in plan or decision-making where flood risk is a consideration?

Where an assessment shows that flood risk is a consideration for a plan or development proposal, the process is set out below (Diagram 1):



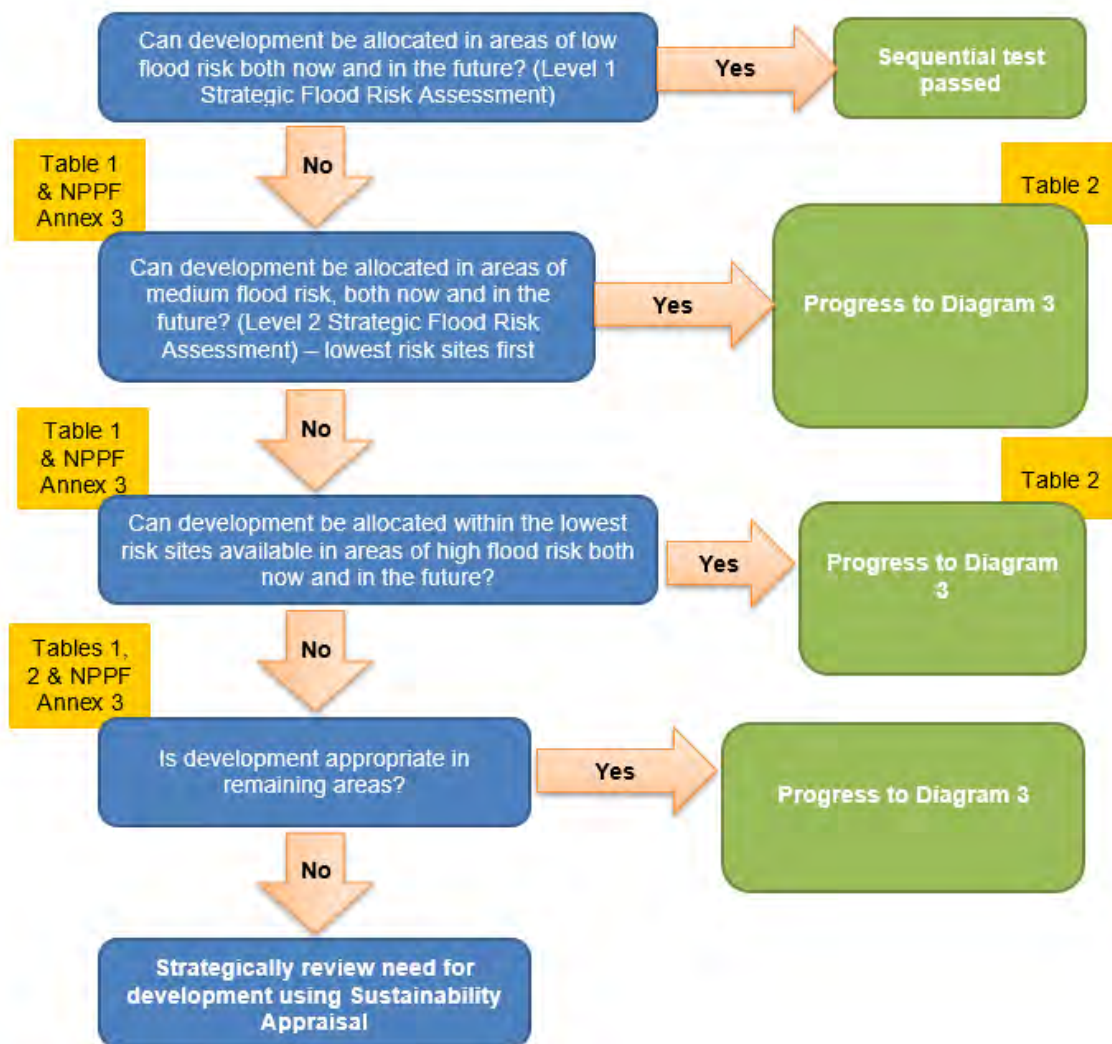
Para 025: How can the Sequential Test be applied in the preparation of strategic policies?

This is illustrated in diagram 2. The Sequential Test needs to be applied to the whole local planning authority area to increase the possibilities of accommodating development, which is not exposed to flood risk, both now and in the future.

Where possible, local planning authorities can jointly review development options over a wider area (e.g. a river catchment) where this could potentially broaden the scope for opportunities to reduce flood risk and put the most vulnerable development in lower risk areas, considering flood risk both now and in the future.

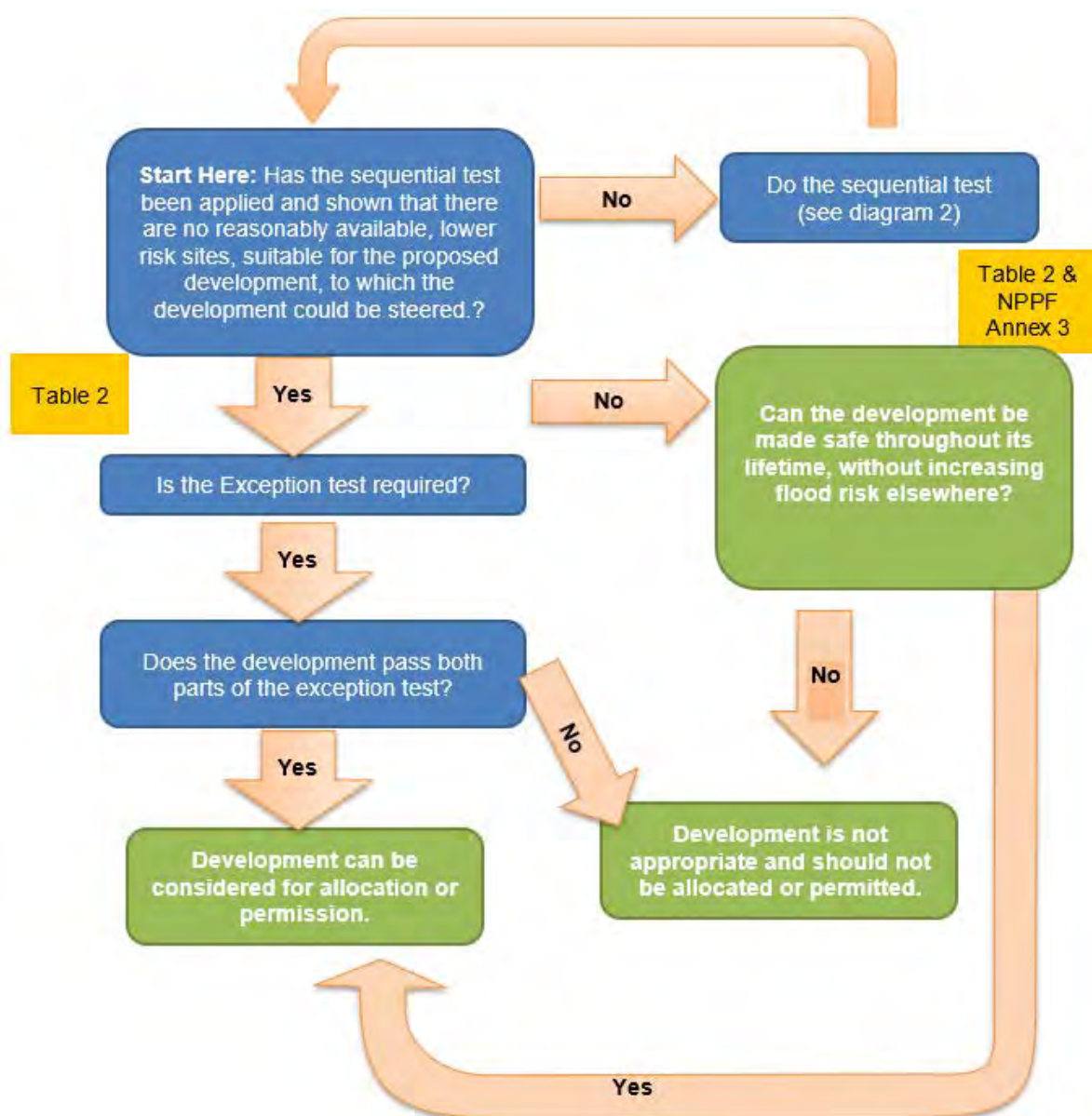
Plan policies designed to exempt specific types of planning applications, such as windfall sites, from the sequential test may be considered, where such policies can restrict the exemption to specific sites that have been subject to, and satisfy, the sequential test at the plan-making stage.

Diagram 2: Application of the Sequential Test for plan preparation



And in terms of the Exception Test, the NPPF says:

Diagram 3: Application of the Exception Test to plan preparation



5. Residential Moorings

The aim of the sequential approach/test is set out in the NPPG which says: ‘The approach 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. This means avoiding, so far as possible, development in current and future medium and high flood risk areas considering all sources of flooding including areas at risk of surface water flooding’. Residential moorings and the boat that will subsequently be lived on are in flood zone 3b by their very nature. The [Housing and Planning Act 2016](#) at Section 124 requires Local Planning Authorities to identify and meet the need of those who live on a boat. So, we are required by law to meet the need of those living on boats on inland waterways. It is therefore not clear how the allocation of

residential moorings, whereby the boat to be lived on and the mooring itself are in 3b, can have the sequential test applied as if you are living on a boat that is on water then you can't be located in areas of lower risk of flooding. This is why we have flood risk related text in the supporting text of the detailed residential moorings policy.

The NPPG says at paragraph 31: *The Exception Test requires two additional elements to be satisfied (as set out in paragraph 164 of the National Planning Policy Framework) before allowing development to be allocated or permitted in situations where suitable sites at lower risk of flooding are not available following application of the sequential test.*

The two tests of the Exception Test are:

(a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and

(b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall

In terms of (a): The [Housing and Planning Act 2016](#) at Section 124 requires Local Planning Authorities to identify and meet the need of those who live on a boat. Living on a boat provides a form of housing, benefitting the community in terms of contributing to meeting housing need.

In terms of (b): We have numerous allocations for residential moorings, and these also need to address the generic residential moorings policy requirements. By the very nature of living on a boat, one is within the body of water which is flood zone 3b. Therefore, this is residential use within flood zone 3b. As such, we say in supporting text to the generic residential moorings policy that a site-specific flood risk assessment and flood response plan is required as well as monitoring of how the boat is moored and tethered to the bank. We also say that schemes will need to pass the Exception Test.

6. Water Compatible Uses

Although the Exception Test is not required for water-compatible uses, it is worth highlighting that these should still be designed and constructed to:

- remain operational and safe for users in times of flood;
- result in no net loss of floodplain storage;
- not impede water flows and not increase flood risk elsewhere.

This is set out in paragraph 079 of the NPPG.

This applies to relevant uses, classed as water compatible, at these sites: BRU1, BRU2, BRU3, BRU4, BRU5, POBRU6, CHE1, DIL 1, DIT1, DIT2, GIL1, HOR3, HOR4, HOR5, HOR6, HOR7, HOV1, LOD1, NOR2, ORM1 ("depending on precise operation"), OUL1, PHRB3, SOL1, SOM1, STA1, TSA1, TSA2 (unless more vulnerable development is proposed), TSA3, TSA4, TSA5, WHI1 (aside for café and car park), SSTRI, SSUT, SSTRACKS, SSSTAITHEs, SSCOAST,

SSLGS, DM9. It should be noted that some uses of these areas may have different vulnerability classes.

7. All sources of flooding

The Sequential Test looks at:

- Fluvial and Tidal – using the 2017 SFRA flood risk zones.
- Considers climate change - using the 2017 SFRA flood risk zones. The SFRA may not show flood risk climate change allowances in some areas, but the NPPF and NPPG requirements will need to be followed in terms of climate change allowances: [Flood risk assessments: climate change allowances - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/612222/flood-risk-assessments-climate-change-allowances-2019.pdf)
- Reservoir flooding – using Reservoir Flooding layer on GIS. Note that the EA have said that it would be sensible to add it as a constraint in the Local Plan and to mention this in the Sequential Test and that the reservoir flood extents seem to all be encompassed by the fluvial/tidal flood zones (FZ2/3) so adding reservoir flooding as a constraint is unlikely to have any significant impact on the assessment of the sequential test but it should be stated that it has been considered (as have all forms of flooding).
- Surface water flooding - using the 2017 SFRA flood risk zones.
- Groundwater flooding - using the 2017 SFRA flood risk zones.

Please note that the constraints and features section of each relevant policy in the Local Plan reflects the flood risk experienced at the sites as per the following table.

8. Policies in the Local Plan for the Broads

It is important to note that not all the site-specific policies allocate an area of land for certain uses. Most policies set criteria to guide what could happen in areas – so not all policies are allocation policies. Those that are allocation policies have the policy title cell coloured blue.

It should be noted that this Sequential Test assess the policies of the Local Plan. This Sequential Test does not assess particular schemes that an applicant puts forward. As such, a Sequential Test of proposals may be required and so too may an Exception Test depending on the scheme proposal that an applicant puts forward.

9. Sequential Test of all Site-Specific Policies.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
PUBACL1: Acle Cemetery extension	Cemetery extension	1	SFRA does not show climate change allowance in this area.	Mapping does not show the site is affected by reservoir flooding.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Not specifically covered. EA suggest these should be considered more vulnerable due to the water pollution risk.	Exception Test not required.	N/A	Passes sequential test. It is important to note that all proposals for burial grounds need to address Environment Agency requirements relating to groundwater and water pollution risk.
PUBACL2: Acle Playing Field extension.	Playing field extension.	1	SFRA does not show climate change allowance in this area.	Mapping does not show the site is affected by reservoir flooding.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Water-Compatible Development	Exception Test not required.	N/A	Passes sequential test
PUBBRU1: Riverside chalets and mooring plots	Riverside chalets and moorings plots	EA flood zone 3. SFRA indicative flood zone 3b.	SFRA does not show climate change allowance in this area.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Chalets - More vulnerable Mooring plots - presume similar to amenity open space so water compatible development	Chalets – policy only allows extensions and replacements, not new. Exception Test not required subject to details of any application. Mooring plots - Exception Test not required.	On a site, there may be areas that have lower probability of flooding, so potentially, 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 specific issue to be dealt with through planning application process. Mooring plots – passes the sequential test. These should still be designed and constructed to:

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
										<ul style="list-style-type: none"> remain operational and safe for users in times of flood; result in no net loss of floodplain storage; not impede water flows and not increase flood risk elsewhere.
PUBBRU2: Riverside Estate Boatyards, etc., including land adjacent to railway line	Riverside estate boatyards etc	EA flood zone 3. SFRA indicative flood zone 3b.	SFRA does not show climate change allowance in this area.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Parts of site are affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Presume same as marina/ship building so water compatible development	Exception Test not required.	N/A	Passes sequential test
PUBBRU3: Brundall Mooring Plots	Brundall mooring plots	EA flood zone 3. SFRA indicative flood zone 3b.	SFRA does not show climate change allowance in this area.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Presume similar to amenity open space so water compatible development.	Exception Test not required.	N/A	Passes sequential test
PUBBRU4: Brundall Marina	Brundall Marina	EA flood zone 3. SFRA indicative flood zone 3b.	SFRA does not show climate change allowance in this area.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Water-Compatible Development	Exception Test not required.	N/A	Passes sequential test
PUBBRU5: Land east of the Yare Public House	Land east of White Heron Public House – amenity open space	2 (part of)	SFRA does not show climate change allowance in this area.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Parts of site are affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Water-Compatible Development	Exception Test not required.	N/A	Passes sequential test
PUBBRU6: Brundall Gardens	Residential moorings.	3b	SFRA does not show climate change	Affected on a wet day if Heigham Large Deposit	Mapping does not show the	Area susceptible to groundwater	These are considered as effectively	The marina assessment indicates that Exception Test	No as it is people living on boats	The EA's interpretation passes the sequential test. Looking at the

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
			allowance in this area.	Reservoir floods according to mapping.	site affected by surface water.	flooding – less than 25%	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.	not required, and the residential element indicates that Exception Test required.	which then are on water.	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 generic residential moorings policy emphasises the issue of mooring technique and also the need for Flood Response Plans.
PUBCAN1: Cantley Sugar Factory	Sugar beet works.	Some 1, 2, EA3 and Indicative 3b.	SFRA does not show climate change allowance in this area.	Mapping shows a very small part could be affected on a dry day if North Lake Cantley floods.	Parts of site are affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Less vulnerable	Exception Test not required. Development should not be permitted if within FZ3b, as set out in Table 2, paragraph 079 of the NPPG.	N/A	Passes sequential test. Development should be sequentially located within the site, based on the site-specific flood risk assessment.
PUBCHE1: Greenway Marine residential moorings	Residential moorings.	3b	SFRA does not show climate change allowance in this area.	Affected on a wet day if Reeder's Reservoir floods according to mapping.	Parts of site are affected by surface water.	Area susceptible to groundwater flooding – less than 25%	These are considered 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 Exception Test not required, and the residential element indicates that Exception Test required.	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 generic residential moorings policy emphasises the issue of mooring technique and also the need for Flood Response Plans.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
PUBDIL 1: Dilham Marina (Tyler's Cut Moorings)	Tyler's Cut Moorings.	Mostly 1, part in 2 and part in indicative 3b	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Parts of site are affected by surface water.	Area susceptible to groundwater flooding – 50% - 75%	Presume similar to amenity open space so water compatible development.	Exception Test not required.	N/A	Passes sequential test
PUBDIT1: Maltings Meadow Sports Ground, Ditchingham	Sport and recreation. Main building (including a drinking establishment).	Main building and approximately half the area in flood zone 1. Most of area in flood zone 2. Part in indicative 3b.	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – more than 25% and more than 75%	Drinking establishment is more vulnerable. Car parks is less vulnerable. Outdoor sport and recreation and essential facilities is water compatible.	Drinking establishment – Exception Test required. Car park Exception Test not required. Outdoor sport Exception Test not required.	On site, yes if needed. All built development would be outside the flood zones – adopting a sequential approach to development on site. More vulnerable uses not appropriate in 3b for example.	Passes sequential test generally. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application. If the site were to be redeveloped in its entirety, the whole site would need to be considered as the most vulnerable use of all the component parts (more vulnerable), as set out in paragraph 079 of the NPPG). Individual elements brought forward separately can be classified under the most relevant vulnerability.
PUBDIT2: Ditchingham Maltings Open Space, Habitat Area and Alma Beck	Open space, Beck and habitat area	2, 3a and 3b	SFRA does not show climate change allowance in this area	Mapping shows eastern extent of the open space affected if Ditchingham Lake floods on a wet day.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – more than 25% and more than 75%	Amenity open space.	Exception Test not required.	N/A	Passes sequential test

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
PUBFLE1: Broadland Sports Club	Sport and recreation. Main building (including a drinking establishment).	Part 1, 2 and indicative 3b	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Mapping does not show the site affected by surface water.	Mapping does not show area susceptible to groundwater flooding.	Drinking establishment is more vulnerable. Car parks is less vulnerable. Outdoor sport and recreation and essential facilities is water compatible. Indoor sport is less vulnerable.	Drinking establishment – Exception Test required if in 3a. Car park Exception Test not required if in 1, 2, 3a. Outdoor sport Exception Test not required. Indoor sport Exception Test not required if in 1, 2, 3a.	On site, yes if needed. All built development would adopt a sequential approach to development on site. More vulnerable uses not appropriate in 3b for example. all built development will be located in Flood Zone 1, adopting a sequential approach to development on site	Passes sequential test generally. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application. If the site were to be redeveloped in its entirety, the whole site would need to be considered as the most vulnerable use of all the component parts (more vulnerable), as set out in paragraph 079 of the NPPG). Individual elements brought forward separately can be classified under the most relevant vulnerability.
PUBGIL1 Gillingham residential moorings (H. E. Hipperson's Boatyard)	Residential moorings.	3b	SFRA does not show climate change allowance in this area	Mapping shows site affected if Ditchingham Lake floods on a wet day.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – less than 25%	These are considered 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 Exception Test not required, and the residential element indicates that Exception Test required.	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 generic residential moorings policy emphasises the issue of mooring technique and also the need for Flood Response Plans.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
PUBGTY1: Marina Quays (Port of Yarmouth Marina)	Regeneration of brownfield site which is compatible with flood risk.	The Flood Map for Planning and the 2017 SFRA show this site to be FZ3, with the SFRA also showing an area of partial indicative FZ3b.	Site affected by Tidal climate change: 0.5% APE and 0.1% AEP.	Mapping does not show the site is affected by reservoir flooding.	Very small area of the southern part of the site affected by surface water.	Mapping does not show area susceptible to groundwater flooding.	No specific land use is prescribed – policy says proposals need to be compatible with flood risk to the site.	Exception Test may be required or may not be required, depending on the proposal and where it is located.	On site, potentially, yes, depending on site specific flood risk assessments.	It is difficult to apply the Sequential Test at this stage if the end use is not known and the nature of the risk affecting the site is unclear. A site-specific flood risk assessment likely required to ascertain flood risk on site. This site has been identified for development as it was an area that was run down on the urban/rural fringe on the way into Great Yarmouth. A sequential test will need to be applied at the application stage as the final land use is not specified in the policy.
PUBHOR1: Horning Car Parking	Car parking	1	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Small part of site affected by surface water flooding.	Area susceptible to groundwater flooding – less than 25%	Less vulnerable.	Exception Test not required.	N/A.	Passes sequential test
PUBHOR2: Horning Open Space (public and private)	Open space	1, 2 and part modelled 3b. EA3 on some.	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Small part of site affected by surface water flooding.	Area susceptible to groundwater flooding – less than 25%	Water compatible.	Development is appropriate	N/A.	Passes sequential test
PUBHOR3: Waterside plots	Waterside plots including some	Mostly modelled 3b, some 2.	SFRA does not show climate change	Mapping does not show the site is	Very small part of site affected	Area susceptible to groundwater	Chalets (including gardens ¹) -	Chalets – policy only allows extensions and replacements, not	On a site, there may be areas that have lower	Passes sequential test. Policy includes dwellings, but only

¹ Note that the EA usually consider residential gardens to also be ‘more vulnerable’ due to permitted development rights.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
	buildings. General upkeep.		allowance in this area	affected by reservoir flooding.	by surface water flooding.	flooding – less than 25%	More vulnerable Mooring plots and gardens - presume similar to amenity open space so water compatible development	new. Exception Test not required subject to details of any application. Mooring plots - Exception Test not required.	probability of flooding, so potentially, yes.	relates to upkeep rather than new. Indeed, due to Water Recycling Centre Constraints, net new dwellings not able to come forward in Horning. Also, the policy itself states the requirement for consistency with policies on flood risk.
PUBHOR4: Horning Sailing Club	Sailing club buildings.	SFRA – part 2, mostly modelled 3b. EA, all 3.	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Some of site affected by surface water flooding.	Area susceptible to groundwater flooding – less than 25%	Water compatible.	Exception Test not required.	On a site, there may be areas that have lower probability of flooding, so potentially, yes.	Passes sequential test. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application.
PUBHOR5: Crabbett's Marsh	Nature conservation.	SFRA – part 2, mostly modelled 3b. EA, all 3.	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Small part of site affected by surface water flooding.	Area susceptible to groundwater flooding – less than 25%	Water compatible.	Exception Test not required.	N/A.	Passes sequential test
PUBHOR6: Horning - Boatyards, etc. at Ferry Road. and Ferry View Road	Employment, boatyards.	SFRA and EA – part 2, mostly modelled 3b.	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Employment – less vulnerable. Boatyards – water compatible.	Employment: Exception Test not required if in 1, 2, 3a. Boatyards: Exception Test not required.	Within the area allocated, yes. Less vulnerable (employment) uses will not be located in an area deemed to be FZ3b.	Passes sequential test
PUBHOR7: Woodbastwick Fen moorings	Seeks minimal development.	SFRA – part 2, mostly modelled 3b. EA, all 3.	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Water compatible.	Exception Test not required.	N/A.	Passes sequential test

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
PUBHOR8: Land on the Corner of Ferry Road, Horning	Live work units.	Very small part in EA3, SFRA 2 and modelled 3b.	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Some of site affected by surface water flooding.	Mapping does not show area susceptible to groundwater flooding.	Less vulnerable on lower floor. More vulnerable on upper floor.	Exception Test not required/does not apply as the policy is for the retention of existing uses.	N/A.	Passes sequential test
PUBHOV1: Green infrastructure	Green Infrastructure.	Part in modelled 3b.	SFRA does not show climate change allowance in this area	Mapping shows site affected if Beeston Hall reservoir floods on a wet day.	Some of site affected by surface water flooding.	Area susceptible to groundwater flooding – less than 25%	Water compatible.	Exception Test not required.	N/A.	Passes sequential test
PUBHOV2: Station Road car park	Car parking	Most in flood zone 1, small part flood zone 2.	SFRA does not show climate change allowance in this area	Mapping shows site affected if Beeston Hall reservoir floods on a wet day.	Some of site affected by surface water flooding.	Area susceptible to groundwater flooding – less than 25%	Less vulnerable.	Exception Test not required.	N/A.	Passes sequential test
PUBHOV3: Brownfield land off Station Road, Hoveton	Land on Station Road. Potential uses could include holiday accommodation, retail, food and drink.	Mostly 2, very small part modelled 3b.	SFRA does not show climate change allowance in this area	Mapping shows site affected if Beeston Hall reservoir floods on a wet day.	Some of site affected by surface water flooding.	Area susceptible to groundwater flooding – less than 25%	Holiday accommodation and drinking establishments: more vulnerable. Retail: less vulnerable. Restaurants: less vulnerable.	Exception Test not required.	On site, yes.	All of these proposed uses are not appropriate in Flood Zone 3b. There is therefore a need for a Sequential Approach to the layout of development to ensure that less vulnerable and more vulnerable land uses are sited in areas of the site that are mapped as Flood Zone 1 and 2 Passes sequential test.
PUBHOV4: BeWILDerwood Adventure Park	BeWILDerwood Adventure Park	Mostly flood zone 1. Some EA2.	SFRA does not show climate change allowance in this area	Mapping shows site affected if Beeston Hall reservoir floods on a wet day.	Central part of BeWILDwewood affected by surface water.	Area susceptible to groundwater flooding – less than 25%	Office buildings: less vulnerable Eating establishments: presume cafes	Exception Test not required.	On site, yes if needed.	Passes sequential test. A sequential approach will be required for development within the site.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
							so less vulnerable Play areas: presume outdoor sport and recreation, so water compatible.			
PUBHOV5: Hoveton Town Centre and areas adjacent to the Town Centre	Town Centre	Part modelled 3b. Some more EA zone 2	SFRA does not show climate change allowance in this area	Mapping shows site affected if Beeston Hall reservoir floods on a wet day.	Some of site affected by surface water flooding.	Area susceptible to groundwater flooding – less than 25%	Shops in general are less vulnerable. Drinking establishments and hotels are more vulnerable. Housing is also more vulnerable.	Less vulnerable and more vulnerable in flood zone 2 - Exception Test not required. More vulnerable in 3a - Exception Test required. More vulnerable in 3b – should not be permitted	Within the town centre, yes.	Passes sequential test. Note that the town centre is located where it is, and the policy seeks to guide development and change in the town centre. Policy requires site specific flood risk assessment as appropriate. Note that some more vulnerable uses in 3a would need Exception Test. There is therefore a need for a Sequential Approach to the layout of development to ensure that less vulnerable and more vulnerable land uses are sited in areas of the site that are mapped as Flood Zone 1 and 2. Passes sequential test. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
PUBNOR1: Utilities Site	Mixed use scheme including dwellings.	Most 1. Very small parts 2. Small riverside strip modelled 3b.	Site at risk when consider climate change. 1% aEP with 65% climate change and 0.1% AEP with 25% climate change.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Some of site affected by surface water flooding.	Area susceptible to groundwater flooding – more than 25% and more than 75%	More vulnerable.	Exception Test not required.	On site, yes if needed.	Passes sequential test. A sequential approach will be required for development within the site.
PUBNOR2: Riverside walk and cycle path	Walking and cycling route.	EA zone 2	Site at risk when consider climate change. 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Mapping does not show the site affected by surface water.	Area susceptible to groundwater flooding – more than 25% and more than 75%	Water compatible as presume outdoor recreation.	Exception Test not required.	N/A.	Passes sequential test
PUBORM1: Ormesby waterworks	Waterworks.	Part EA2 and 3 and indicative 3b.	SFRA does not show climate change allowance in this area	Does not seem that reservoir flooding affects the sites, although it could come close to the site.	Very small part of site affected by surface water flooding.	Mapping does not show area susceptible to groundwater flooding.	Less vulnerable and water compatible depending on precise operation.	Less vulnerable in 1, 2, 3a and water compatible - Exception Test not required. Less vulnerable in 3b, should not be permitted.	On site, yes.	Passes sequential test. Policy refers to flood risk.
PUBOUL1: Boathouse Lane Leisure Plots	Leisure plots.	Small part SFRA 3b and EA 3. More EA 2.	SFRA shows part of area affected when consider climate change for tidal event. 1 in 200-year event with	Mapping does not show the site is affected by reservoir flooding.	Very small part of site affected by surface water flooding.	Area susceptible to groundwater flooding – less than 25%	Amenity open space so water compatible.	Exception Test not required.	On site, yes.	Passes sequential test

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
			climate change.							
PUBOUL2: Oulton Broad - Former Pegasus/Hamptons Site	Mixed use scheme including dwellings and employment.	Part EA zone 2 and 3.	SFRA shows part of area affected when consider climate change for tidal event. 1 in 200-year event with climate change.	Mapping does not show the site is affected by reservoir flooding.	Mapping does not show the site affected by surface water. Some on the road frontage.	Mapping does not show area susceptible to groundwater flooding.	Employment – less vulnerable. Dwellings – more vulnerable.	Employment – Exception Test not required. Dwellings – Exception Test.	On site, yes.	<p>Passes sequential test.</p> <p>Refer to the need for a site-specific flood risk assessment and sequentially locating development on site to reflect flood risk in policy.</p> <p>Note that the policy seeks to regenerate brownfield land. This site is quite prominent in Oulton Broad and has been run down and not in use for some time. It is fair to say that the local community, as well as the Broads Authority, want this site to be developed.</p> <p>Scheme has planning permission.</p> <p>EA requested the scale of development be included in the policy – policy now says similar or equal scale to the permission.</p>
PUBOUL3 - Oulton Broad District Shopping Centre	District Shopping Centre	Most. SFRA 3b. EA zone 2 and 3.	SFRA shows part of area affected when consider climate change for	Mapping does not show the site is affected by reservoir flooding.	Some of site affected by surface water flooding.	Mapping does not show area susceptible to groundwater flooding.	Shops in general are less vulnerable. Drinking establishments and hotels are	Exception test if in 3a if more vulnerable land use.	Within the district centre, to some extent, yes.	<p>Passes sequential test.</p> <p>Residential need to pass Exception Test if in 3a.</p> <p>Note that the district centre is located where</p>

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
			tidal event. 1 in 200-year event with climate change.				more vulnerable. Housing is also more vulnerable.	Less vulnerable in 3a, no exception test required. More vulnerable and less vulnerable in 3b, should not be permitted.		it is, and the policy seeks to guide development and change in the district centre. Policy refers to flood risk. Individual proposals should consider the Sequential Test at the application stage. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application.
PUBPHRB1: Bridge Area	Bridge Area	Most of area indicative 3b. Area near bridge, to south of river, modelled 3b. EA – entire area 3.	SFRA does not show climate change allowance in this area	Affected on a wet day if Back of Hall Reservoir floods according to mapping.	Small part of site affected by surface water flooding.	Mapping does not show area susceptible to groundwater flooding.	Shops in general are less vulnerable. Drinking establishments and hotels are more vulnerable. Housing is also more vulnerable. Boatyards (presume marinas) are water compatible.	More vulnerable in 3a needs exception test, in 3b should not be permitted. Less vulnerable in 3a, does not require exception test and in 3b should not be permitted. Water compatible – exception test not required.	Depends on what a site-specific FRA ascertains in terms of the indicative 3b area.	Passes sequential test. Although individual proposals should consider the Sequential Test at the application stage But some development may need Exception Test. Note that the land uses in the entire Bridge area policy area are located where they are, and the policy seeks to guide development and change in that area. It does not promote certain land uses and refers to proposals

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
										<p>needing to reflect the flood risk.</p> <p>Depending on the proposal and location on site, an Exception Test may be needed as part of planning application.</p>
PUBPHRB2: Waterside plots	Waterside plots. Some with chalets, some for mooring and some undeveloped.	Modelled 3b.	SFRA does not show climate change allowance in this area	Affected on a wet day if Back of Hall Reservoir floods according to mapping.	Mapping does not show the site affected by surface water. Some on the road frontage.	Mapping does not show area susceptible to groundwater flooding.	<p>Undeveloped, presume amenity open space so water compatible.</p> <p>With chalets (including gardens²) – more vulnerable.</p>	<p>Undeveloped – exception test not required.</p> <p>New chalets – should not be permitted.</p>	No as the entire plot tends to be subject to flood risk.	<p>Policy seeks mainly to maintain or improve the current situation. Does not seek significant change. Does not promote new build but refers to replacement. Again, these chalets are already in place. So, policy passes sequential test. Also, the policy itself states the requirement for consistency with policies on flood risk.</p>
PUBPHRB3: Green Bank Zones	Green bank zones.	3b	SFRA does not show climate change allowance in this area	Affected on a wet day if Back of Hall Reservoir floods according to mapping.	Mapping does not show the site affected by surface water. Some on the road frontage.	Mapping does not show area susceptible to groundwater flooding.	Presume amenity open space so water compatible.	Exception test not required.	N/A.	Passes sequential test
PUBSOL1: Riverside area moorings	Moorings and mooring plots.	3b	SFRA does not show climate change	Affected on a wet day if Reeder's Reservoir floods	Some of site affected by surface water flooding.	Mapping does not show area susceptible to	For the mooring of boats so presume similar to boatyards and marinas so	Exception test not required.	N/A.	Passes sequential test

² Note that the EA usually consider residential gardens to also be 'more vulnerable' due to permitted development rights.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
			allowance in this area	according to mapping.		groundwater flooding.	water compatible. Also, part amenity open space.			
PUBSOM1: Somerleyton Marina Residential Moorings	Residential moorings.	3b	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Mapping does not show the site affected by surface water.	Mapping does not show area susceptible to groundwater flooding.	These are considered 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 Exception Test not required, and the residential element indicates that Exception Test required.	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 generic residential moorings policy emphasises the issue of mooring technique and also the need for Flood Response Plans.
PUBSTA1: Land at Stalham Staithe (Richardson's Boatyard)	Boatyard, employment use and residential moorings.	EA zone 2 and 3.	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Some of site affected by surface water flooding.	Area susceptible to groundwater flooding – more than 25% and more than 75%	Employment – less vulnerable. Boatyards – water compatible. Residential moorings - These are considered as effectively marinas so water compatible. But also aware that people will live on these boats	The marina assessment indicates that Exception Test not required, and the residential element indicates that Exception Test required.	N/A – for general boatyard use. Resi moorings: No as it is people living on boats which then are on water.	Passes sequential test for general boatyard uses. In terms of residential moorings: 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 generic residential moorings

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
							so there is a residential element of it which is more vulnerable.			policy emphasises the issue of mooring technique and also the need for Flood Response Plans.
PUBTSA1: Cary's Meadow	Open space	Mostly 1, small part modelled 3b and 2 (EA).	SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Some of site affected by surface water flooding.	Area susceptible to groundwater flooding – 25% to 50%	Water compatible as amenity open space.	Exception Test not required	N/A.	Passes sequential test
PUBTSA2: Thorpe Island	Thorpe Island – boatyard, moorings and open space.	EA – most 2 and 3. SFRA shows most modelled 3b.	SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Small part of site affected by surface water flooding.	Area susceptible to groundwater flooding – 25% to 50%	Generally, water compatible (moorings, basins and boatyards). Also some open space. There is a house – more vulnerable.	Exception Test not required as policy does not promote any new more vulnerable development.	Potentially, on the island.	Passes sequential test. May need Exception Test if more vulnerable, although this is not likely.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
PUBTSA3: Griffin Lane – boatyards and industrial area	Boatyard and dockyard.	All EA zone 2. Most SFRA modelled 3b and EA zone 3.	SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Small part of site affected by surface water flooding.	Area susceptible to groundwater flooding – 25% to 50%	Docks and boatyards so water compatible.	Exception Test not required	N/A.	Passes sequential test
PUBTSA4: Bungalow Lane – mooring plots and boatyards	Mooring plots and boatyards.	All SFRA modelled 3b, EA 2 and EA 3.	SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Small part of site affected by surface water flooding.	Area susceptible to groundwater flooding – less than 25% and 50 to 75%	Presume amenity open space so water compatible. Boatyard water compatible too.	Exception Test not required	N/A.	Passes sequential test
PUBTSA5: River Green Open Space	Open space.	Part SFRA modelled 3b, EA zone 2 and 3.	SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate	Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Small part of site affected by surface water flooding.	Area susceptible to groundwater flooding – 25% to 50%	Water compatible as amenity open space.	Exception Test not required	N/A.	Passes sequential test

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
			change and 0.1% AEP with 25% climate change.							
PUBTHU1: Tourism development at Hedera House, Thurne	Dwellings.	Small part EA zone 3 and SFRA indicative 3b. More is EA zone 2. Rest is 1.	SFRA does not show climate change allowance in this area	Mapping does not show the site is affected by reservoir flooding.	Very small part of site affected by surface water flooding mainly on boundaries.	Mapping does not show area susceptible to groundwater flooding.	More vulnerable.	Exception test required for part in 3/indicative 3b. Development is appropriate for FZ 2 and 1 areas of site.	On site, yes.	<p>Passes sequential test. Although individual proposals should consider the Sequential Test at the application stage</p> <p>Refer to the need for a site-specific flood risk assessment and sequentially locating development on site to reflect flood risk in policy.</p> <p>Note that the policy seeks to regenerate brownfield land. This site is quite prominent in Oulton Broad and has been run down and not in use for some time. It is fair to say that the local community, as well as the Broads Authority, want this site to be developed.</p>
PUBWHI1: Whitlingham Country Park plus adjacent land	Country Park.	Generally, other than a small part near the little Broad, land is flood zone 1.	SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1%	Partly affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Small part of site affected by surface water flooding.	Area susceptible to groundwater flooding – 0% to 50%	Amenity open space, recreation and sport and changing facilities water compatible. Café less	Exception Test not required	N/A.	Passes sequential test

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
			AEP with 65% climate change and 0.1% AEP with 25% climate change.				vulnerable. Car park less vulnerable.			
PUBWHI2: Land at Whitlingham Lane	Boatyard or use compatible with location.	Very small part SFRA modelled 3b and EA zone 3. A bit more EA zone 2.	SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.	Partly affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Small part of site affected by surface water flooding.	Area susceptible to groundwater flooding – 0% to 50%	Class E varies from more vulnerable to less vulnerable, so depends on the actual use. Policy does not specify a land use. Boatyard is water compatible.	Most of the site is 2 or 1, so Exception Test not required.	Yes, as part of site that is 3 is very small.	Passes sequential test. But will need a sequential approach to development on site.
PUBSSTRI: Trinity Broads	Trinity Broads. Seeks quiet recreation.	All SFRA indicative 3b, EA zones 2 and 3.	SFRA does not show climate change allowance in this area	Partly affected on a wet and dry day if Ormesby Subsidence Reservoir floods	Some parts of area affected by Surface Water.	Mapping does not show area susceptible to groundwater flooding.	Presume amenity open space so water compatible.	Exception Test not required.	N/A.	Passes sequential test An area wide policy that seeks to guide what can go there, not identifying specific land uses.
PUBSSUT: Upper Thurne	Upper Thurne. Seeks quiet recreation	All SFRA indicative 3b, EA zones 2 and 3.	SFRA show area affected by tidal climate change: 0.5% AEP climate change and 0.1% climate change.	Mapping does not show the site is affected by reservoir flooding.	Some parts of area affected by Surface Water.	Small part of area 0 to 50%.	Presume amenity open space so water compatible.	Exception Test not required.	N/A.	Passes sequential test. An area wide policy that seeks to guide what can go there, not identifying specific land uses.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
PUBSSPUBS: Pubs network	Seeks to protect waterside pubs.	Various, but generally flood zone 3 and indicative or modelled 3b.	Depending on the pub, some are affected by tidal climate change, some by fluvial climate change and some not shown through the SFRA to be affected.	Many pubs in the Broads. Some may be affected by reservoir flooding.	Some pubs may be affected by surface water.	Depending on location, pubs may not be susceptible, or less than 25%, 25-50%.	More vulnerable	Policy relates to protecting what is already there. Any changes could be not appropriate or need an Exception Test, depending on the detail and the site-specific flood risk.	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. Any changes could be not appropriate or need an Exception Test, depending on the detail and the site-specific flood risk. Also, the policy itself states the requirement for consistency with policies on flood risk. Depending on the proposal and location on site, an Exception Test may be needed as part of planning application.
PUBSSROADS: Main road network	Main road network. Seeks to protect the network.	Various, but generally flood zone 3 and indicative or modelled 3, some 2 and some 1.	Depending on the road, some are affected by tidal climate change, some by fluvial climate change and some not shown through the SFRA to be affected.	Some parts of the main road network affected by reservoir flooding. Some parts not.	Some roads may be affected by surface water flooding.	Some roads may be affected by groundwater flooding.	Essential infrastructure. Measures could fall within the "flood control infrastructure" cited within the 'Water-compatible development' flood vulnerability class if they are secondary measures to protect infrastructure	Presume that the network is essential transport infrastructure. Exception Test required if in 3a and 3b.	N/A	Policy relates to existing network which is there already. Passes sequential test

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
							that already exists. A new or replacement road, or works to raise the level of the road, might be classed as 'Essential Infrastructure'.			
PUBSSTRACKS: Former rail trackways	Three routes of former railways are safeguarded for future walking, cycling and horse-riding routes.	Most in 2, some could be in EA 3 and indicative and modelled 3b.	Depending on the track, some are affected by tidal climate change, some by fluvial climate change and some not shown through the SFRA to be affected.	Belton/Bradwell – not affected. Haddiscoe link - wet day, Readers Reservoir Aldeby link – wet day, Ditchingham Lake. Geldeston link – wet day, Ditchingham Lake.	Some parts of trackways may be affected by surface water flooding.	Some parts of trackways may be affected by groundwater flooding.	Presume outdoor sport and recreation so water compatible.	Exception Test not required.	N/A.	Passes sequential test
PUBSSSTATIONS: Railway stations/halts	Stations protected in current use. Criteria for any proposals at these sites.	Wroxham/Hoveton -1 Berney Arms, Haddiscoe, Somerleyton, Buckenham – SFRA indicative 3b, EA 2 and 3.	Depending on the halt, some are affected by tidal climate change, some by fluvial climate change and some not shown through the SFRA to be affected.	Wroxham/Hoveton, Buckenham, Somerleyton, Berney Arms – not affected. Haddiscoe – wet day, Reeders Reservoir.	Some halts may be affected by surface water.	Depending on location, halts may not be susceptible, or less than 25%.	Presume waiting areas and other land uses at the station could be the same as shops so less vulnerable.	Depending on the proposal and the precise location, may need Exception Test or should not be permitted.	N/A.	Passes sequential test. Policy does not prescribe land uses. Policy refers to flood risk.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
PUBSSSTAITHES: Staithes	Protects staithes and allows enhancements.	FZ1,2,3a and 3b depending on individual sites.	Policy does not identify the locations of these.	Policy does not identify the locations of these.	Policy does not identify the locations of these.	Policy does not identify the locations of these.	Water compatible.	Exception Test not required.	N/A.	Passes sequential test
PUBSSCOAST: The Coast	The Coast. Seeks quiet recreation and low-key structures.	Indicative and modelled 3b, EA 2 and 3.	SFRA show area affected by tidal climate change: 0.5% AEP climate change and 0.1% climate change.	Mapping does not show the site is affected by reservoir flooding.	Small part of site affected by surface water flooding.	Mapping does not show area susceptible to groundwater flooding.	Presume amenity open space or structures associated with recreation so water compatible.	Exception Test not required.	N/A.	Passes sequential test
PUBSSMILLS: Drainage Mills	Seeks to protect mills.	Various, but generally flood zone 3 and indicative or modelled 3, some 2 and some 1.	Depending on the mill, some are affected by tidal climate change, some by fluvial climate change and some not shown through the SFRA to be affected.	Many mills in the Broads. Some may be affected by reservoir flooding.	Some mills may be affected by surface water.	Depending on location, mills may not be susceptible, or less than 25%, 25-50%.	Depends on the usage. Policy does not state what they should be used as but emphasises flood risk. If in use for operational drainage purposes, these will fall within the 'Water-compatible' vulnerability class as they are effectively similar to water transmission infrastructure and pumping stations.	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. If they are not functional or proposed to be made functional again, then the development class should be appropriate to the flood zone, i.e. no forms of vulnerable development if the building/site is in Flood Zone 3b. If deemed water-compatible (i.e. used solely as a drainage mill), the Exception Test will not be required, but these should still be designed and constructed to:

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
										<ul style="list-style-type: none"> remain operational and safe for users in times of flood; result in no net loss of floodplain storage; not impede water flows and not increase flood risk elsewhere.
PUBSSLGS: Local Green Space	Local Green Spaces - protected	Various, but generally flood zone 3 and indicative or modelled 3, some 2 and some 1.	SFRA does not show climate change allowance in this area	Many local green spaces in the Broads. Some may be affected by reservoir flooding.	Some spaces may be affected by surface water.	Depending on location, local green spaces may not be susceptible, or less than 25%, 25-50%.	Water compatible.	Exception Test not required.	This policy protects local green space that is already in place.	Passes sequential test.
Policy PUBSSA47: Road schemes on the Acle Straight (A47T)	Provides a framework for changes to guide changes to the A47.	Indicative 3b. EA 2 and 3.	Site affected by Tidal climate change: 0.5% APE and 0.1% AEP.	Mapping does not show the site is affected by reservoir flooding.	Some parts of the A47 may be affected by surface water.	Mapping does not show area susceptible to groundwater flooding.	Could be classed as essential transport infrastructure.	Exception test required.	If dualling for example, no as the A47 is where it is.	<p>Exception test required.</p> <p>Essential transport infrastructure (as with water-compatible uses) that has passed the Exception Test should also be designed and constructed to:</p> <ul style="list-style-type: none"> remain operational and safe for users in times of flood; result in no net loss of floodplain storage; not impede water flows and not increase flood risk elsewhere.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
Oulton Broad Development Boundary	Development boundaries in principle enable housing, employment and residential moorings but subject to other policies.	Various, but generally flood zone 3 and indicative or modelled 3, some 2 and some 1. Residential moorings, 3b.	SFRA shows part of area affected when consider climate change for tidal event. 1 in 200-year event with climate change.	Mapping does not show the site is affected by reservoir flooding.	Some parts of the development boundary may be affected by surface water.	Mapping does not show area susceptible to groundwater flooding.	Dwellings – more vulnerable Employment – less vulnerable	Depends on proposal and location. Other policies in local plan used as appropriate to determine applications, in particular the flood risk policy.	Yes.	The Authority raises the importance of flood risk as well as other policies even though different types of development are theoretically acceptable in development boundaries. Whether the sequential test is passed or an Exception Test is needed will depend on the proposal and the location.
Hoveton and Wroxham Development Boundary			SFRA does not show climate change allowance in this area	Part of Hoveton and Wroxham affected on a wet day if Beeston Hall Reservoir floods according to mapping.	Some parts of the development boundary may be affected by surface water.	Area susceptible to groundwater flooding – 0% to 25%	Residential moorings – These are considered 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			
Thorpe St Andrew Development Boundary.			SFRA show area affected by fluvial climate change: 1% AEP with 35% climate change, 1% AEP with 65% climate change and 0.1% AEP with 25% climate change.	Part of Thorpe St Andrew affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.	Some parts of the development boundary may be affected by surface water.	Area susceptible to groundwater flooding – 25 to 50%				
PUBDM9: Open space on land, play space, sports fields and allotments.	Allotments, sports fields, play areas – protected.	Various, but generally flood zone 3 and indicative or	Depending on the open space, some are affected by tidal	Many open spaces in the Broads. Some may be	Some spaces may be affected by surface water.	Depending on location, open spaces may not be susceptible,	Water compatible.	Exception Test not required.	This policy protects open space that is already in place.	Passes sequential test.

Policy and location	Brief description	Flood zone	Consider climate change	Reservoir flooding	Surface water flooding	Groundwater flooding	Vulnerability class	Compatibility	Can development be allocated in lowest risk sites?	Conclusions
		modelled 3, some 2 and some 1.	climate change, some by fluvial climate change and some not shown through the SFRA to be affected.	affected by reservoir flooding.		or less than 25%, 25-50%.				

Appendix 1: Comments received as part of technical consultation

A technical consultation whereby Norfolk and Suffolk LLFAs and the Environment Agency were asked for comments, was held in April 2024. The comments received are as follows.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
Environment Agency	1: Introduction	The introduction states: “This Sequential Test has been produced to address the requirements of the NPPG”. It is worth stating here that the Sequential Test is also a planning policy requirement of the National Planning Policy Guidance (NPPF) as set out in paragraphs 167 and 168.	Agreed.	Text added to the introduction.
Environment Agency	2. What is the ‘Sequential Approach’?	We recommend preceding the NPPG text in this section with the policy text from paragraph 167 of the NPPF to ensure that both “policy” and “practice/approach” are covered here.	Agreed.	Text added to section 2.
Environment Agency	POACL1	POACL1 states that the vulnerability class of cemeteries is not specifically covered and suggest they might be classified as ‘water compatible’. While it is true that cemeteries are not specifically identified in NPPF Annex 3: Flood risk vulnerability classification, we would suggest that they could be considered	Agreed.	Vulnerability class changed. No other changes to the assessment.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		as 'more vulnerable'. This is due to the water pollution risk.		
Environment Agency	POBRU1, POBRU2, POBRU3, POBRU4, POBRU5, POBRU6, POCHE1, PODIL 1, PODIT1, PODIT2, POGIL1, POHOR3, POHOR4, POHOR5, POHOR6, POHOR7, POHOV1, POLOD1, PONOR2, POORM1 ("depending on precise operation"), POOUL1, POPHRB3, POSOL1, POSOM1, POSTA1, POTSA1, POTSA2 (unless more vulnerable development is proposed), POTSA3, POTSA4, POTSA5, POWHI1 (aside for café and car park), POSSTRI, POSSUT,	<p>This policy states that the Exception Test is not required for mooring plots. Although the Exception Test not required for water-compatible uses, it is worth highlighting that these should still be designed and constructed to:</p> <ul style="list-style-type: none"> • remain operational and safe for users in times of flood; • result in no net loss of floodplain storage; • remain operational and safe for users in times of flood; • result in no net loss of floodplain storage; <p>This is set out in paragraph 079 of the NPPG.</p>	Agreed.	<p>A new section added to the sequential test that refers to water compatible uses.</p> <p>Wording added to DM7 of Local Plan.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
	POSSTRACKS, POSSSTAITHES, POSSCOAST, POSSLGS, PODM9			
Environment Agency	Residential moorings: BRU6, CHE1, GIL1, LOD1, SOM1, STA1	<p>POBRU6 states “The EA’s interpretation passes the sequential test. Looking at the residential element in isolation, it does not.” In all cases (BRU6, CHE1, GIL1, LOD1, SOM1, STA1) we would not question an LPA’s assertion that the physical moorings and associated infrastructure are ‘water compatible’. The LPA should consider the treatment of ‘boats’ within planning, and any distinction between boats and other floating residential structures.</p> <p><i>EA asked for clarification and said: The comment was just to highlight that you may consider the vulnerability of those living on a vessel deemed to be a ‘boat’ differently to those living on a ‘houseboat’ or other floating structure. However, that point is appropriately captured in the text supporting the (current) DM37 and (proposed) PODM45 – as you have said. Regarding the residential</i></p>	Comment noted. Clarification appreciated.	No change to sequential test.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<i>moorings, we're satisfied that moorings are Water Compatible and that the Sequential Test is passed.</i>		
Environment Agency	POCAN1	POCAN1 is deemed to pass the sequential test. This should only be concluded provided the development is sited outside of Flood Zone 3b. Development should not be permitted if within FZ3b, as set out in Table 2, paragraph 079 of the NPPG. Furthermore, development should be sequentially located within the site, based on the site-specific flood risk assessment.	Agreed.	Add this wording to the policy and sequential test.
Environment Agency	PODIT1	PODIT1 states the drinking establishment is more vulnerable. If the site were to be redeveloped in its entirety, the whole site would need to be considered as the most vulnerable use of all the component parts (more vulnerable), as set out in paragraph 079 of the NPPG). This policy is for retention of uses and improved facilities. Individual elements brought forward separately can be classified under the most relevant vulnerability. <i>EA asked for clarification:</i>	Noted, but what does this mean for the policy and sequential test? Agreed and noted – add to sequential test. And add some wording about sequential test to policy.	Make change to sequential test. Add sequential test wording to policy.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p><i>If the policy stipulates that the sequential approach should be applied on the site and that all built development elements are to be outside FZ2&3 then the Sequential Test is passed. Outdoor sports could be in FZ but if (for example) the policy were to allow for a redeveloped 'drinking establishment' in the FZ then you would have to explain in the conclusions column why there is no other site elsewhere at lower risk that could be used to pass this ST.</i></p>		
Environment Agency	POFLE1	<p>PODIT1 states the drinking establishment is more vulnerable. If the site were to be redeveloped in its entirety, the whole site would need to be considered as the most vulnerable use of all the component parts (more vulnerable), as set out in paragraph 079 of the NPPG). This policy is for retention of uses and improved facilities. Individual elements brought forward separately can be classified under the most relevant vulnerability.</p> <p>This also applies to POFLE1, which states "All built development would be outside the</p>	<p>Agreed and noted – add to sequential test.</p> <p>Agreed, although sequential test changed to 'all built development would adopt a sequential approach to development on site'.</p>	<p>Make change to sequential test.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>flood zones". Presumably this means outside of Flood Zones 2, 3a and 3b. It would be clearer to state "all built development will be located in Flood Zone 1, adopting a sequential approach to development on site".</p>		
Environment Agency	POGTY1	<p>POGTY1 is described as "Most flood zone 1, very small part zone 2 and indicative (typo) 3b. EA does show entire area as 2 and 3." Further clarity on this required. The Flood Map for Planning and the 2017 SFRA show this site to be FZ3, with the SFRA also showing an area of partial indicative FZ3b.</p> <p>The table also concludes that it is "not clear if passes sequential test". It is difficult to apply the Sequential Test at this stage if the end use is not known and the nature of the risk affecting the site is unclear. The Sequential Test conclusion should make clear why this site has been identified for potential development rather than sites at lower flood risk.</p> <p>The Local Plan policy could further define acceptable development types based on a</p>	<p>Regarding flood zones – agree.</p> <p>Regarding sequential test conclusion – agree.</p> <p>Regarding sequential test and development type – agree.</p>	<p>Clarify flood zones in sequential test and supporting text of policy.</p> <p>Improve sequential test conclusion.</p> <p>Add text to sequential test and policy to say that the sequential test may need to be applied at the application stage as the final land use is not specified in the policy.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		more focused Sequential Test, or a Sequential Test may need to be applied at the application stage.		
Environment Agency	POHOV2	We recommend that a Flood Warning and Evacuation/Response Plan is developed and operated for car parking sites, such as POHOR1, POHOV2 and POWHI1. Paragraphs 043 to 048 of the NPPG provide useful advice on this.	Agreed.	Amend sequential test and policy to require flood response plan.
Environment Agency	POWHI1			
Environment Agency	POHOR1			
Environment Agency	POHOR3	POHOR3 states “Mooring plots and gardens - presume similar to amenity open space so water compatible development”. We would usually consider residential gardens to also be ‘more vulnerable’ due to permitted development rights.	Regarding permitted development rights, agree.	Amend sequential test to say more vulnerable due to permitted development rights and improve sequential test as needed.
Environment Agency	POPHRB2			
Environment Agency	POSSPUBS	This policy also states “Chalets – policy only allows extensions (typo) and replacements, not new.” Please note the references to development footprint in Policy DM5 of the Local Plan and its associated footnote and supporting text. Please also note the guidance given in Section 6.8 of the Broads Authority Flood Risk SPD which relates to the	Agree; amend sequential test to reflect that flood risk referred to in policy HOR3, PHRB2, SSPUBS. Amend typo.	Amend sequential test to reflect that flood risk referred to in policy HOR3. Amend typo.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>existing footprint of development in Flood Zone 3b and Permitted Development (PD).</p> <p>EA asked for clarification:</p> <p><i>The conclusions column should make it clear that the sequential test is passed for POHOR3 as the policy itself states the requirement for consistency with policies on flood risk – i.e. the need for any proposed changes to be in line with Policy DM5 of the Local Plan (PODM7 in the emerging Plan) and its associated footnote and supporting text, particularly with reference to replacement dwellings/buildings and also to Section 6.8 of the Broads Authority Flood Risk SPD which relates to the existing footprint of development in Flood Zone 3b and Permitted Development (PD). The reference to Horning WRC preventing any net new dwellings is also relevant, as already set out.</i></p> <p>Table 1 of the NPPG states that Flood Zone 3b is “land where water from rivers or the sea has to flow or be stored in times of flood” Extensions to buildings within Flood Zone 3b</p>		

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>can reduce the capacity of the Functional Flood Plain to store flood water and raise the potential for flood risk to be increased elsewhere. The footnote to Table 2 in the NPPG states “In Flood Zone 3b (functional floodplain) essential infrastructure that has passed the Exception Test, and water-compatible uses, should be designed and constructed to:</p> <ul style="list-style-type: none"> • remain operational and safe for users in times of flood; • result in no net loss of floodplain storage; • not impede water flows and not increase flood risk elsewhere” <p><i>EA asked for clarification:</i></p> <p><i>As above, the conclusions section should make clear that POHOR3, POPHRB2 and POSSPUBS pass the ST as they all include requirements comply with flood risk policies. Of particular relevance for these sites in FZ3b - Policy DM5 of the Local Plan (PODM7 in the emerging Plan) and its associated footnote and supporting text, particularly with reference to replacement dwellings/buildings</i></p>		

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p><i>and also to Section 6.8 of the Broads Authority Flood Risk SPD which relates to the existing footprint of development in Flood Zone 3b and Permitted Development (PD).</i></p> <p>This advice regarding development in Flood Zone 3b is also relevant to policies POPHRB2 and POSSPUBS.</p>		
Environment Agency	POHOR8	<p>POHOR8 states the Exception Test is not required. We have no issue with this as this policy is for the retention of existing uses. However, the Exception Test would usually apply for the “more vulnerable” part of the development if part of the site is in Flood Zone 3. See footnote to Table 2 of the NPPG which states that “Some developments may contain different elements of vulnerability and the highest vulnerability category should be used, unless the development is considered in its component parts”.</p> <p><i>EA asked for clarification: Rather than stating that the Exception Test is not required, it should be stated specifically</i></p>	Agree, although the NPPF does say the words that it is not required. Say both phrases.	Change sequential test to say: Exceptions test not required/ <u>does not apply.</u>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<i>that the Exception Test doesn't apply as the policy is for the retention of existing uses.</i>		
Environment Agency	POHOV3	POHOV3 states the Exception Test is not required. We agree with this, provided all the development is to be located in Flood Zone 2. All of these proposed uses are not appropriate in Flood Zone 3b and text should reflect this and advocate that a Sequential Approach to the layout of development needs to ensure that less vulnerable and more vulnerable land uses are sited in areas of the site that are mapped as Flood Zone 1 and 2. Unless all built development is directed to Flood Zone 1, the conclusion that this policy passes the Sequential Test should include text to demonstrate why there are no other suitable available alternative sites at lower risk than Flood Zone 2 that could facilitate this development.	Agree.	Make clear in sequential test and policy that all of the proposed uses are not appropriate in Flood Zone 3b, and text should reflect this and advocate that a Sequential Approach to the layout of development needs to ensure that less vulnerable and more vulnerable land uses are sited in areas of the site that are mapped as Flood Zone 1 and 2.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
Environment Agency	POHOV4 PONOR1	<p>POHOV4 states development can be allocated in lowest risk sites “if needed”. NPPF policy directs for development to be sited in lowest risk areas where possible. “If needed” seems rather weak. This advice also applies to PONOR1.</p> <p><i>EA asked for clarification: Bear in mind that for HOV4 the site is FZ1 & FZ2. For NOR1 only very small parts of the site are FZ2 & 3b. To be confident that the ST is passed, the conclusions section just needs to be clear that a sequential approach will be required for development within the site. The draft policies do refer to addressing flood risk / complying with flood risk policies. But the supporting text could make clear that this includes a sequential approach to siting development.</i></p>	Agree.	Amend sequential test conclusions cell. Add sequential approach to siting development to policies.
Environment Agency	POHOV5	We are satisfied that policy POHOV5 is acceptable but note that it refers to a range of potential development types in an area that has a range of flood zones. Therefore, individual proposals should consider the Sequential Test at the application stage. It is	<p>Range of development types and range of flood risk zones – agree.</p> <p>Add guidance to Local Plan policy supporting text.</p>	Amend sequential test and policy to say that individual proposals should consider the Sequential Test at the application stage.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>worth noting that this site also includes a significant area of Flood Zone 1, in addition to Flood Zones 2 and 3b. We are pleased to note the inclusion of text that that more vulnerable development should not be permitted in Flood Zone 3b.</p> <p>It should be noted that all “more vulnerable” development in Flood Zone 3a will normally require the Exception Test (as set out in Table 2 of the NPPG) unless it is householder development, small non-residential extensions (with a footprint of less than 250m²) or a change of use application (with the exception of changes of use to a caravan and camping or chalet site). This is set out in footnote 60 of the NPPF.</p>		<p>Add guidance as stated to supporting text of HOV5.</p>
Environment Agency	POOUL2	<p>POOUL2 is stated to have passed the Sequential Test. However, we would like to highlight the need to consider Climate Change in the application of the Sequential Test, as set out in paragraphs 165, 167 and 168 of the NPPF. This is particularly important if land has the potential to become Flood Zone 3b within a development lifetime (and</p>	<p>Agreed. Policy to be amended to refer to the scale of development permitted being appropriate to the site, as well as additional text relating to sequential location of development.</p>	<p>Amend policy to refer to scale of development and sequential location of development.</p> <p>Amend sequential test to refer to say that test passed now policy refer to scale of</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>therefore inappropriate for a number of flood risk vulnerability classes).</p> <p><i>EA asked for clarification: You need to be sure that the site area for POOUL2 is big enough to accommodate the allocated Less Vulnerable and More Vulnerable development outside of FZ3b – including climate change. Does the land proposed for development have the potential to become Flood Zone 3b within a development lifetime (and therefore inappropriate for a number of flood risk vulnerability classes)?</i></p> <p><i>Although the ‘Reasoned Justification’ within the draft policy mentions the 2012 planning permission for “76 market dwellings, office accommodation, and moorings”, the policy wording itself does not specify the number of dwellings or scale of other development that would be permitted at this site. It may therefore not be appropriate to state that this site passes the ST without putting an upper limit on development. This could lead to complications if a planning application</i></p>	<p>Regarding tidal barrier – noted.</p> <p>The flood risk on the site could be assessed through a site-specific flood risk assessment and subsequently development sited sequentially.</p> <p>Regarding flood zone 2/3 and expanding text in sequential test – agree.</p>	<p>development and sequential location of development.</p> <p>Regarding tidal barrier – no change to sequential test or policy.</p> <p>Add text to refer to the need for a site-specific flood risk assessment and sequentially locating development on site to reflect flood risk to policy and sequential test.</p> <p>Expand on text relating to brownfield land and regeneration.</p> <p>Add test to supporting text about climate change having an impact on the nature & extent of flood risk and that this should be considered at the application stage.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p><i>came forward for development in excess of the 2012 planning permission in future. The policy should look to provide more detail on the scale of development (particularly residential) that would be permitted at this site so that the ST can be fully considered.</i></p> <p>This is also particularly relevant if the site is not going to be defended as envisaged in earlier strategic plans, i.e. due to the current affordability of the Lowestoft tidal barrier.</p> <p><i>EA asked for clarification: We raised the issue of the Lowestoft tidal barrier more as something to consider when the site is developed in the future. The site may not be defended as (possibly) envisaged in earlier plans.</i></p> <p>The policy should also specify whether more and less vulnerable development is intended to be directed to Flood Zone 1 only.</p> <p>This Sequential Test conclusion should be clear on why this site in Flood Zone 2/3 is being brought forward for development and</p>		

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		that there are no suitable alternatives at lower risk. 'Regen of brownfield land' is referenced as a reason for the allocation but this should be expanded upon.		
Environment Agency	POOUL3	<p>We are satisfied that policy POOUL3 is acceptable. As with POHOV5, the policy refers to a range of potential development types in an area that has a range of flood zones. Therefore, individual proposals should consider the Sequential Test at the application stage.</p> <p>As with POOUL2, we would again like to highlight the need to consider Climate Change in the application of the Sequential Test for POOUL3.</p> <p><i>EA asked for clarification: This was to highlight that climate change will have an impact on the nature & extent of flood risk and that this should be considered at the application stage. But we're satisfied with the proposed ST & policy amendments.</i></p>	Range of development types and range of flood risk zones – agree.	<p>Amend sequential test and policy to say that individual proposals should consider the Sequential Test at the application stage.</p> <p>Add test to supporting text about climate change having an impact on the nature & extent of flood risk and that this should be considered at the application stage.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
Environment Agency	POPHRB1	<p>POPHRB1 mentions “Housing is also more vulnerable.” However, this policy excludes new residential development.</p> <p>As with POOUL2 and POOUL3, we would again like to highlight the need to consider Climate Change in the application of the Sequential Test for POPHRB1.</p> <p><i>EA asked for clarification:</i></p> <p><i>This was to highlight that climate change will have an impact on the nature & extent of flood risk and that this should be considered at the application stage.</i></p> <p><i>Given the range of development types that could be brought forward in the area, we’d also suggest that the sequential test and policy be amended to say that individual proposals should consider the Sequential Test at the application stage.</i></p>	<p>Re housing – noted. But there is a house already on site and there is some holiday accommodation as well.</p> <p>Regarding climate change, agreed.</p>	<p>No change re housing.</p> <p>Amend policy and sequential test to say that individual proposals should consider the Sequential Test at the application stage.</p> <p>Add test to supporting text about climate change having an impact on the nature & extent of flood risk and that this should be considered at the application stage.</p>
Environment Agency	POTHU1	<p>As with POOUL2 above, POTHU1 does not specify whether the built residential development will be required to be located in Flood Zone 1 only.</p>	<p>The flood risk on the site could be assessed through a site-specific flood risk assessment and</p>	<p>Add text to refer to the need for a site-specific flood risk assessment and sequentially locating development on site</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>This Sequential Test conclusion should also be clear on why residential development in Flood Zone 2/3 is being promoted and why there are no suitable alternatives elsewhere at lower risk. ‘Regen of brownfield land’ is once again referenced as a reason for the allocation but this should be expanded upon. We note that the policy refers to enabling development.</p> <p>As with POOUL2, POOUL3, and POPHRB1, we would again like to highlight the need to consider Climate Change in the application of the Sequential Test for POTHU1.</p> <p><i>EA asked for clarification: This was to highlight that climate change will have an impact on the nature & extent of flood risk and that this should be considered at the application stage. The policy is clear that flood risk needs to be considered as part of any application & it should be ensured that the sequential approach to development on site is part of that.</i></p>	<p>subsequently development sited sequentially.</p> <p>Regarding flood zone 2/3 and expanding text in sequential test – agree.</p>	<p>to reflect flood risk to policy and sequential test.</p> <p>Expand on text relating to brownfield land and regeneration.</p> <p>Add test to supporting text about climate change having an impact on the nature & extent of flood risk and that this should be considered at the application stage.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
Environment Agency	POWHI2	<p>POWHI2 does not specifically request that the small areas of Flood Zones 2 and 3 are avoided. We recommend the policy is amended to state this.</p> <p>As with POOUL2, POOUL3, POPHRB1 and POTHU1, we would again like to highlight the need to consider Climate Change in the application of the Sequential Test for POWHI2.</p> <p><i>EA asked for clarification: This was just to highlight that climate change will have an impact on the nature & extent of flood risk and that this should be considered at the application stage.</i></p>	<p>Regarding avoiding flood zones 2 and 3 – agree.</p> <p>Re climate change, agreed.</p>	<p>Add text to policy about avoiding flood zones 2 and 3.</p> <p>Add test to supporting text about climate change having an impact on the nature & extent of flood risk and that this should be considered at the application stage.</p>
Environment Agency	POSSROADS	<p>POSSROADS is described as “Main Road network. Seeks to protect the network.” Such measures could fall within the “flood control infrastructure” cited within the ‘Water-compatible development’ flood vulnerability class if they are secondary measures to protect infrastructure that already exists. A new or replacement road, or works to raise</p>	<p>Noted and agree.</p>	<p>Amend sequential text in line with comment and the potential types of projects and their related vulnerability classifications.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		the level of the road, might be classed as 'Essential Infrastructure'.		
Environment Agency	POSSSTATIONS	POSSSTATIONS is stated to pass the Sequential Test. However, this will depend upon the location, which is to be confirmed.	Comment noted. The locations are known and set out in the policy.	No change to sequential test or policy.
Environment Agency	POSSMILLS	<p>POSSMILLS is for drainage mills. If in use for operational drainage purposes, these will fall within the 'Water-compatible' vulnerability class as they are effectively similar to water transmission infrastructure and pumping stations. If they are not functional or proposed to be made functional again, then the development class should be appropriate to the flood zone, i.e. no forms of vulnerable development if the building/site is in Flood Zone 3b. If deemed water-compatible (i.e. used solely as a drainage mill), the Exception Test will not be required, but these should still be designed and constructed to:</p> <ul style="list-style-type: none"> • remain operational and safe for users in times of flood; • result in no net loss of floodplain storage; 	Noted and agree.	<p>Amend policy to refer to site specific flood risk assessment and sequential test.</p> <p>Amend sequential text to reflect the comment relating to if in water transmission use, they are water compatible, but if another use, then depends on use and flood zone.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<ul style="list-style-type: none"> • not impede water flows and not increase flood risk elsewhere. <p>This is set out in paragraph 079 of the NPPG.</p>		
Environment Agency	POSSA47	<p>The Sequential Test for POSSA47 will have to demonstrate why the development needs to be located where proposed and why alternatives are not suitable. Essential transport infrastructure (as with water-compatible uses) that has passed the Exception Test should also be designed and constructed to:</p> <ul style="list-style-type: none"> • remain operational and safe for users in times of flood; • result in no net loss of floodplain storage; • not impede water flows and not increase flood risk elsewhere. <p><i>EA asked for clarification: We were highlighting the additional design and construction requirements for essential infrastructure that may need to be located in flood risk areas. These points could be added</i></p>	Agreed.	Add text to the sequential test and policy.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p><i>to the conclusions column i.e. as supplementary text to “Exception Test required” and/or to the supporting text of the policy.</i></p>		
Environment Agency	Development Boundary policy.	<p>The policies for ‘Oulton Broad Development Boundary’, ‘Hoveton and Wroxham Development Boundary’ and ‘Thorpe St Andrew Development Boundary’ need to consider Climate Change in the application of the Sequential Test, as detailed above. This could potentially represent a constraint to these policies if there is a significant change in the boundary of Flood Zone 3b, constraining the potential to deliver housing and employment.</p> <p>We note the policy describes the flood zone as “Various, but generally flood zone 3 and indicative or modelled 3”. This should be clarified to state “indicative or modelled 3b”.</p> <p>As noted in the conclusions, the Sequential Test will need to be applied if or when any applications for development in a flood zone come forward in these policy locations.</p>	Regarding describing the flood risk – agree.	Amend description of flood risk.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<i>EA asked for clarification: Some were really for reference regarding any future applications. Nothing further needed at this stage.</i>		
Norfolk County Council LLFA	Throughout	The LLFA notes that throughout the documents there are unreferenced quotes from NPPG. The LLFA recommends the paragraph number is included in the reference.	Agree.	Paragraph numbers added.
Norfolk County Council LLFA	Throughout	In addition, the LLFA notes the document references the secondary guidance rather than the policy requirements from NPPF. The LLFA would recommend that some referencing back to the NPPF would improve the strength and quality of the document.	Noted. We feel that there is adequate reference to the NPPF. In the absence of specific references and suggestions, no further action.	No change to sequential test.
Norfolk County Council LLFA	Throughout	In section 3, there is a typo that requires correction in the title which states 'Exceptions Test'. However, it should read Exception Test. The LLFA recommends the correction is applied to both the title and elsewhere in the document.	Agree.	Exception Test not Exceptions Tet.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
Norfolk County Council LLFA		<p>It is clear in section 5 that only flooding from rivers and the sea has been considered.</p> <p>There is no justification provided for this approach in the document. NPPF in paragraph 167 (a) states</p> <p>"All plans should apply a sequential, risk-based approach to the location of development – taking into account all sources of flood risk and the current and future impacts of climate change – so as to avoid, where possible, flood risk to people and property. They should do this, and manage any residual risk, by:</p> <p>(a) applying the sequential test and then, if necessary, the exception test as set out below;"</p> <p>Therefore, at present the information in section 5 is considered incomplete as not all sources of flood risk have been considered during the application of the sequential test. Further work is required.</p>	Agree.	Add a new column that talks about the site in question and all sources of flood risk.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
Norfolk County Council LLFA	General comment	<p>In addition, in NPPF Paragraph 170 states</p> <p><i>"To pass the exception test it should be demonstrated that:</i></p> <p><i>(a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and</i></p> <p><i>(b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall."</i></p> <p>This appears to indicate that an FRA is required to pass the exception test which is required to enable site allocation to occur.</p> <p>Furthermore, the guidance in NPPG for Flood Risk and Coastal Change in paragraph 31 states that</p> <p><i>"The Exception Test requires two additional elements to be satisfied (as set out in paragraph 164 of the National Planning Policy Framework) before allowing</i></p>	Comments noted and specific policy areas queried, and responses included as follows.	See following rows.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p><i>development to be allocated or permitted in situations where suitable sites at lower risk of flooding are not available following application of the sequential test."</i></p> <p>Therefore, the document will need to be updated to accurately reflect the national policy and guidance should the need for the exception test be required for any of the potential site allocations be considered. It is likely that the developer would need to undertake a suitable FRA to support the allocation process in the local plan.</p> <p>LLFA contacted for clarification: The LLFA are advising on the national policy requirements. In relation to the residential moorings, the exception test will need to be applied and passed prior to allocation. There are two parts of the exception test (as defined by NPPF paragraph 170) states that: "To pass the exception test it should be demonstrated that: (a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and</p>		

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>(b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall."</p>		
<p>Norfolk County Council LLFA</p>	<p>Residential moorings</p>	<p>For the residential mooring sites to be allocated, both parts of the exception test will need to be passed. It appears that an evidence base could prepare to demonstrate the wider sustainability benefits to the community that outweigh the flood risk. While a flood risk assessment could be prepared to provide evidence to demonstrate the site would pass part b.</p> <p>The guidance in PPG for Flood Risk and Coastal Change in paragraph 31 states that: <i>"The Exception Test requires two additional elements to be satisfied (as set out in paragraph 164 of the National Planning Policy Framework) before allowing development to be allocated or permitted in</i></p>	<p>In relation to residential moorings, The Government in the 2016 Planning Act tells us to find the need for those who live on boats and meet that need. And we set out in the supporting text that schemes will need an FRA and flood response plan and have how they are tethered and moored monitored. So they may need the exception test but have got to pass it as the Government tells us to find sites for resi moorings</p>	<p>Regarding residential moorings: add a general note in the sequential test and exception test about residential moorings.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p><i>situations where suitable sites at lower risk of flooding are not available following application of the sequential test."</i></p> <p>The LLFA notes the guidance has not been update since the December 2023 update to NPPF, which is why it refers to the paragraph 164, the previous number of paragraph 170. As can be seen, NPPF and its supporting guidance clearly requires the need for this information to be provided to support the allocation of sites.</p>	<p>which are residential in flood zone3b.</p>	
<p>Norfolk County Council LLFA</p>	<p>DIT1 and FLE1</p>	<p>NPPF Guidance is clear that developments must be assessed based on the proposed use and associated vulnerability class of the proposed development.</p> <p>On the scenario indicated in the enquiry where the applicant may wish to submit an altered planning application compared to the local plan allocation, the policy is clearly presented in paragraph 172. It states: "Where planning applications come forward on sites allocated in the development plan through the sequential test, applicants need</p>	<p>In terms if DIT1 and FLE1 We are not promoting any kind of development. We are protecting it as a sports facility and saying the considerations that any proposals they want to come forward need to consider. Now the sequential test talks about drinking establishment on site, but the Local Plan is</p>	<p>Add text in sequential test and Local Plan to say that Exception Test may need to be applied at the planning application stage, depending on the proposals being put forward.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>not apply the sequential test again. However, the exception test may need to be reapplied if relevant aspects of the proposal had not been considered when the test was applied at the plan-making stage, or if more recent information about existing or potential flood risk should be taken into account."</p> <p>Therefore, if there is any change in the use of the proposed development in the application, there may be the need to apply the exception test.</p>	<p>not promoting drink establishment in the local plan; it is already there.</p>	
<p>Norfolk County Council LLFA</p>	<p>HOV5 – Hoveton Town Centre and OUL3 Oulton District Centre and PHRB1 – Lathams etc.</p>	<p>As previously stated, the application of the sequential and exception test relates to proposed future developments. Therefore, if the local plan is proposing to allocate these sites for new development, the local plan will need to state the nature of the proposed development in these locations in order to undertake the assessments required to develop the supporting evidence base.</p>	<p>Again, we are not promoting a certain use at a certain site. We are protecting the area as a town centre and therefore as per national policy, any uses that come forward need to be appropriate for a centre use. And also appropriate to the flood risk for the site which that use is located – none of which are</p>	<p>Add text in sequential test and Local Plan to say that Exception Test may need to be applied at the planning application stage, depending on the proposals being put forward.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
			known or promoted in the policy.	
Norfolk County Council LLFA	OUL2 and THU1has	If it is a historic site with a granted planning application, then we suggest it is worth consulting with a planner on whether this should be kept in the plan rather than consulting the LLFA on this matter.	These sites have permission now which is implemented. They are kept in the local plan in case any plans/proposals for the sites are changed.	See amendments to these policies discussed elsewhere in the table.
Norfolk County Council LLFA	Pubs	As previously stated, the application of the sequential and exception test relates to proposed future developments. Therefore, if the local plan is proposing to allocate these sites for new development, the local plan will need to state the nature of the proposed development in these locations in order to undertake the assessments required to develop the supporting evidence base.	This is a protection policy that sets parameters for any changes. The Local Plan does not promote anything like more covers or extensions for more drinking areas.	Add text in sequential test and Local Plan to say that Exception Test may need to be applied at the planning application stage, depending on the proposals being put forward.
Norfolk County Council LLFA	Main road network	We suggest consulting with a planner on whether this should be in the plan as an allocated site because it is not something	This is policy that seeks protection of these assets and sets parameters.	See amendments to these policies discussed elsewhere in the table

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		that the LLFA has seen included before without a proposed development being defined.		
Norfolk County Council LLFA	Rail halts and mills	As previously stated, the application of the sequential and exception test relates to proposed future developments. Therefore, if the local plan is proposing to allocate these sites for new development, the local plan will need to state the nature of the proposed development in these locations in order to undertake the assessments required to develop the supporting evidence base.	This is policy that seeks protection of these assets and sets parameters.	See amendments to these policies discussed elsewhere in the table
Norfolk County Council LLFA	Throughout and POHOR4: Horning Sailing Club	In section 5, the " <i>brief description</i> " of the proposed development is found to be incomplete in a number of instances as it does not state the use of the site in terms that are consistent with the uses identified in the vulnerability class. For example, POHOR4: Horning Sailing Club the brief description states " <i>sailing club buildings</i> ". It does not state the function of these buildings. This could have a significant impact on the vulnerability class of the buildings. A	See other rows that talk about specific policies. POHOR4: Horning Sailing Club: This is noted, but in that particular example, the policy is a protective policy and is not promoting any development and the sailing club is there and has been for years. Lots of	POHOR4: Horning Sailing Club: Add text in sequential test and Local Plan to say that Exception Test may need to be applied at the planning application stage, depending on the proposals being put forward.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>boathouse used for the storage of a boats would be water compatible which would be an appropriate use in flood zone 3b. However, a club house used for entertainment and social gathering, with cafe facilities etc would fall into the less vulnerable class and would not be acceptable in flood zone 3b, with no option for the application of the exception test. Therefore, for the description of the use of the development is an important part of the assessment and a better description is required.</p> <p>LLFA asked for clarification: As previously stated, the application of the sequential and exception test relates to proposed future developments. Therefore, if the local plan is proposing to allocate these sites for new development, the local plan will need to state the nature of the proposed development in these locations in order to undertake the assessments required to develop the supporting evidence base.</p>	<p>policies are protecting what is there. They may give general guidance about what a proposal on a site needs to consider, but a lot of our policies are not promoting a type of development.</p>	

Organisation	Section of the draft Sequential Test	Comment	Response	Action
Norfolk County Council LLFA	General comment	Furthermore, there are occasions where it appears that the application of the sequential and exception tests has been applied inconsistently when compared with national policy. Again, this could be due to lack of appropriate information and description in the table in section 5. Further work is required as the information given in the summary table is incomplete and it is not possible to appropriately apply the sequential and exception test with this information and is open to challenge as it stands.	It is presumed these occasions are the specific areas discussed elsewhere in the table.	See previous rows.

The updated/amended Sequential Test was then sent round to the EA and LLFA for final comment in June 2024.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
Environment Agency	Throughout.	We have some concern that the document puts the EA forward as ruling on the determination of considerations over whether staithes, boatyards and backwaters should be viewed as Marinas. It is up to the LPA to decide on the flood risk vulnerability classification of any given development, not the Environment Agency. We therefore	Agree.	Replace with suggested text throughout document.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		request that the sentence “Aware that the EA consider these as effectively marinas so water compatible”, which is used throughout the document, be replaced with “These are considered as effectively marinas so water compatible”. (To confirm, we don’t disagree with the definition of water compatible).		
Environment Agency	POGTY1	POGTY1 – Given that the site is now confirmed as being FZ3, the conclusions text should now say “A sequential test will need to be applied at the application stage as the final land use is not specified in the policy”.	Agree.	Amend conclusion cell as suggested.
Environment Agency	POHOR8	POHOR8 – Not an essential change but still think that (as mentioned previously) stating specifically that the Exception Test doesn’t apply as the policy is for the retention of existing uses would be useful for clarity.	Agree.	Amend wording re Exception Test as suggested.
Environment Agency	POWHI2	POWHI2 – It would be useful for clarity if the conclusions column referred to the requirement to take a sequential approach to development on site.	Agree.	Amend conclusion cell as suggested.
Norfolk County Council LLFA	Section 5	The LLFA points out that in section 5 on residential moorings for the proposed sites to be allocated, the application of the sequential and exception test will need to be	Noted. The residential moorings are in flood zone 3b and the boat on which the person would live is in the waterbody which is	Add some wording about the sequential test to section 5 as follows:

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>completed first. Therefore, it is not possible to say that as the site is allocated it passes part b of the exception test. The LLFA would suggest the rewording of this section that focuses on the provision of evidence that assesses and demonstrates the significance of the flood risk, the mitigation measures necessary to reduce the impact of the flood risk and management measures that will be included to mitigate the residual impacts of flood risk and the associated mitigation. Once this has been undertaken and achieved for each site, then the proposed development could be considered as having a sufficient evidence base for the consideration of whether the allocation of each site is appropriate or not. Without this evidence base, it is not possible to allocate site in accordance with NPPF and NPPG.</p>	<p>flood zone 3b. There is no avoiding that for residential moorings. The Housing and Planning Act 2016 at paragraph 124 sets a requirement to consider the needs for where houseboats can be moored. So we are required by law to meet the need of those living on boats on inland waterways. It is therefore not clear how the allocation of residential moorings, whereby the boat to be lived on and the mooring itself are in 3b, can have the sequential test applied.</p>	<p>The aim of the sequential approach/test is set out in the NPPG which says: ‘The approach 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. This means avoiding, so far as possible, development in current and future medium and high flood risk areas considering all sources of flooding including areas at risk of surface water flooding’. Residential moorings and the boat that will subsequently be lived on are in flood zone 3b by their very nature. The Housing and Planning Act 2016 at Section 124 requires Local Planning Authorities to identify and meet the need of those who live on a boat. So we are required by law to meet the need of those living on boats</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
				<p>on inland waterways. It is therefore not clear how the allocation of residential moorings, whereby the boat to be lived on and the mooring itself are in 3b, can have the sequential test applied as if you are living on a boat that is on water then you can't be located in areas of lower risk of flooding.</p>
Norfolk County Council LLFA	Section 6	<p>The LLFA notes there is duplication of text in section 6 which requires amending. In addition, one of the points given in paragraph 079 of the NPPG has not been copied into the document. This is "not impede water flows and not increase flood risk elsewhere". The LLFA requests that an appropriate update is made.</p>	Noted and agree.	Remove duplication and ensure paragraph 079 bullet points are all copied over.
Norfolk County Council LLFA	Section 6	<p>Also in relation to section 6, the LLFA notes the document considers residential accommodation with moorings (POBRU1) and residential moorings (POBRU6, POCHE1, POGIL1) to be water compatible</p>	Noted. This is advice from the EA – see elsewhere in the previous table of comments.	No change to Sequential Test.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		<p>development. The LLFA notes there are two different types of vulnerable development; the moorings which are "water compatible"; and the residential riverside chalets / residential accommodation on the vessels are either "more vulnerable" or "highly vulnerable". The vulnerability classification of the residential accommodation would depend on the type of construction used such as traditional dwelling construction or park home / caravan construction. Therefore, if these proposed developments were in Flood Zone 3 (or 2 depending on which construction type), the exception test would need to be applied before the site could be allocated.</p>	<p>BRU1 clearly says that no new holiday or market residential dwellings will be permitted.</p>	
<p>Norfolk County Council LLFA</p>	<p>Section 8</p>	<p>The LLFA reminds the LPA that the limited description of the proposed development in the Table in section 8 leads to ambiguity of the proposed development. For example, POHOR3 states "Waterside plots including some buildings. General upkeep." in the description. While later in this row in the table the vulnerability class is described as "Chalets (including gardens [1]) – More</p>	<p>POHOR3 does not allocate the site for development or propose development at the site. The policy contains wording about what can happen at the site within parameters such as flood risk, which is quoted as a constraint. A reader can</p>	<p>No change to Sequential Test.</p>

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		vulnerable". Therefore, the proposed development is actually a residential development and not water compatible as indicated in section 6. These inconsistencies need to be addressed as it will undermine the local plan policies and result in the inappropriate and incorrect application of NPPF.	read the policies in detail if they wish, but the table in section 8 clearly identifies this column as being a 'brief description'.	
Norfolk County Council LLFA	POHOR4, POHOR6 and POHOR7,	There are a number of sites, such as POHOR4, POHOR6 and POHOR7, where it is not possible to determine what type of development is proposed there. Therefore, for sites such as the sailing club, only water compatible aspects of the club would be allocated under the current proposal such as those listed in Annex 3. Any other developments such as shops, offices, restaurants and residential facilities would not be considered as allocated in terms of the sequential and exception test and would require further assessment and evidence for these types of development to occur. While for the POHOR7 with the description of "Seeks minimal development" it's not possible to determine what type of	These policies do not allocate the sites for development or propose development at the sites. The policies quoted contain wording about what can happen at the site within parameters such as flood risk, which is quoted as a constraint. A reader can read the policies in detail if they wish, but the table in section 8 clearly identifies this column as being a 'brief description'. Furthermore, in Horning, no residential development can come	No change to Sequential Test.

Organisation	Section of the draft Sequential Test	Comment	Response	Action
		development is proposed at these moorings, therefore, even though the site is identified nothing can be assessed, resulting in no meaningful allocation. The LLFA recommends the LPA reviews and better defines the type of the proposed development.	forward due to capacity constraints at the Water Recycling Centre.	
Norfolk County Council LLFA	Section 6	In section 6 the title refers to a very specific technical phrase "water compatible uses", yet in the second paragraph of the section, there is reference to sites that have a higher vulnerability class as also being considered as water compatible.	Observation noted, although no clear request is included. However, wording could be improved.	Make this change to wording: This applies to relevant uses, classed as water compatible, at these sites: POBRU1, POBRU2, POBRU3, POBRU4, POBRU5, POBRU6, POCHE1, PODIL 1, PODIT1, PODIT2, POGIL1, POHOR3, POHOR4, POHOR5, POHOR6, POHOR7, POHOV1, POLOD1, PONOR2, POORM1 ("depending on precise operation"), POOUL1, POPHRB3, POSOL1, POSOM1, POSTA1, POTSA1, POTSA2 (unless more vulnerable development is proposed), POTSA3, POTSA4, POTSA5, POWHI1 (aside for café and car park), POSSTRI, POSSUT,

Organisation	Section of the draft Sequential Test	Comment	Response	Action
				POSSTRACKS, POSSSTAITHES, POSSCOAST, POSSLGS, PODM9. It should be noted that some uses of these areas may have different vulnerability classes.
Norfolk County Council LLFA	Section 7	In section 7 there are a couple of typos that require addressing.	Noted and these will be addressed.	Ensure check typos.
Norfolk County Council LLFA	General comment	The LLFA has recently updated the developer guidance on the information required by the LLFA from applicants, which can be found at https://www.norfolk.gov.uk/rubbish-recycling-and-planning/flood-and-water-management/information-for-developers .	Noted.	No change to Sequential Test.

Development Boundaries Topic Paper

Updated [August 2024](#)

DRAFT

Contents

1. Introduction	2
2. The Settlement Study	3
3. Settlements in the Broads and the potential for Development Boundaries.....	3
4. Comments received as part of Issues and Options consultation	8
5. The option of not having development boundaries.	9
6. Horning Water Recycling Centre – capacity issues	13
7. A development boundary for Filby?	13
8. Development Boundaries in the new Local Plan.....	16
Appendix 1: Short technical consultation.....	17
Appendix 2: Maps of settlements in the Broads with good access to services and facilities .	19
Appendix 3: Issues and Options comments.....	39
Appendix 4: Sustainability Appraisal of Development Boundaries policy options	48
Appendix 5: Proposed draft Development Boundary Policy.....	52
Appendix 6: Comments received as part of the Preferred Options consultation.....	57

1. Introduction

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

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

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

This version of the Topic Paper is intended to support the update of the Local Plan. It sets out the proposed development boundaries to be included in the new Local Plan.

This is an update to the [August 2023](#) version, to take on board comments received during the Issues and Options consultation (see [section 4](#) and [Appendix 3](#)) [and Preferred Options consultation \(see Appendix 6\)](#).

2. The Settlement Study

The Settlement Study¹, completed throughout 2021/22 and updated in 2023, sets out the methodology for assessing if settlements have good access to facilities and services. This study scored settlements according to access to schools and shops for example. The settlements included in Section 3 were assessed as having the best access to services and facilities. Those highlighted in green already have development boundaries as discussed previously. It is important to note that just because a settlement may be sustainable in terms of the facilities and services nearby, it does not automatically follow that it should have a development boundary (or indeed development) as there may be on-site or local issues that would indicate a development boundary is not appropriate. Please note that during the 2023 update, in response to a comment received as part of the Issues and Options consultation, allotments were added as a facility or service. [And following the Preferred Options consultation, a section about Filby has been added. See section 7.](#)

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

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

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

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

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

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

Settlement	District/Borough	Place in District's Settlement Hierarchy.	Commentary of built-up area in the Broads
			A149, settlement and large boatyards make this area less sensitive. Policy STA1 includes some landscape requirements which would help safeguard landscape character.
Ludham	North Norfolk	Large Growth Villages	Some boatyards and dwellings around Womack Water. Away from the main settlement. Most of the built-up areas are at risk of flooding. Womack water has special qualities which would be vulnerable to further development
Cantley	Broadland	Village cluster	Some dwellings along Station Road which are close/adjoining the main settlement as well as the Sugar Beat Factory. Parts of Station Road and parts of the Factory not at risk of flooding.
Filby	Great Yarmouth	Secondary Village	Dwellings and pubs to the west of Thrigby Road. Generally, the settlement is linear in nature. Generally, nearer the road, no flood risk, but nearer the Broad, tends to be at risk of flooding.

4. Comments received as part of Issues and Options consultation

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

Question 37: Do you have any comments on the development boundaries as they are currently drawn?

Question 38: Do you have any comments on the Settlement Study?

Question 39: Do you have any comments on the Development Boundary Topic Paper?

Question 40: Do you have any suggestions for other development boundaries in the Broads? Please explain your suggestion.

The responses are included at Appendix 3.

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

² [The Local Plan for the Broads: Review - Issues and Options Consultation \(broads-authority.gov.uk\)](https://www.broads-authority.gov.uk), section 29.

5. The option of not having development boundaries.

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

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

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

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

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

- a) Criteria based development boundary policy – would not use a spatial approach but use a criteria-based approach.

b) Spatial approach – using boundaries on a map.

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

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

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

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

The New Local Plan will therefore include development boundaries.

6. Horning Water Recycling Centre – capacity issues

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

- Concerns regarding development in the catchment of the WRC relates to the potential impact of rising nutrient loads on the river and sensitive downstream receptors and excess flows caused from water ingress into the system.
- Water ingress is from surface water, river over topping and the resultant groundwater infiltration which is compounded through defects in the public and private network.
- Development that would add foul water flows or increase surface water run off are not permitted in the Horning area.

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

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

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

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

7. [A development boundary for Filby?](#)

[During the consultation on the Preferred Options version of the Local Plan \(see Section 7\), Great Yarmouth Borough Council recommended that the part of Filby that is within the Broads should have a development boundary to complement the development boundary of the part of Filby that is within their planning area. On checking the assessment of Filby in the Settlement Study, Filby rates favourably in terms of services and facilities in the settlement and so some options for a development boundary in the Broads part of Filby were produced. This was sent to Filby Parish Council for comment, as well as internally to heritage, landscape and ecology Officers at the Broads Authority for comment. There was general support, with some suggestions for amendments.](#)

[Given that this is a new area for a development boundary, we intend to ask a question in the Publication Version of the Local Plan to ascertain what stakeholders and the public think of a development boundary for the part of Filby in the Broads. We also intend to ask if artea y should be within the development boundary or not.](#)

It should be noted that the form of the proposed development boundary for the Filby part of the Broads reflects the settlement fringe landscape type that is identified in the area. Settlement fringe is a landscape type found repeatedly throughout the Broads, where settlement and semi natural/natural environment converge. The Broads' Landscape Character Assessment identifies areas that are classed as Settlement Fringe. Invariably around any settlement there are pressures for use other than for traditional agriculture. Many of these pressures are generated as a direct result of recreational and leisure activities. Developments can be varied and include garden extensions with their associated fencing and features, allotments, poultry keeping, horse keeping, sports pitches, pond construction (fishing and wildfowling), storage of scrap items and so on. Policy PUBDM26: Protection and enhancement of settlement fringe landscape character seeks to protect this landscape type.

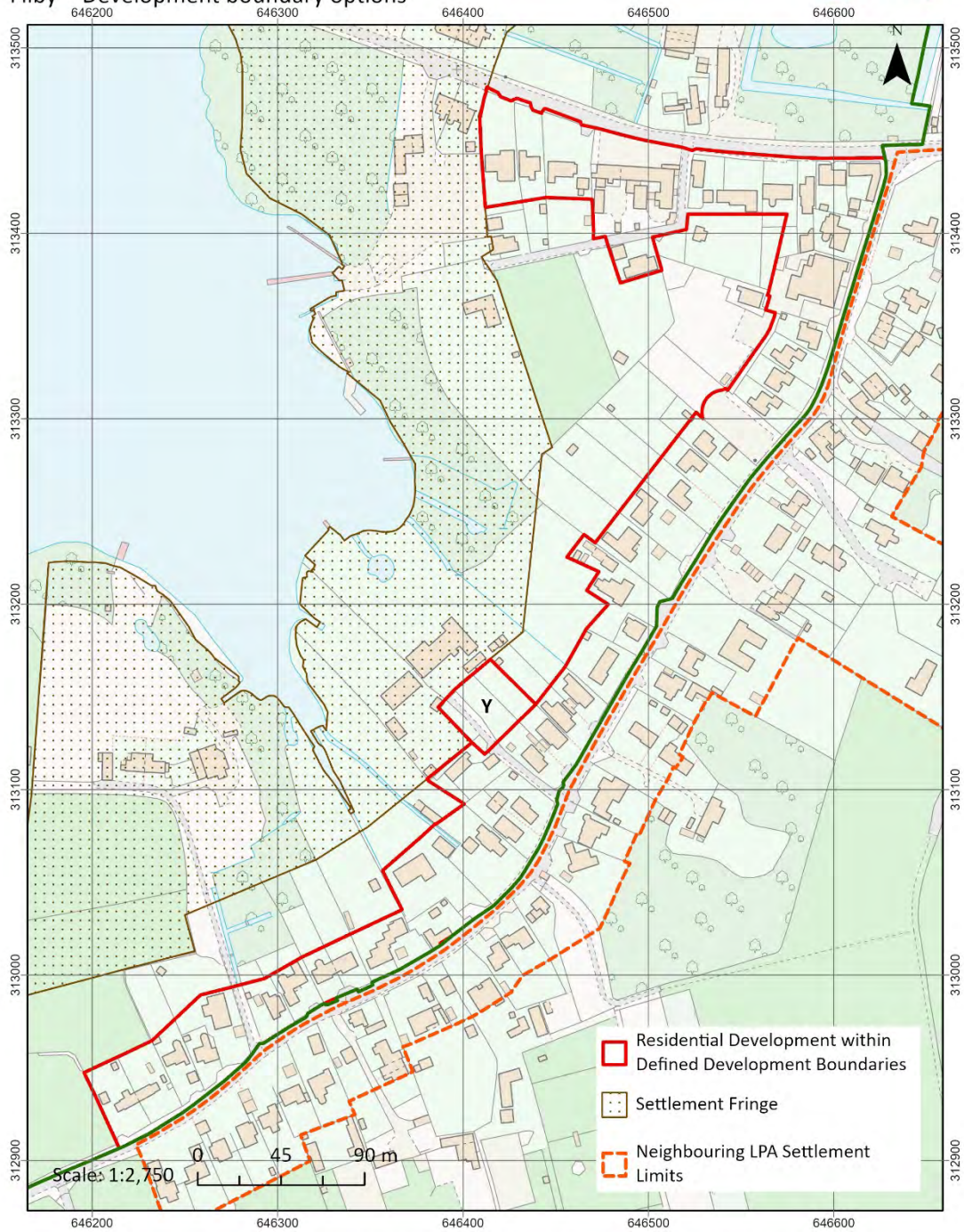
Constraints and features of Filby:

- Some protected trees in the area.
- EA flood zone 2 and 3 and SFRA indicative flood zone 3 covers some properties and gardens.
- Close to SAC and SSSI.
- Part of Filby in SSSI impact zone.
- Settlement fringe landscape type nearby.

Development Boundary for Filby – general information:

The western side of Thrigby Road is within the designated Broads area. Elsewhere, Great Yarmouth Borough Council is the local planning authority. The part of Filby in the Broads is urban in nature along the road frontage, but backs onto Filby Broad. Filby itself has some facilities and services including, a primary school, everyday shop and post office. Although there is a range of buildings and uses within the identified boundary, in practice it is not anticipated that there will be a great deal of development in the foreseeable future. The development boundary provides additional scope for some redevelopment if opportunities arise, subject to flood risk - the relevant Local Plan and National Planning Policy Framework Policies will apply, and a site flood risk assessment may be required to establish the degree of risk.

Filby - Development boundary options



© Crown copyright [and database rights] 2024 OS AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. ©Norfolk County Council (Norfolk Historic Environment Record).

8. Development Boundaries in the new Local Plan

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

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

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

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

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

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

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

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

Appendix 1: Short technical consultation

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

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

Suffolk County Council

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

Landscape Architect

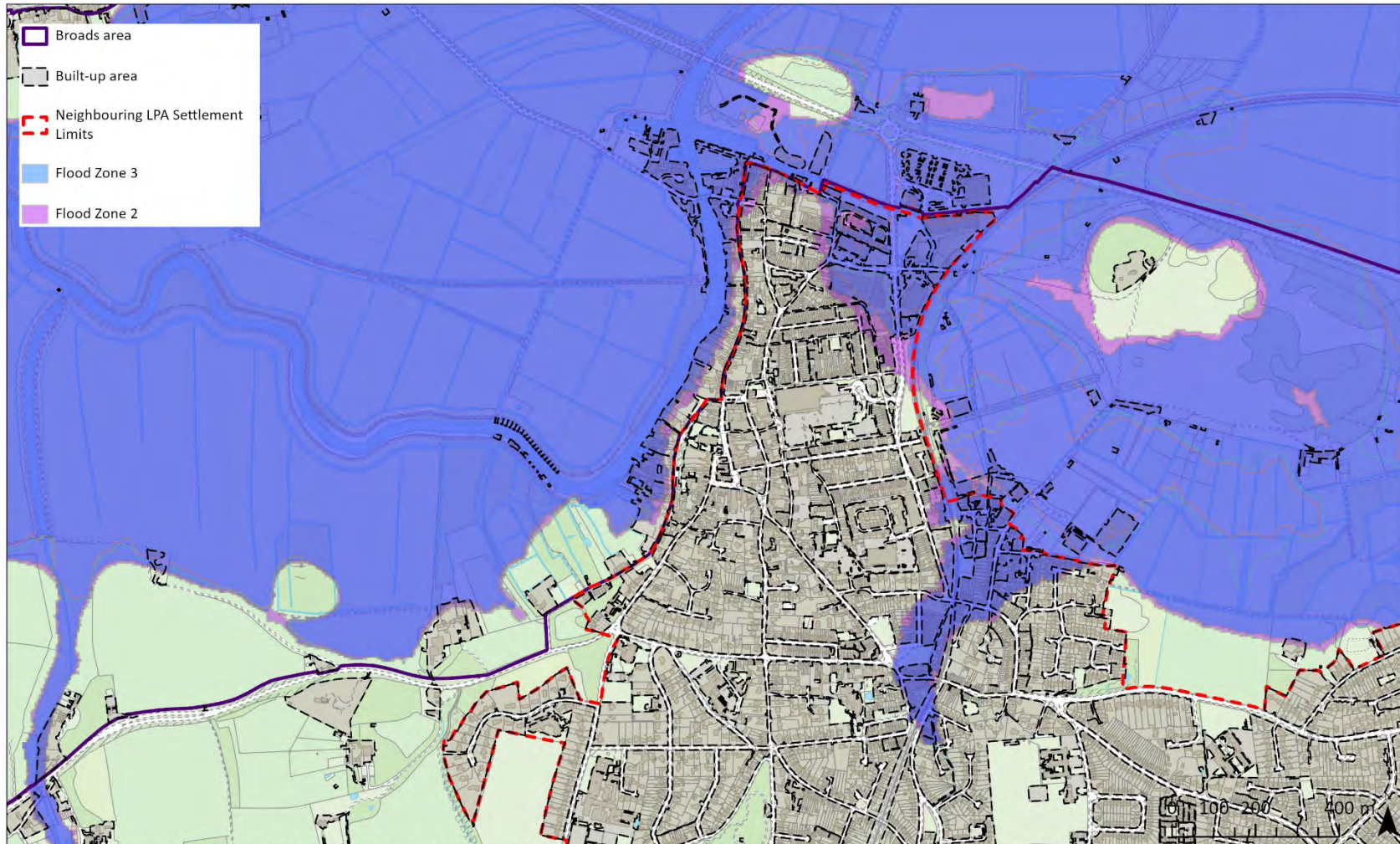
- **Beccles** – Open areas around Beccles are subjected to pressures from different settlement fringe type development which potentially can erode the traditional pastoral landscape of the marshland. The incremental impacts of even small-scale developments or activities can ultimately have cumulative adverse effects on the local landscape character. Development boundary likely to be inappropriate.
- **Brundall** – Development boundary is likely to be inappropriate.
- **Bungay/Ditchingham Dam** - Development likely to have adverse effects on landscape character. Visual impacts of built development and infrastructure around of Bungay allied to the leisure/holiday developments within the area tend to detract from the perceived naturalness of the area. As for Beccles, open areas around Bungay/Ditchingham are subjected to pressures from different settlement fringe type development, the incremental impacts of which can ultimately have cumulative adverse effects on the local landscape character. Development boundary is likely to be inappropriate.
- **Chedgrave and Loddon** – Given the SNDC allocation of 200 dwellings which will cause pressures on the adjacent Broads, there doesn't seem to be justification for introducing a development boundary.

- **Coltishall** - Quite sensitive having a conservation area etc. The settlement is well vegetated and a neat and simple contrast to the apparently unmanaged surrounding valley. It is a main land-based access point to the river valley and is a principal base for recreational boating activity. As such development boundary is likely to be inappropriate.
- **Horning** - Further built development would be likely to exacerbate existing problems such as drainage, Crabbett's Marsh, suburbanisation, and cause erosion of the area's landscape and nature conservation value.
- **Ludham - Womack** water has special qualities which would be vulnerable to further development. Development boundary is likely to be inappropriate.
- **Neatishead** - Development boundary is likely to be inappropriate.
- **Norwich** – I assume policy NOR1 will be updated to reflect the East Norwich Masterplan [[East Norwich Masterplan | Norwich City Council](#)] and forthcoming SPD.
- **Oulton Broad** – No specific comments. Aware of the Pegasus development.
- **Potter Heigham Bridge** – The only suitable development on this particular site would need to be 'Water Compatible' such as boat yards etc. Development boundary is likely to be inappropriate.
- **Reedham** – Visual impacts of built development could detract from the perceived naturalness and tranquillity of the area. Development boundary is likely to be inappropriate.
- **Stalham Staithe** – agree that there may be potential for development, including residential moorings. Proximity of A149, settlement and large boatyards make this area less sensitive. Policy STA1 includes some landscape requirements which would help safeguard landscape character.
- **Thorpe St Andrew** – Development is unlikely to help reduce urbanising effects in this area and create a more effective transition from the urban environment to the open countryside.
- **Wroxham and Hoveton** – Existing development boundary probably fine – extending it would not seem appropriate given density of current development/activity and lack of open space.
- **The Broads' Landscape Character Assessment** identifies areas that are classed as Settlement Fringe. Many of the locations above are identified as such. See also map Appendix A in Settlement Fringe Topic Paper: [Settlement-Fringe-Topic-Paper-Jan-2017.pdf \(broads-authority.gov.uk\)](#)
- **Policy DM20: Protection and enhancement of settlement fringe landscape character** is useful in considering development in such areas. Clearly, we just need to be mindful that creating new development boundaries and extending existing ones should avoid potential friction between this policy and new development boundaries.

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

Beccles

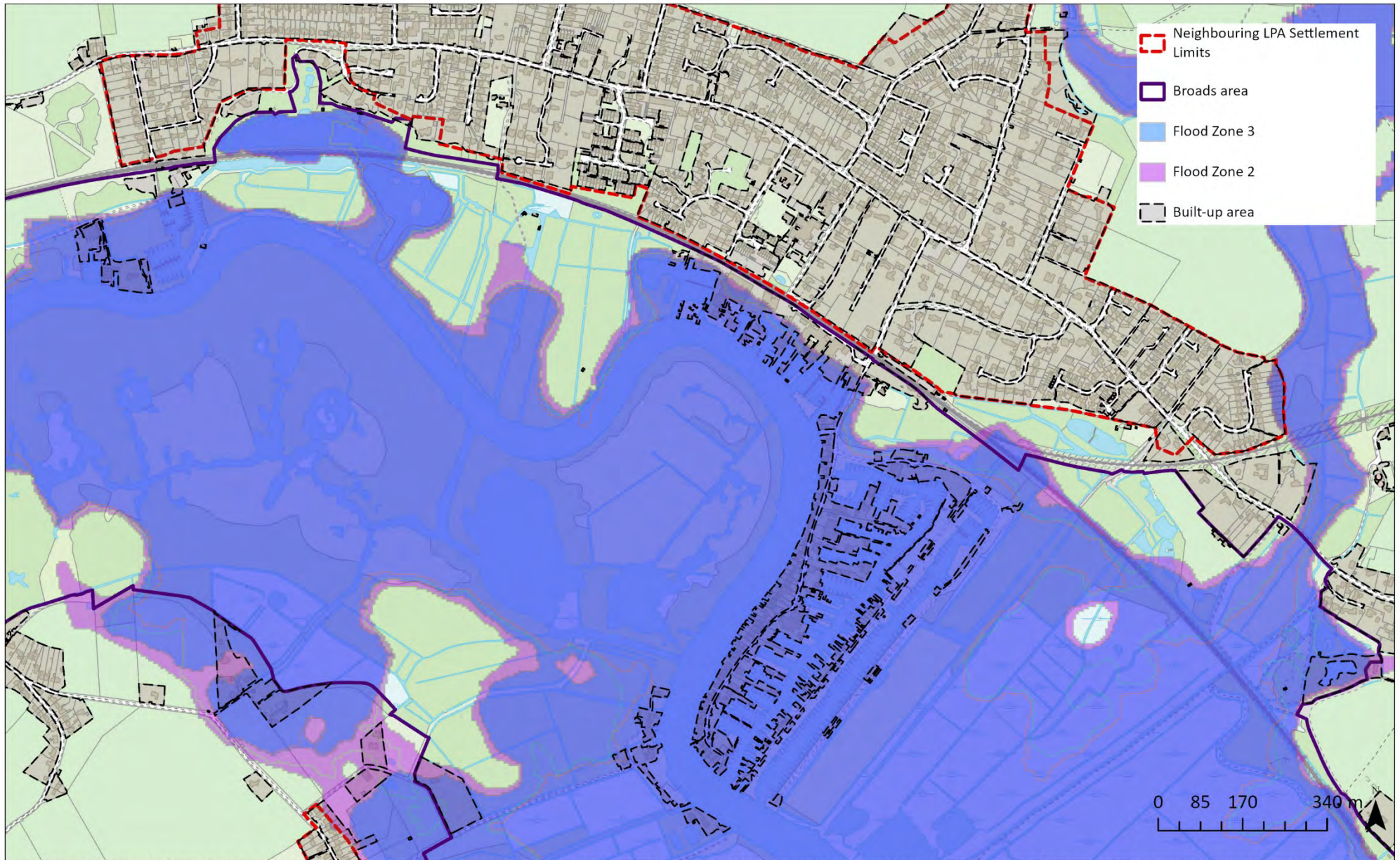
Scale: 1:12,000



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

Brundall

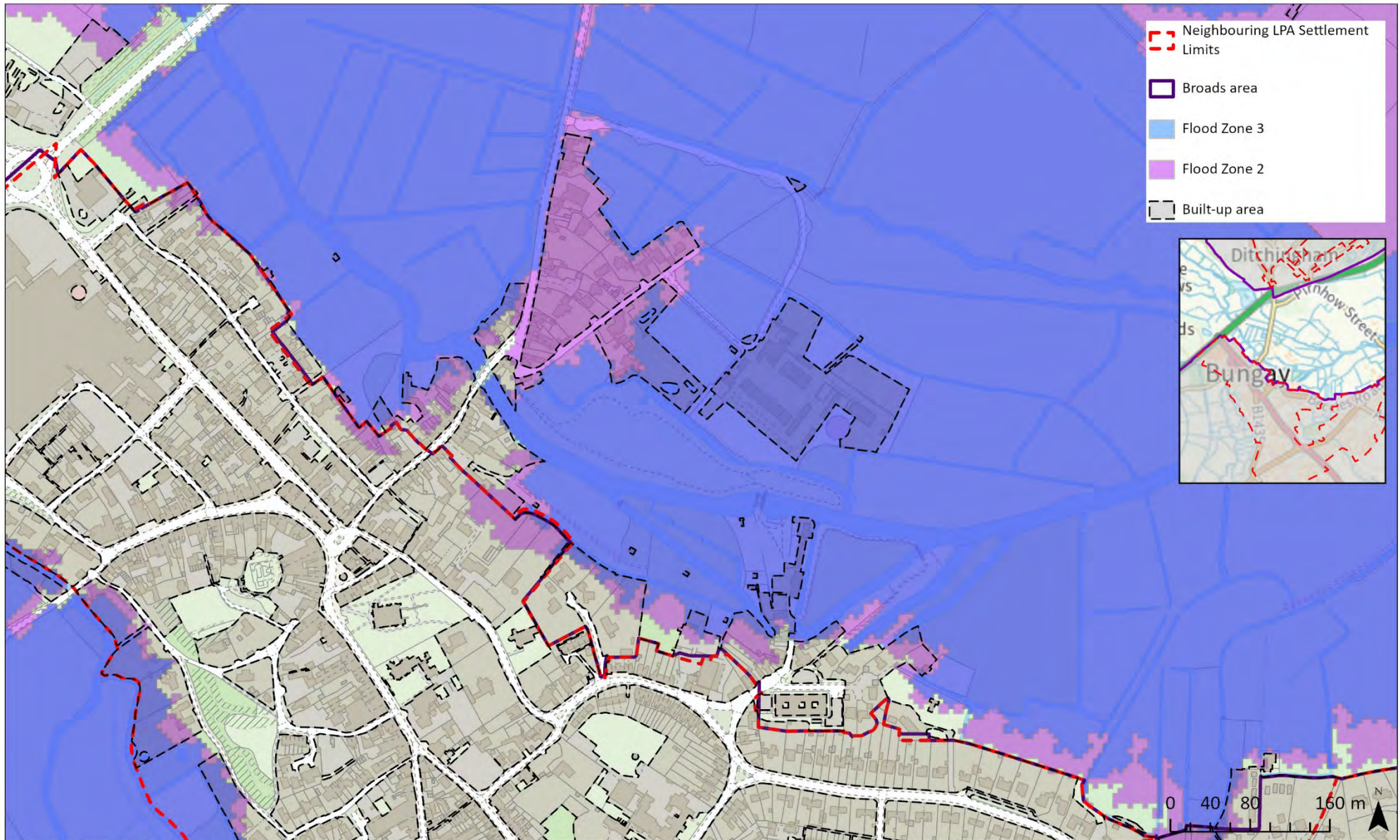
Scale: 1:10,000



20

Bungay

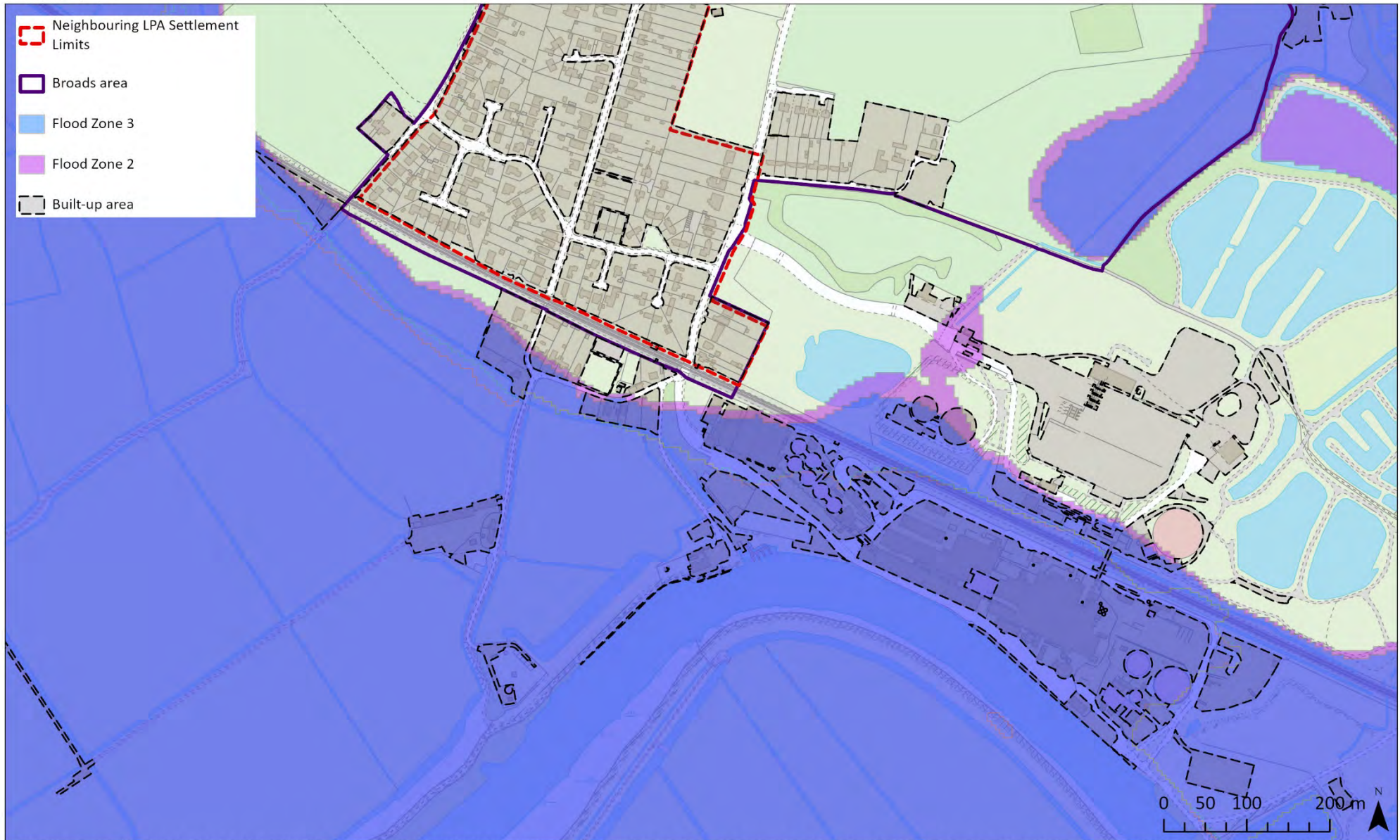
Scale: 1:5,000



21 © Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

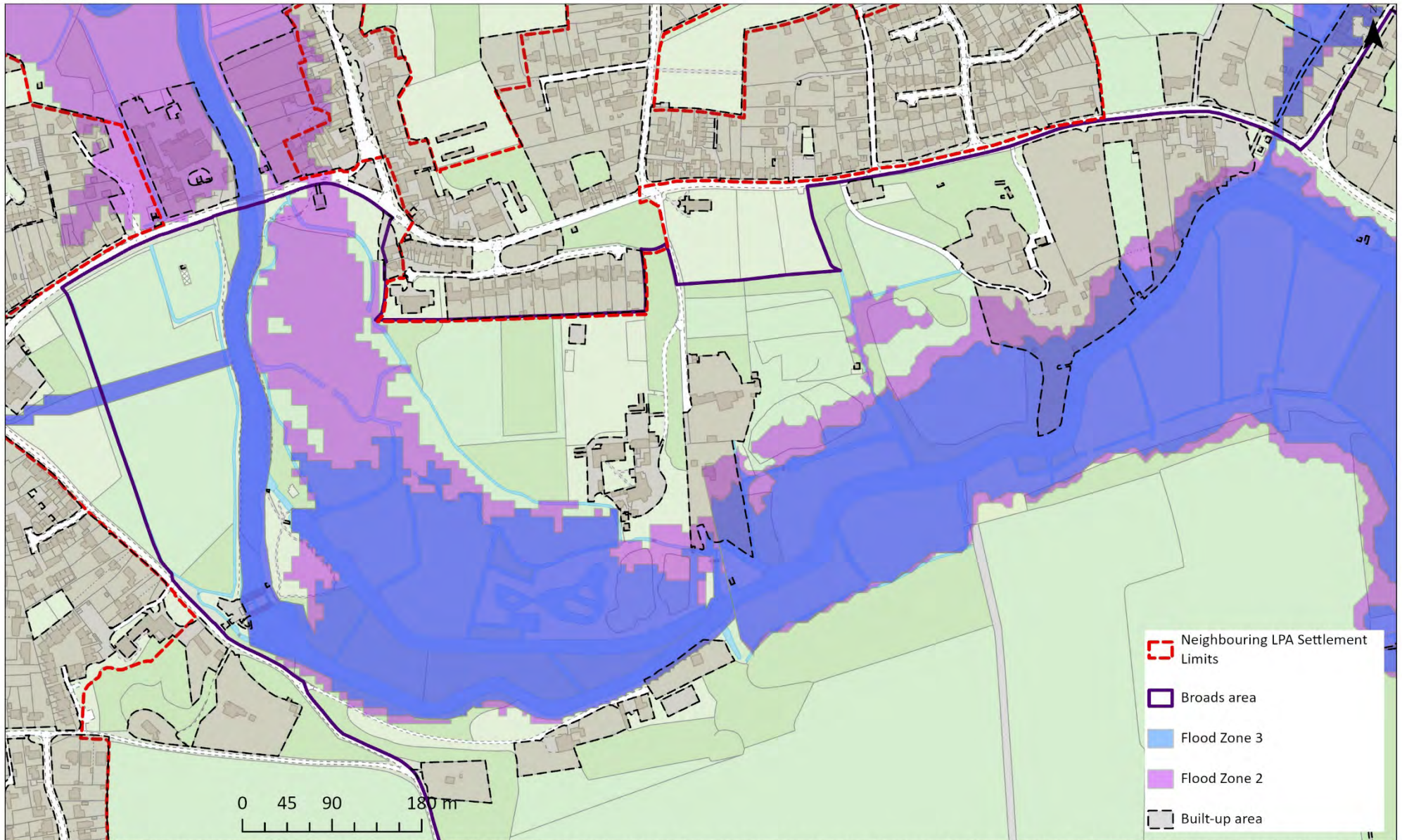
Cantley

Scale: 1:6,000



Coltishall

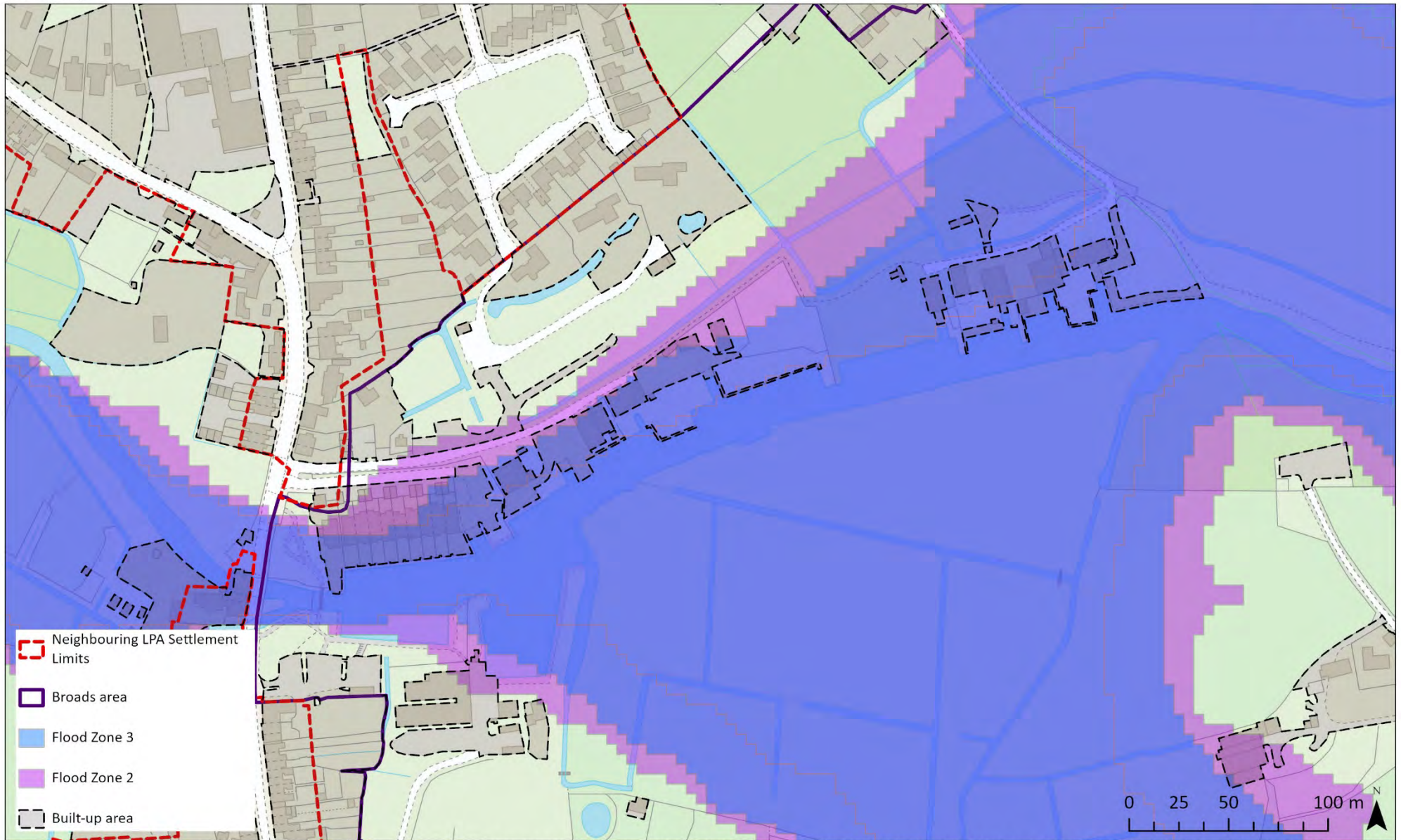
Scale: 1:5,000



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

Chedgrave

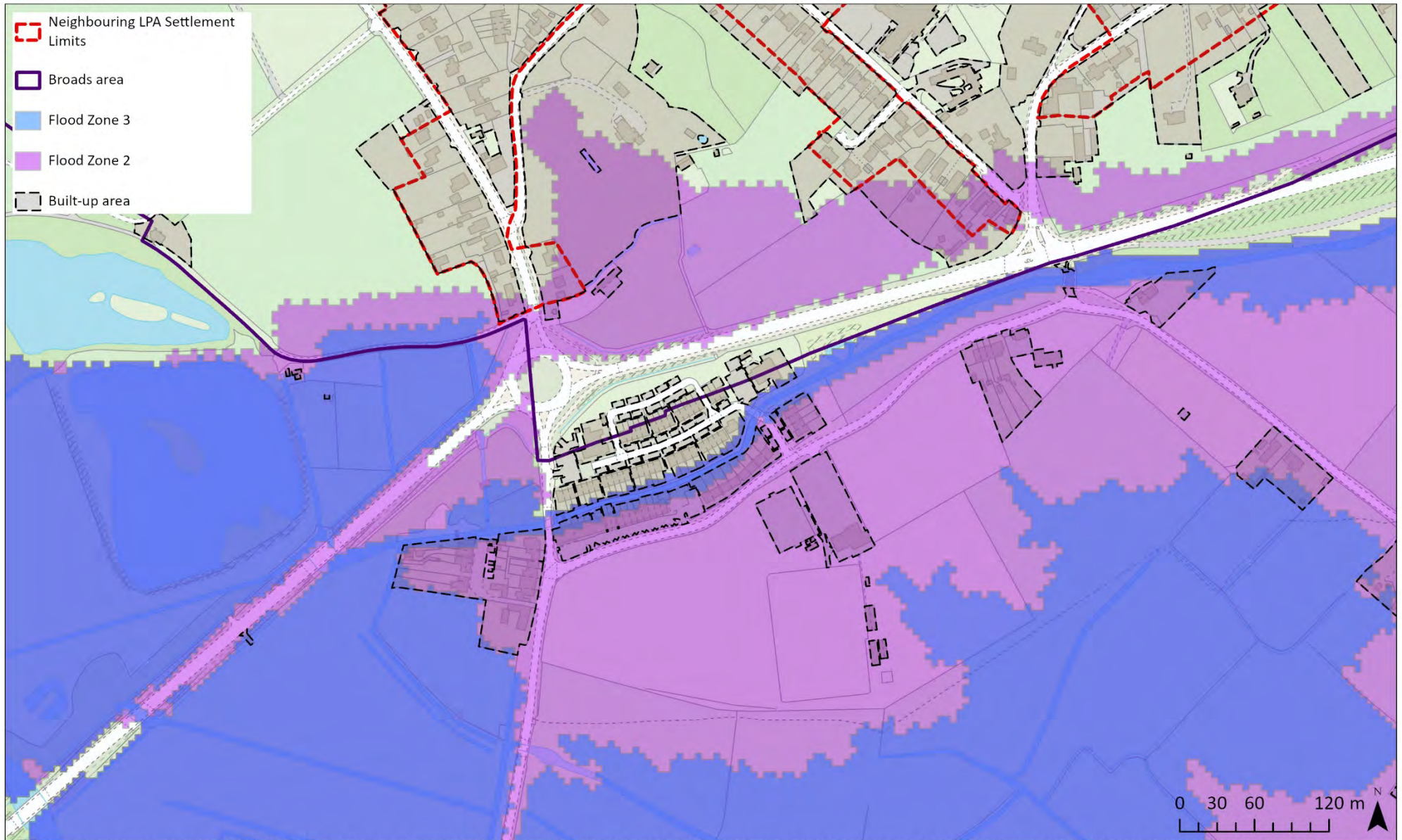
Scale: 1:2,500



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

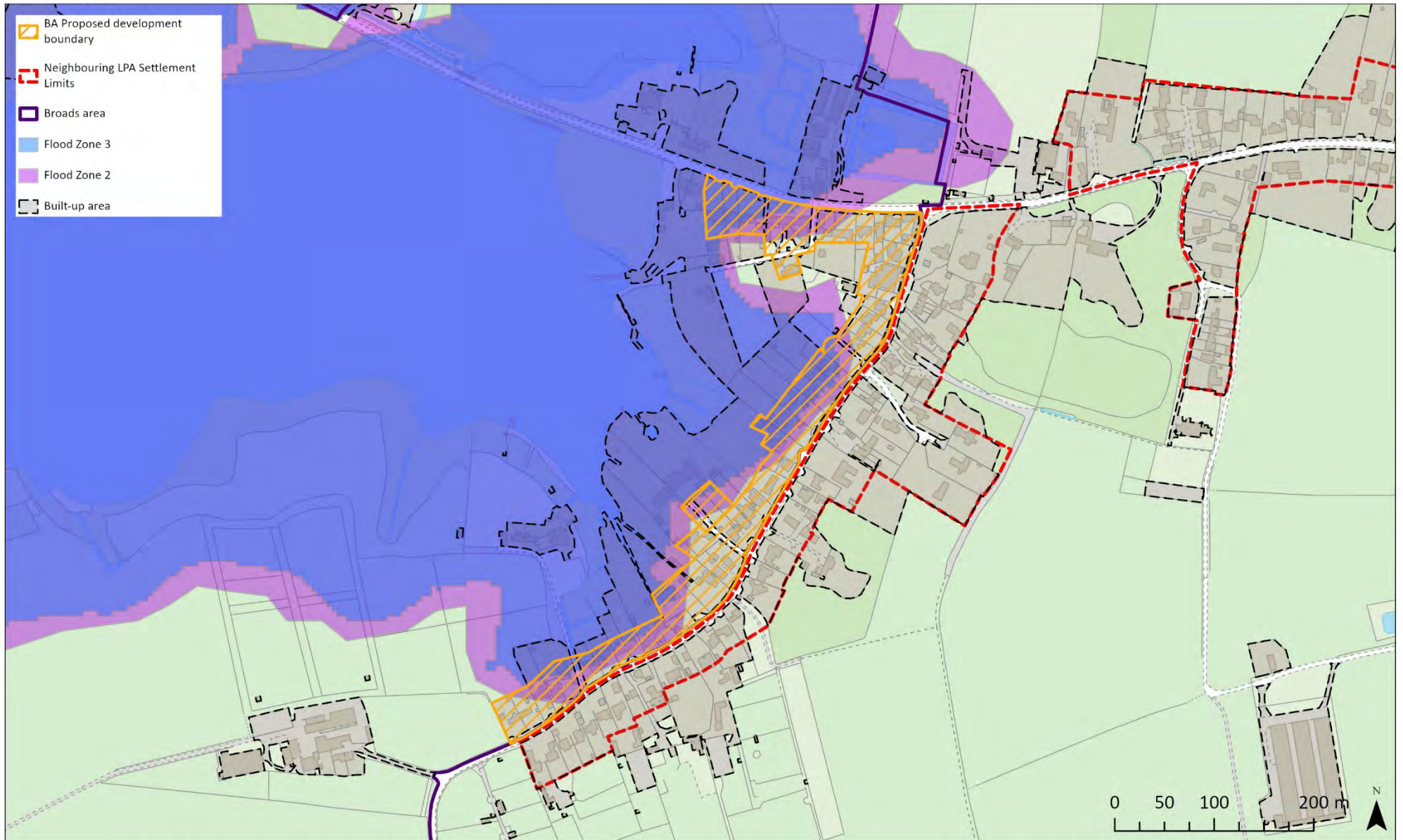
Ditchingham

Scale: 1:4,000



Filby

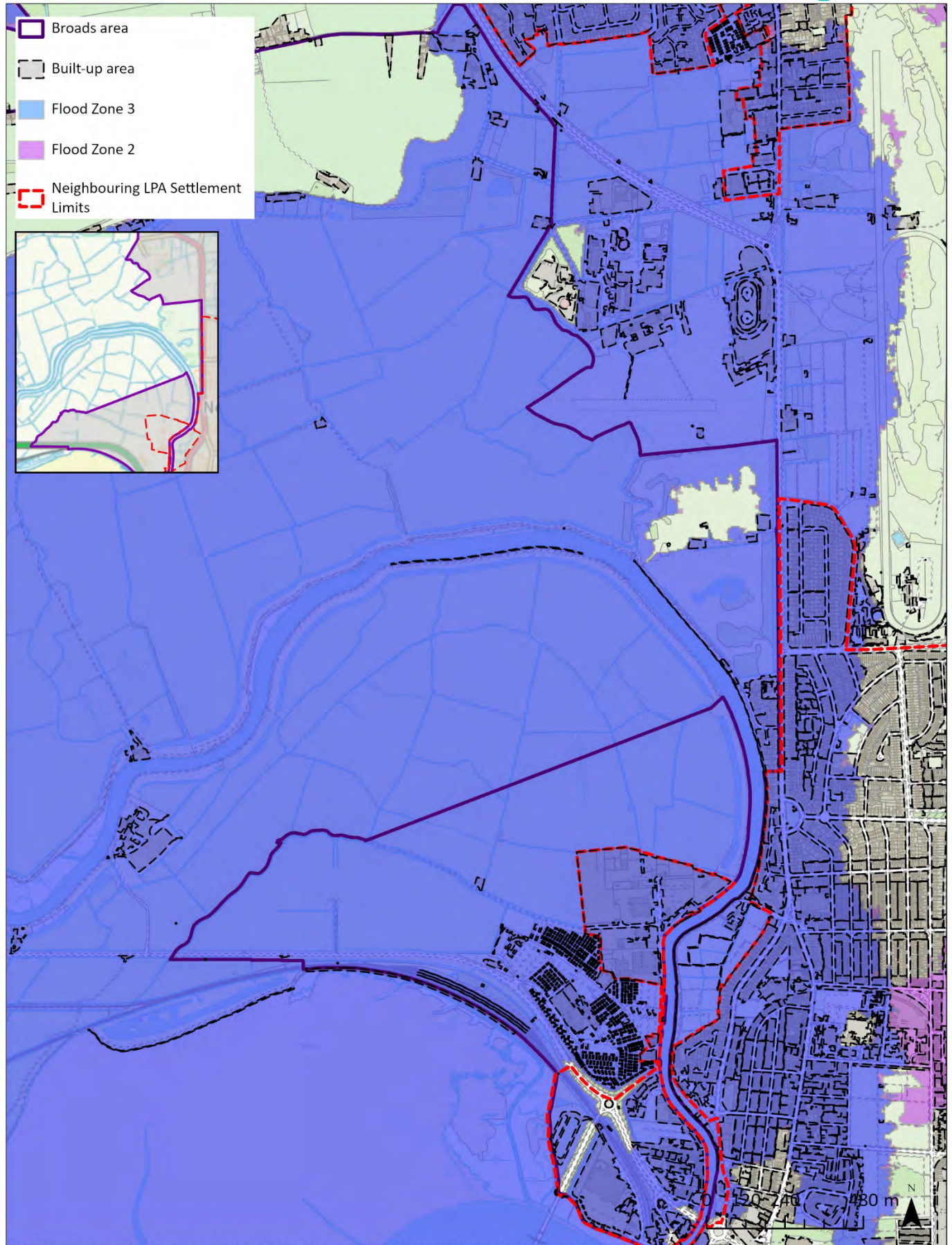
Scale: 1:5,000



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

Great Yarmouth

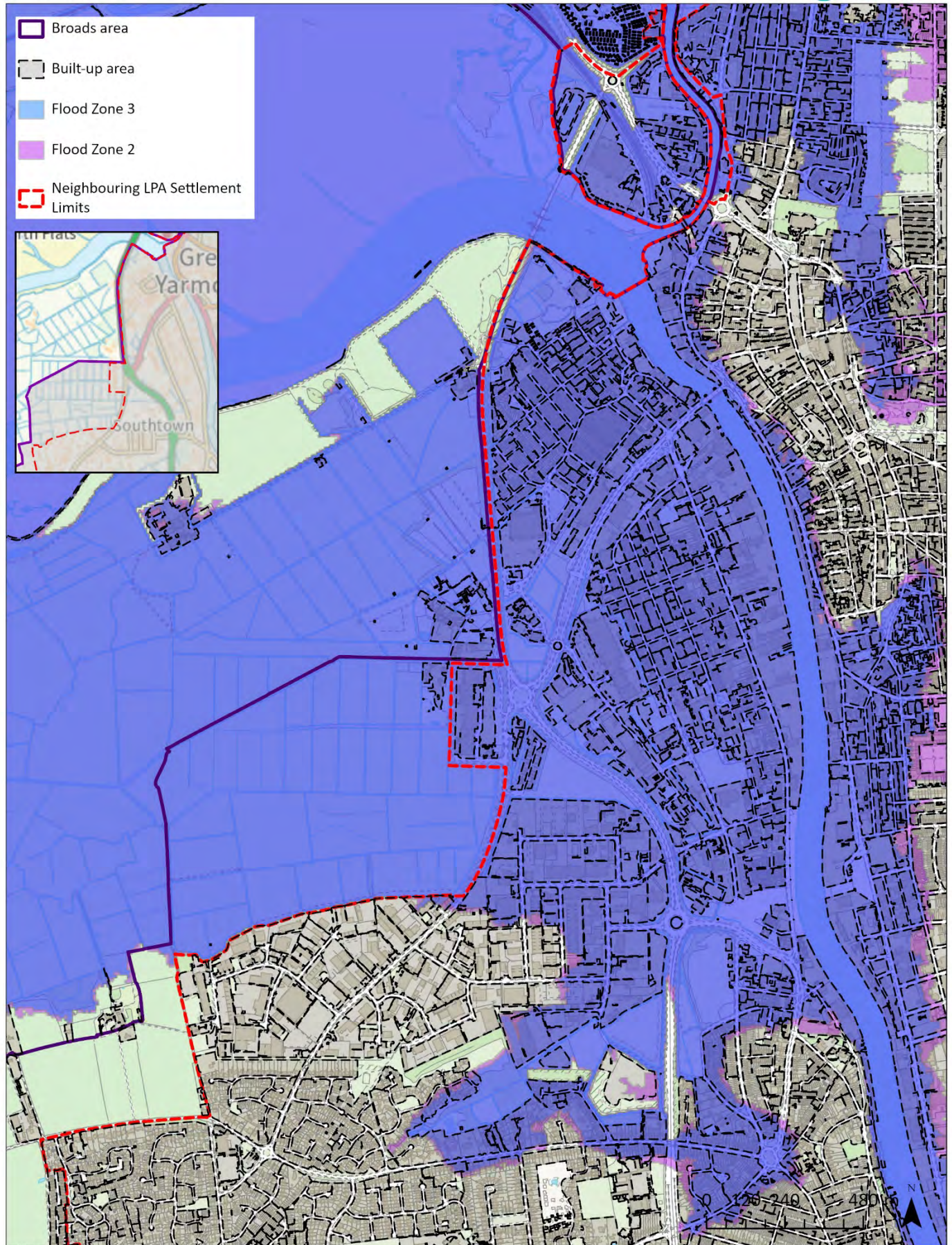
Scale: 1:15,000



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

Great Yarmouth

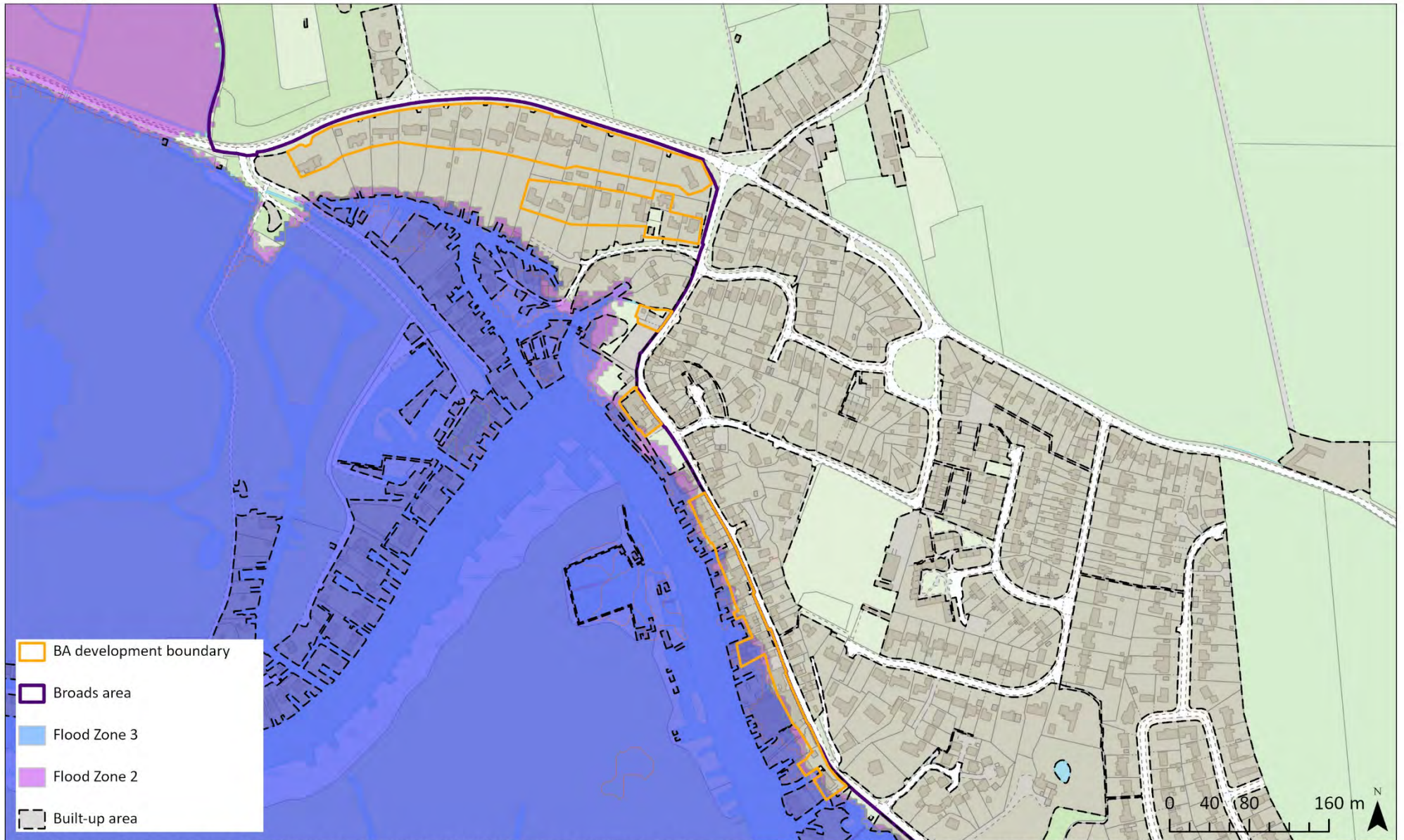
Scale: 1:15,000



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

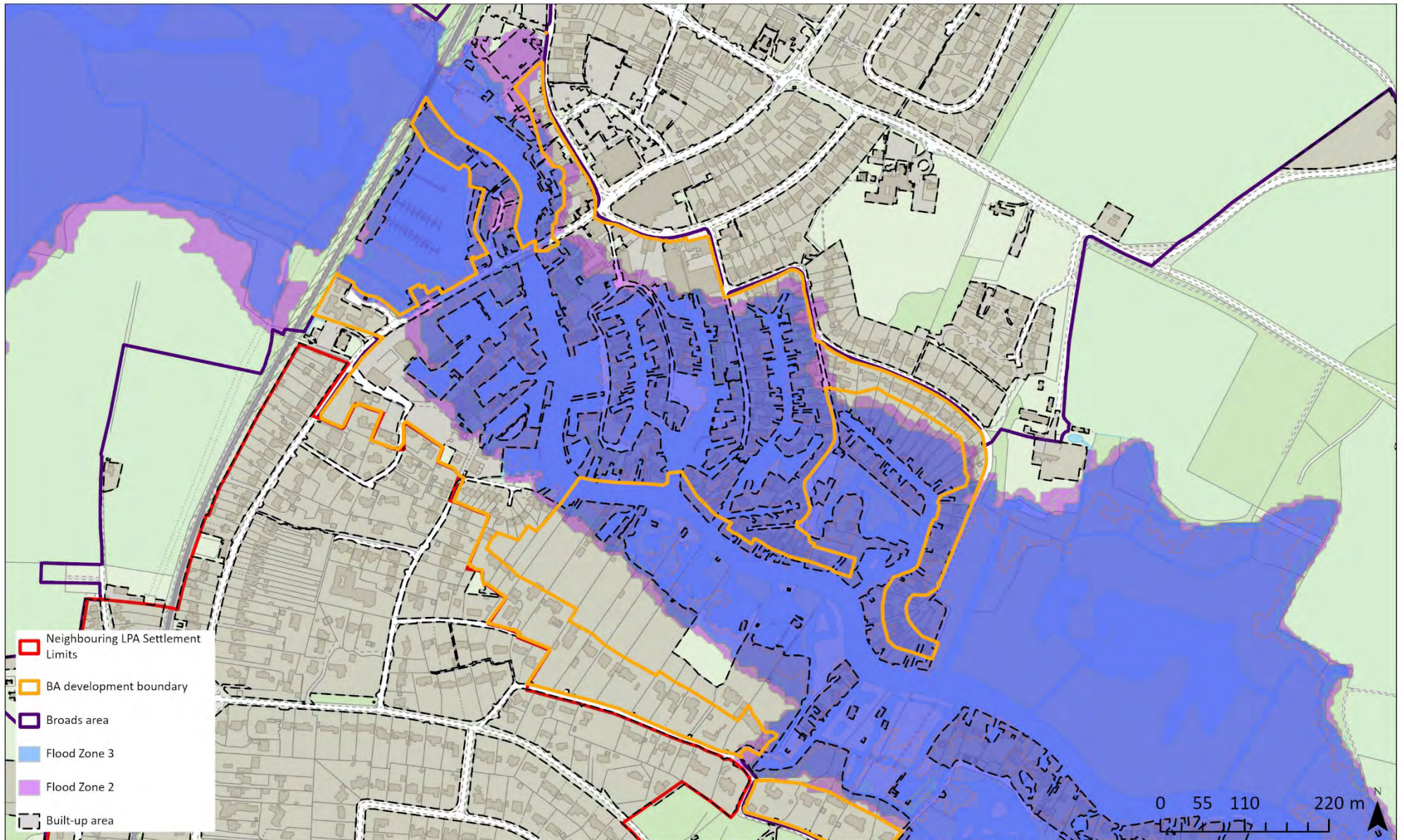
Horning

Scale: 1:5,000



Hoveton & Wroxham

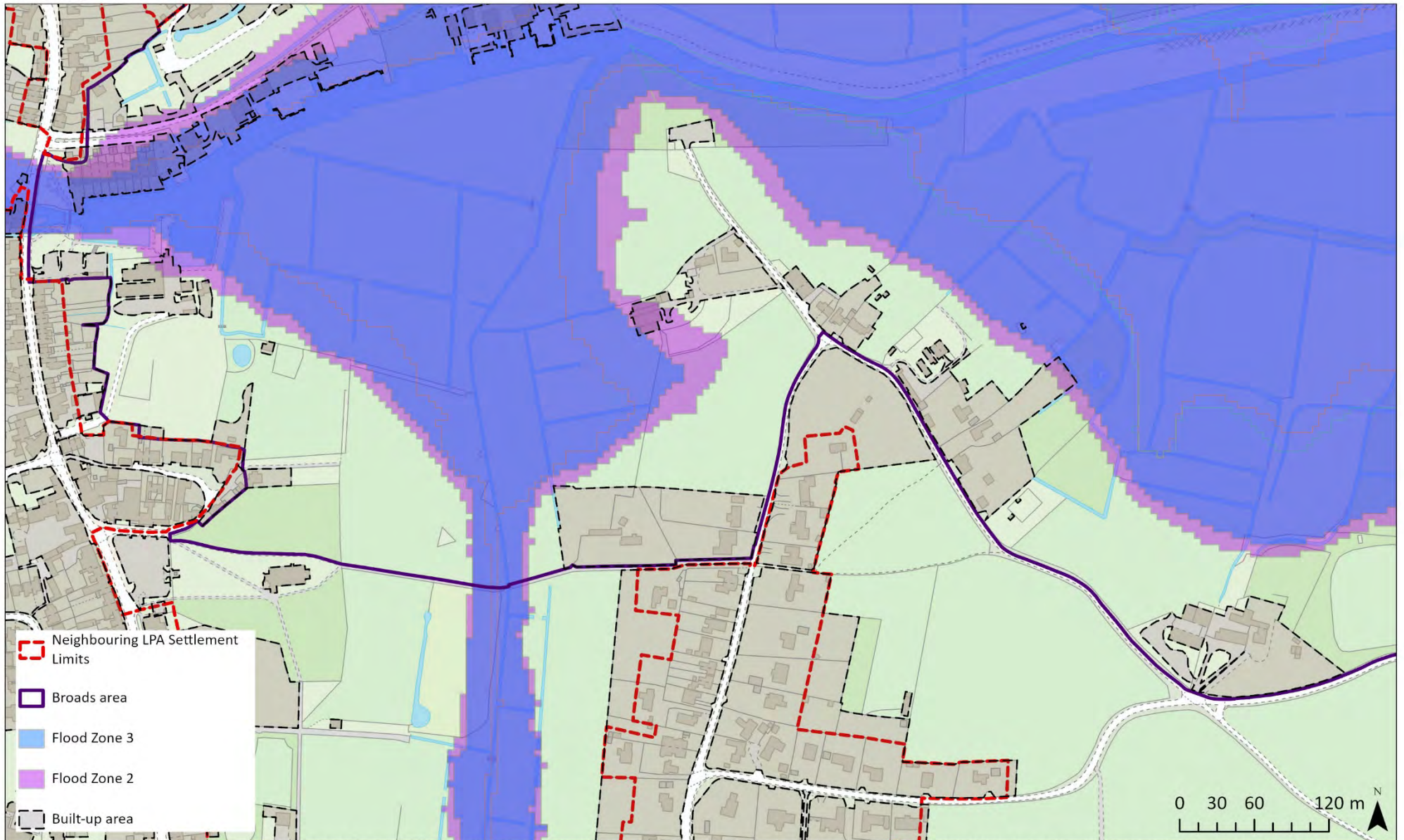
Scale: 1:6,500



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

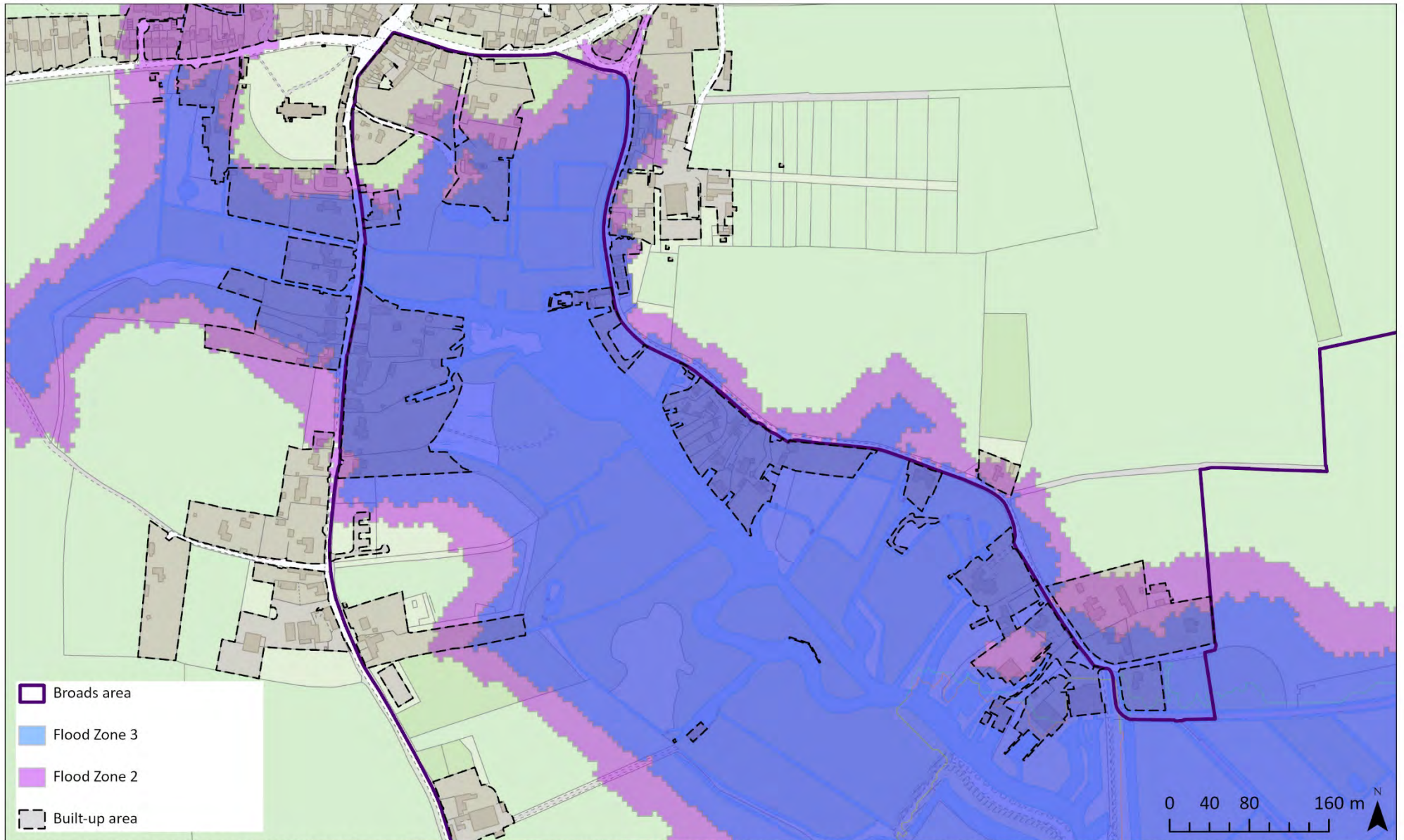
Loddon

Scale: 1:4,000



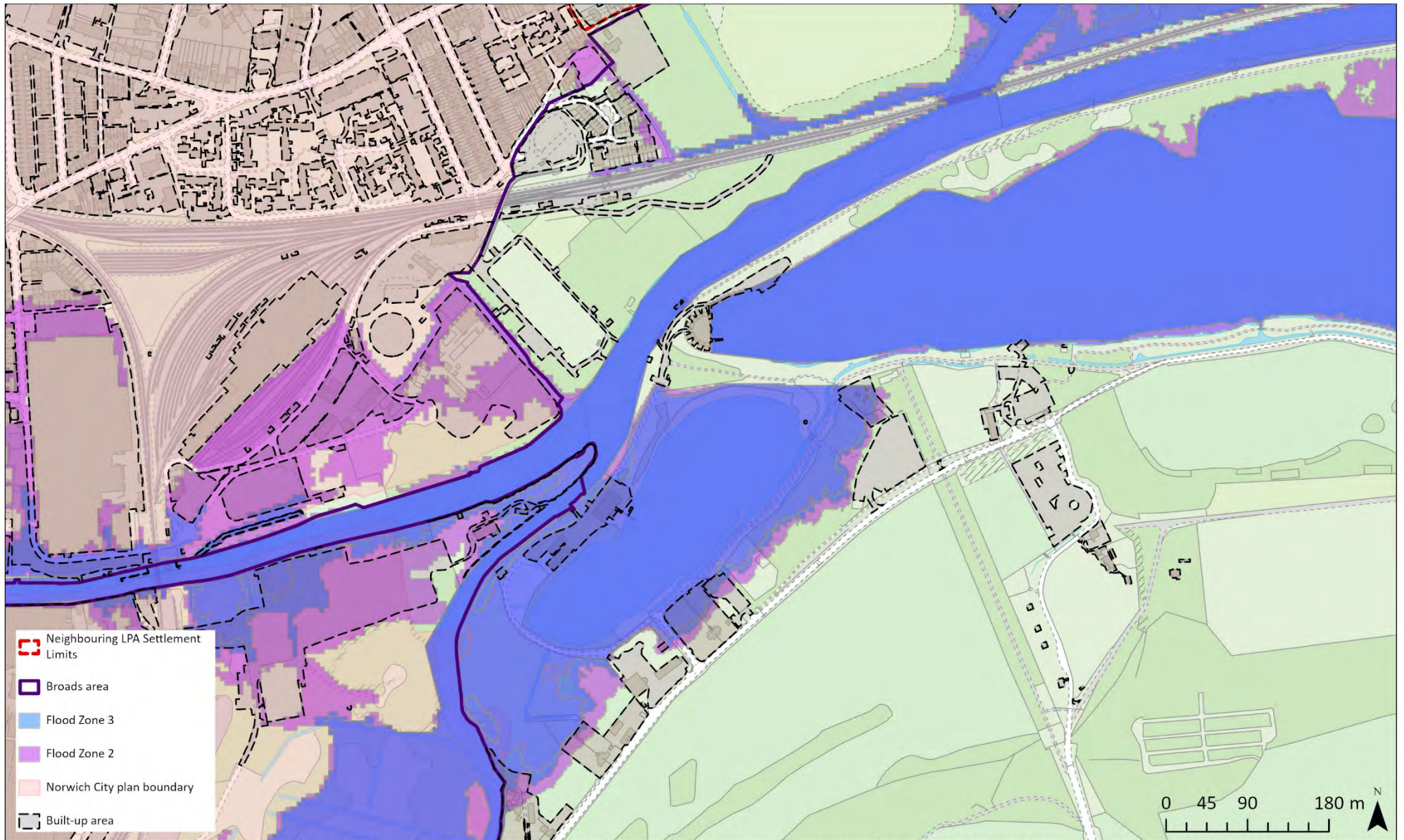
Ludham

Scale: 1:5,000



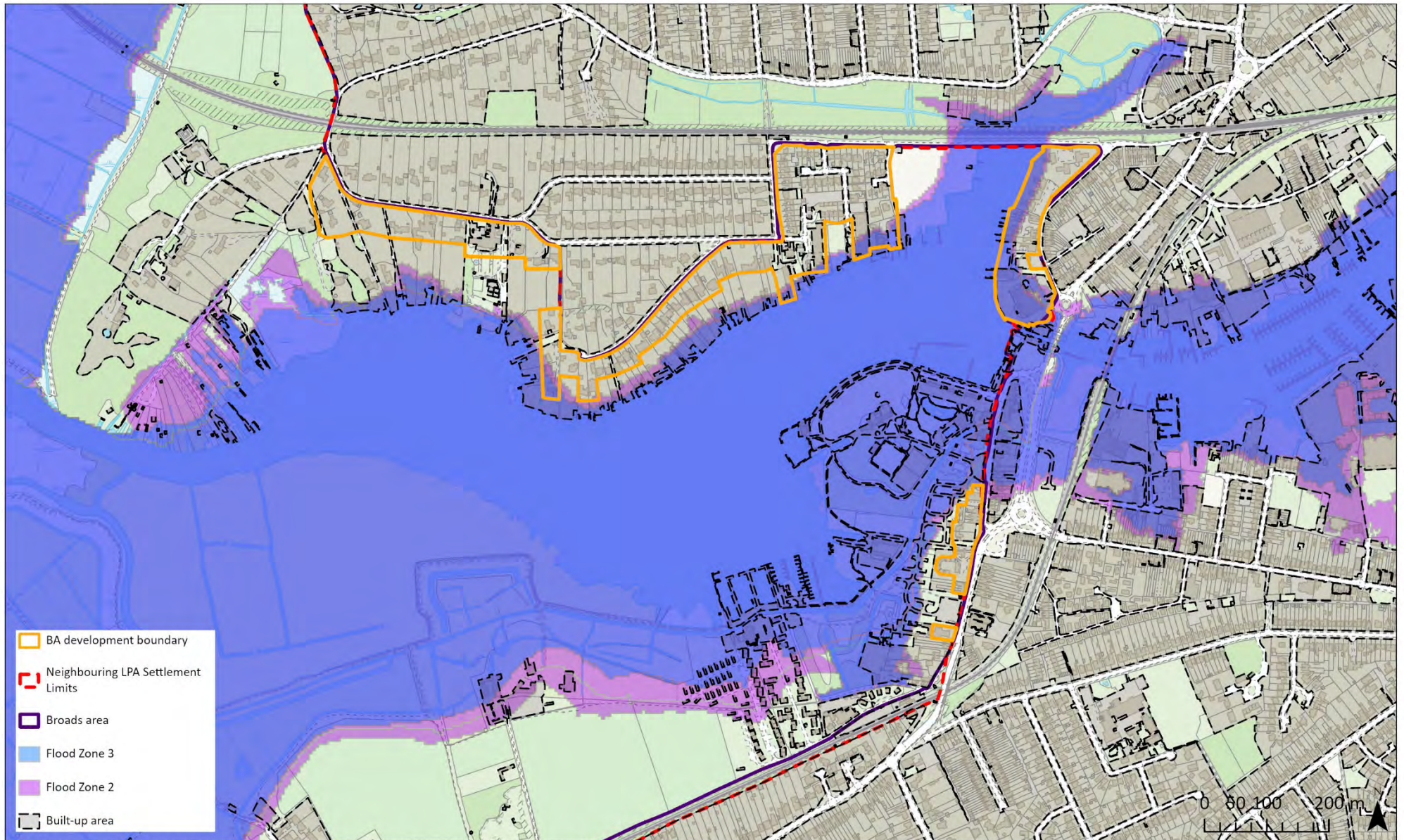
Norwich

Scale: 1:5,500



Oulton Broad

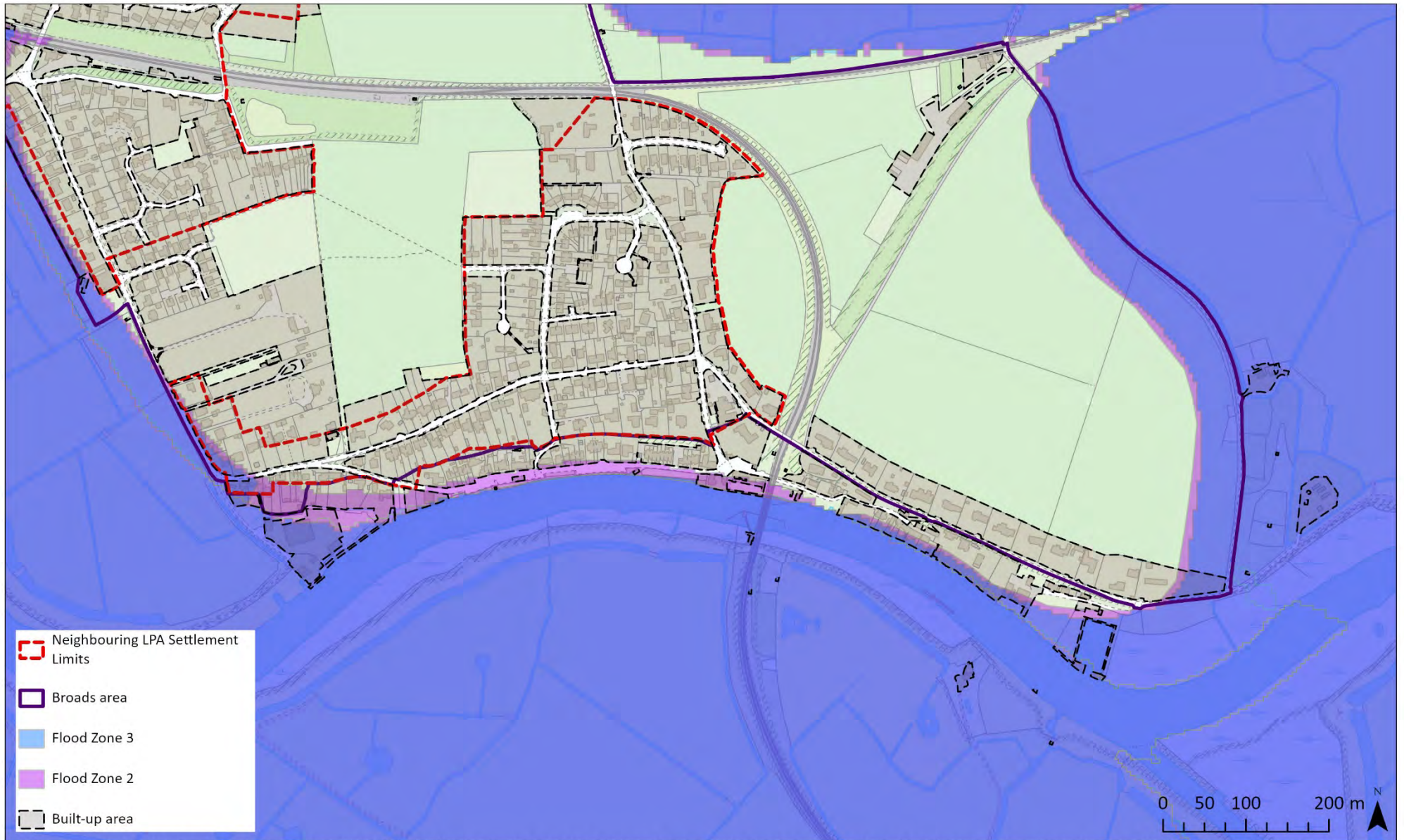
Scale: 1:8,000



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

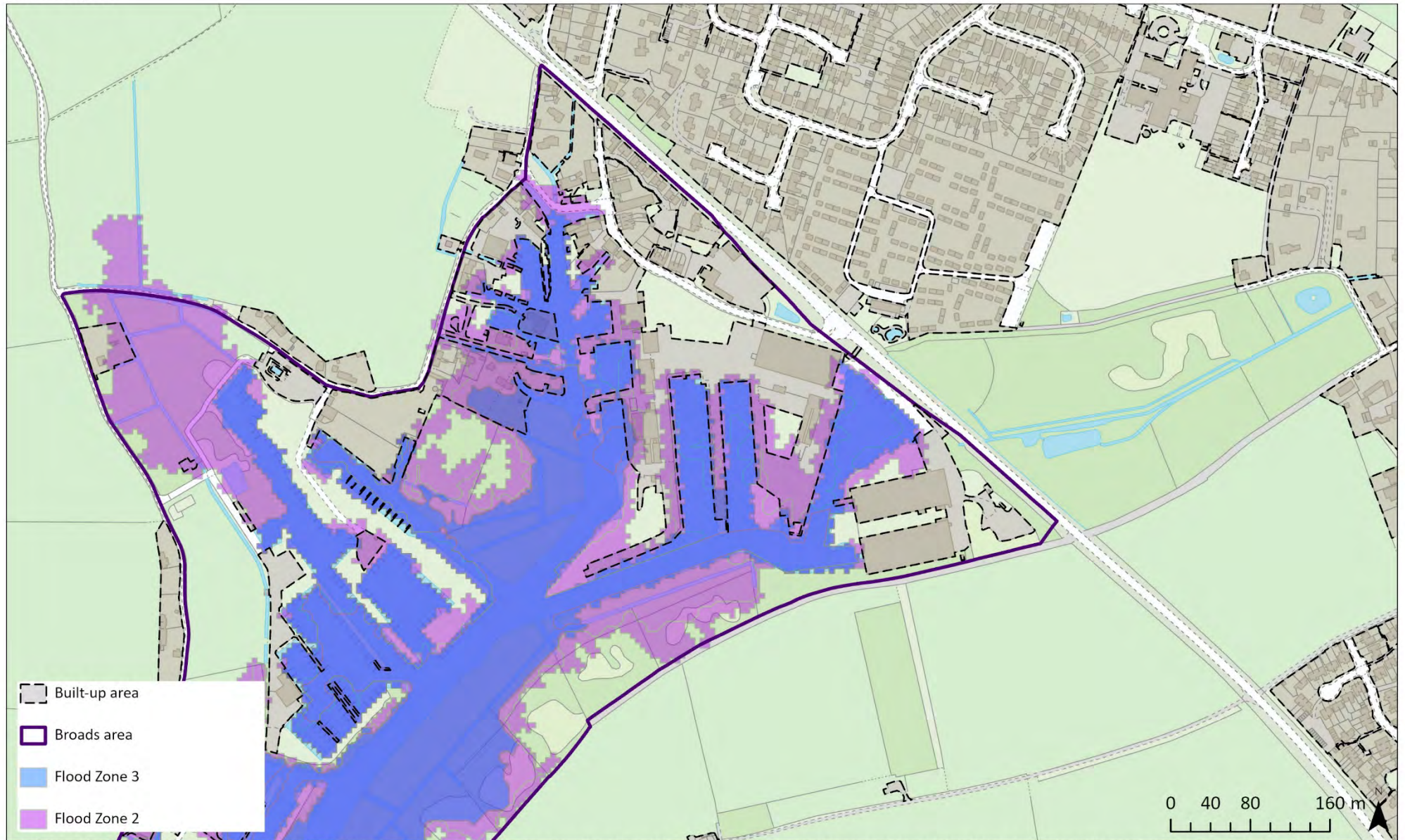
Reedham

Scale: 1:6,000



Stalham

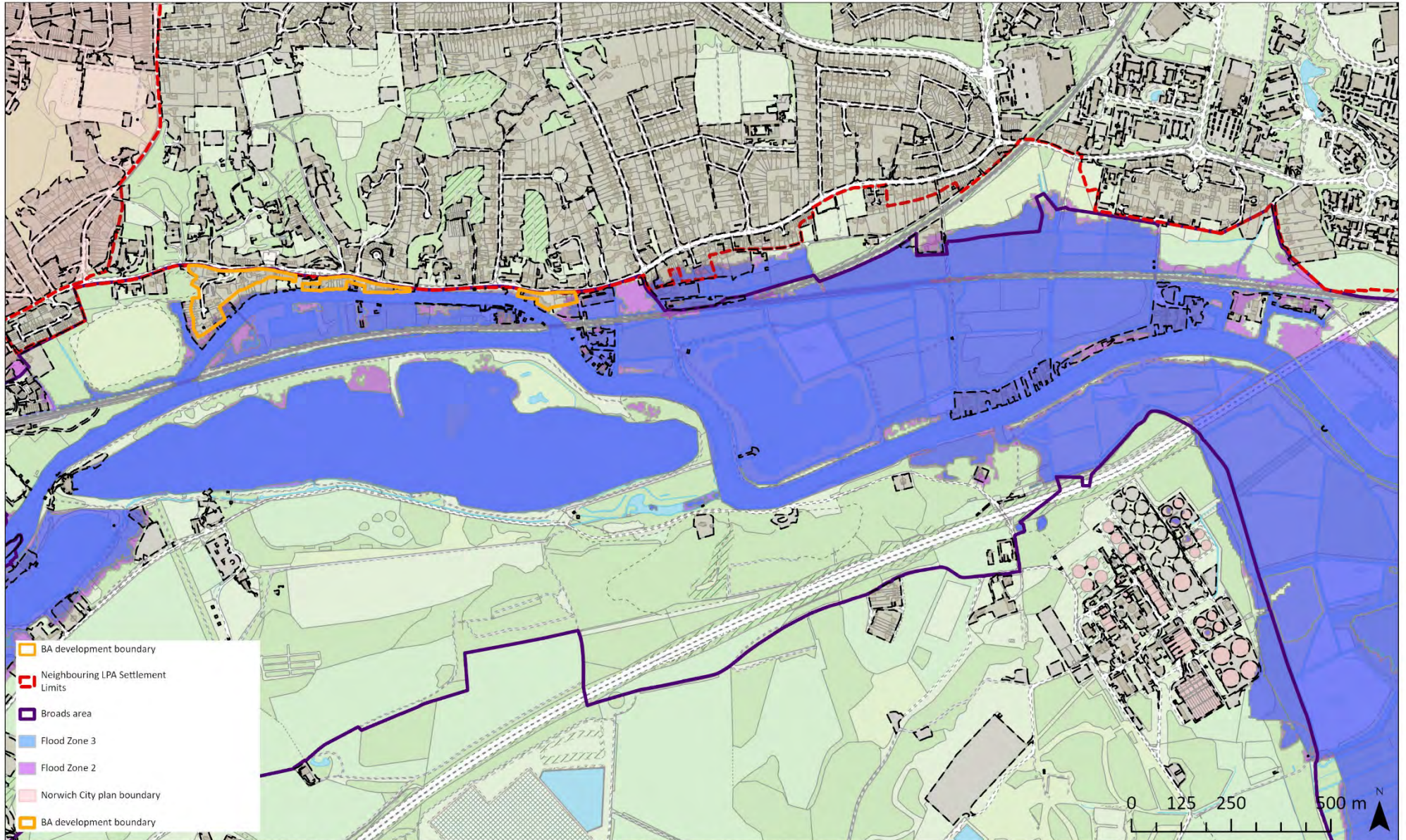
Scale: 1:5,000



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

Thorpe St Andrew

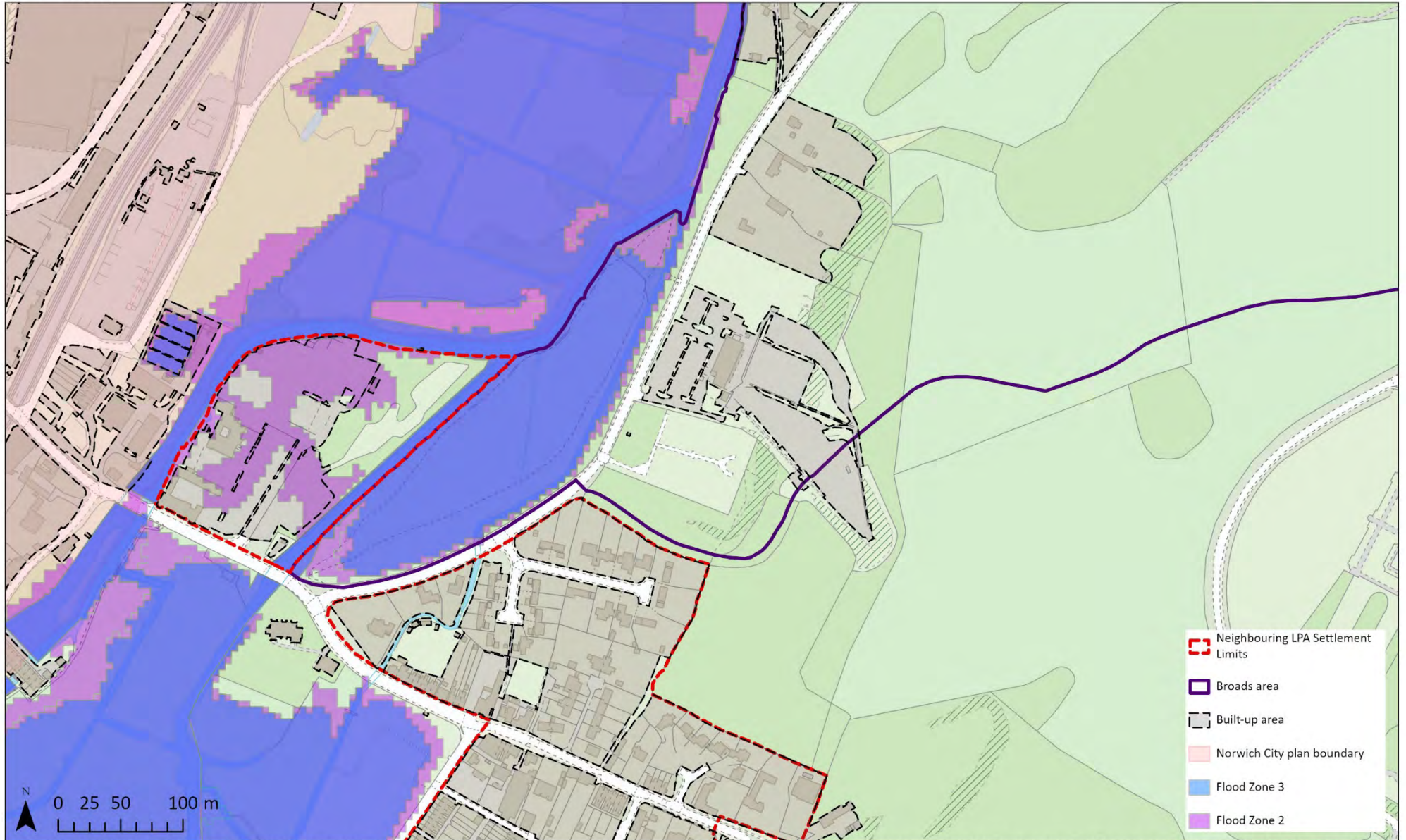
Scale: 1:12,500



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

Trowse with Newton

Scale: 1:4,000



© Crown copyright and database rights 2024 Ordnance Survey AC0000814754. You are permitted to use this data solely to enable you to respond to, or interact with, the organisation that provided you with the data. You are not permitted to copy, sub-licence, distribute or sell any of this data to third parties in any form. © Environment Agency copyright and/or database right 2023. All rights reserved. Some features of this map are based on digital spatial data from the Centre for Ecology & Hydrology, © NERC (CEH). © Crown Copyright and Database Rights 2023 OS AC0000807064.

Appendix 3: Issues and Options comments

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

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

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

Question	Respondent	Comment	BA response	Action for Local Plan
Question 37	Suffolk County Council	The only settlements within the Broads with potential for development boundaries, of relevance to Suffolk County Council, are Beccles, Oulton Broad, Bungay and Ditchingham Dam. The only one of these settlements that currently has a development boundary is Oulton Broad. Suffolk County Council provided comments on the proposed development boundary in February/March 2022, as set out at Appendix 1 of the Development Boundaries Topic Paper. These comments from the County Council as LLFA and from the SCCAS remain valid and we have no further comments to make on this development boundary.	Noted.	No further action.
Question 37	Wroxham Parish Council	map incorrectly labelled "Hoveton" - map shows Hoveton & Wroxham.	Noted. Will ensure correct title.	Ensure title says 'Hoveton and Wroxham'.
Question 37	Broadland Council	The approach appears to be generally consistent with Agreement 3 of the NSPF.	Support noted.	No further action.
Question 37, 38, 39	Great Yarmouth Borough Council	The Borough Council offers no comment in relation to the existing development boundaries as these lie outside of our planning administrative area. The Borough Council has noted the most recent Broads' Settlement Study (2022) evidence base, including scorings for settlements based upon their access to services and facilities and potential suitability for development boundaries as commented in Table 7 of the current consultation document.	Noted.	No further action.
Question 37, 38, 39	Great Yarmouth Borough Council	The Borough Council is also in the process of preparing an update to its Settlement Study to inform the potential hierarchy of settlements and approach to development limits for its own Local Plan review. The Borough Council would therefore be keen to liaise with the Broads Authority to ensure that approaches taken to identify and justify development boundaries in settlements which straddle the shared planning boundary are complementary to the aims of both emerging development plans.	Noted. We would be happy to be involved.	Contact GYBC re their work.
Question 38	Bradwell Parish Council	No comment	Noted.	No further action.
Question 38	Broads Society	The study solely assesses 'walking distance and public transport against bus routes and not train routes. The example of Brundall is such that Authorities have failed to provide adequate provision for public access to Brundall Station and hence the scoring within the Study is inaccurate.	The study includes access to a train station and therefore it is not	No further action.

Question	Respondent	Comment	BA response	Action for Local Plan
			clear how the scoring is inaccurate.	
Question 38	Broads Society	Improved links and access for pedestrians and cyclists to Brundall Station is embodied within the vision and policies of the Brundall Neighbourhood Plan 2016-2026 and is impacted further by approved housing developments and the inevitable population increase of Brundall and surrounding areas.	In general, we would support the access to the train station being improved, however it seems the comments implies this is about access from the side of the rail lines that is in Broadland Council's area.	No further action.
Question 38	Brooms Boats	The study solely assesses 'walking distance and public transport against bus routes and not train routes. The example of Brundall is such that Authorities have failed to provide adequate provision for public access to Brundall Station and hence the scoring within the Study is inaccurate.	The study includes access to a train station and therefore it is not clear how the scoring is inaccurate.	No further action.
Question 38	Brooms Boats	Improved links and access for pedestrians and cyclists to Brundall Station is embodied within the vision and policies of the Brundall Neighbourhood Plan 2016-2026 and is impacted further by approved housing developments and the inevitable population increase of Brundall and surrounding areas.	In general, we would support the access to the train station being improved, however it seems the comments implies this is about access from the side of the rail lines that is in Broadland Council's area.	No further action.

Question	Respondent	Comment	BA response	Action for Local Plan
Question 38	East Suffolk Council	East Suffolk Council broadly welcomes the Settlement Study, however, there are some additional elements that the Broads Authority may wish to consider for inclusion in the Settlement Study.	Noted.	See actions for each comment.
Question 38	East Suffolk Council	Allotments are a valuable community resource, providing residents with the opportunity to grow their own food. This in turn enables allotment holders to exercise and socialise. Therefore, there may be value in including them in appendix D of the Settlement Study. The East Suffolk Council: Suffolk Coastal Local Plan Settlement Hierarchy Topic Paper provides an example of where this has been done, see https://www.eastsuffolk.gov.uk/assets/Planning/Suffolk-Coastal-Local-Plan/First-Draft-Local-Plan/Final-Settlement-Hierarchy-Topic-Paper.pdf	Noted and will add this as another consideration.	Amend study to assess provision of allotments.
Question 38	East Suffolk Council	Appendix D of the Settlement Study does also not include proximity to major towns as a consideration. The close proximity of a smaller settlement to larger settlement/market town provides access to a wider range of shops, employment opportunities, public services and other facilities and can therefore increase the sustainability of the smaller settlement and increases the feasibility of sustainable modes of transport. Again, the Suffolk Coastal Local Plan Settlement Hierarchy considered this. See https://www.eastsuffolk.gov.uk/assets/Planning/Suffolk-Coastal-Local-Plan/First-Draft-Local-Plan/Final-Settlement-Hierarchy-Topic-Paper.pdf	This is considered. The facility or service considered might be in another settlement.	No change to study.
Question 38	East Suffolk Council	In addition to the comments above, please note that appendix D of the Settlement Study still refers to Beccles, Oulton Broad and Bungay as being located in Waveney. This should be updated to refer to East Suffolk.	Noted and will amend.	Amend study to say ESC rather than Waveney.
Question 38	Sequence UK LTD/Brundall Riverside Estate Association	2.90 No specific comments on the findings of the Settlement Study, which reflect our views on Brundall as a Key Service Centre with a good range of services and facilities.	Noted.	No further action.
Question 38	South Norfolk Council	The approach appears to be generally consistent with Agreement 3 of the NSPF. In respect of question 38, it is important to recognise how services and facilities are distributed across the broads authority area. Careful consideration needs to be given to ensuring that important services and facilities are maintained, and it may be the case that some of these may not be in the best served villages. In this regard, when determining the location of new	Noted.	Consider these sections of the NPPF when producing housing sections of

Question	Respondent	Comment	BA response	Action for Local Plan
		development consideration should be given to paragraph 79 of the NPPF which sets out that where there are groups of smaller settlements, development in one village may support services in a nearby village.		the Preferred Options.
Question 38	Broadland Council	The approach appears to be generally consistent with Agreement 3 of the NSPF. In respect of question 38, it is important to recognise how services and facilities are distributed across the broads authority area. Careful consideration needs to be given to ensuring that important services and facilities are maintained, and it may be the case that some of these may not be in the best served villages. In this regard, when determining the location of new development consideration should be given to paragraph 79 of the NPPF which sets out that where there are groups of smaller settlements, development in one village may support services in a nearby village.	Noted.	Consider these sections of the NPPF when producing housing sections of the Preferred Options.
Question 39	Anglian Water	3.35. The Settlement Study sets a direction for sustainable growth, but this needs to be informed by constraints to delivering the housing needs of The Broads particularly in relation to the availability of suitable and deliverable sites that can access, and be supported by, resilient infrastructure and facilities. This should factor in embedded (capital) carbon. The Development Boundaries Topic Paper is helpful in this regard, but we recognise that this will be consolidated with other evidence as it emerges, to provide a comprehensive evidence base on appropriate and sustainable locations for long term growth through the Sustainability Appraisal. It is noted that many of the locations identified in the Development Boundaries Topic Paper have areas of flood risk, which will have implications for future growth.	Yes, the settlements study and the development boundaries proposed are a starting point, and each application may have other constraints that need addressing if they can. AWS have been asked to comment on the sites put forward as part of the Call for Sites.	Await AWS comments on sites put forward as part of the Call for Sites.
Question 39	Bradwell Parish Council	No Comment	Noted.	No further action.

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

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

Question	Respondent	Comment	BA response	Action for Local Plan
		https://www.eastsuffolk.gov.uk/assets/Planning/Waveney-Local-Plan/Background-Studies/C38-Topic-Paper-Definition-of-Settlement-Boundaries.pdf Settlement boundaries are drawn close to the built-up area of a settlement and tend to follow features in the landscape such as hedges and trees. Comments on individual settlements have been provided in response to question 37 above.	form of the development boundary and the idea is logical and we will look into that.	draw development boundaries to see if the BA ones should be changed to fit with their approach.
Question 40	RSPB	None	Noted.	No further action.
Question 40	Sequence UK LTD/Brundall Riverside Estate Association	<p>We would suggest the Brundall Riverside Estate is incorporated within the development boundary for Brundall. The image below shows the current settlement limit for Brundall within the Broadland Site Allocations DPD 2016. (image shows BDC site allocations map).</p> <p>2.96 The above image shows that the settlement limit runs essentially to the railway line to the south of Brundall which marks the boundary between the respective local authority area of Broadland District Council and the Broads Authority. However, we are of the view that the extension of the boundary south to incorporate the Brundall Riverside Estate would be a logical extension, as shown on the image below.</p> <p>2.97 The extension of the development boundary to the south would include land that is contiguous with the current boundary and contains a significant concentration of residential properties, holiday accommodation and business uses including boatyards, in a sustainable location with excellent access to Brundall train station. It would therefore seem wholly appropriate for it to be included within an extended settlement boundary for Brundall to reflect that this is a developed area, which will see further (re)development and diversification, and is demonstrably not countryside.</p>	<p>Noted. Although by providing a development boundary there, that would effectively be promoting the area for residential dwellings, rather than holiday homes and businesses.</p> <p>Flood risk is a key issue with the area almost entirely flood zone 3a and indicative flood zone 3b so residential might not be allowed there to reflect flood risk.</p>	<p>Consider this advice as the approach to development boundaries is worked up.</p>

Appendix 4: Sustainability Appraisal of Development Boundaries policy options

This is a new appendix.

SA objectives:

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

Policy assessment – development boundaries or criteria-based policy.

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

Areas to potentially apply development boundaries.

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

	Brundall Riverside	Horning	Hoveton and Wroxham	Oulton Broad	Thorpe St Andrew	Filby
	However, in this area, there does not seem to be any land that could be developed for dwellings and as such this rates as a ?. The boatyards are generally protected by other local plan policies.	there could be benefits relating to efficient use of land.	therefore there could be benefits relating to efficient use of land.	could be benefits relating to efficient use of land.	could be benefits relating to efficient use of land.	could be benefits relating to efficient use of land.
ENV8						
ENV9	? There are some heritage assets within or nearby to the development boundary that will need to be considered. National and local heritage policy will apply.	? There are some heritage assets within or nearby to the development boundary that will need to be considered. National and local heritage policy will apply.	? There are some heritage assets within or nearby to the development boundary that will need to be considered. National and local heritage policy will apply.	? There are some heritage assets within or nearby to the development boundary that will need to be considered. National and local heritage policy will apply.	? There are some heritage assets within or nearby to the development boundary that will need to be considered. National and local heritage policy will apply.	± No heritage assets within or nearby the development boundary.
ENV10						
ENV11						
ENV12						
SOC1	? There are key services within walking distance and walking and cycling benefit health. That being said there is no footway for the entire length of Station Road and as such, people would have to walk in the road so that could detract from walking.	+ Key services tend to be within walking and cycling distance, with associated infrastructure tending to be in place – walking and cycling benefits health.	+ Key services tend to be within walking and cycling distance, with associated infrastructure tending to be in place – walking and cycling benefits health.	+ Key services tend to be within walking and cycling distance, with associated infrastructure tending to be in place – walking and cycling benefits health.	+ Key services tend to be within walking and cycling distance, with associated infrastructure tending to be in place – walking and cycling benefits health.	± Key services tend to be within walking and cycling distance, with associated infrastructure tending to be in place – walking and cycling benefits health.
SOC2	+ By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.	+ By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.	+ By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.	+ By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.	+ By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.	± By directing development to built up areas, the likelihood of isolated dwellings and social isolation would be reduced.
SOC3						
SOC4	+ In theory, housing is acceptable within a development boundary, subject to details	+ In theory, housing is acceptable within a development boundary, subject to details	+ In theory, housing is acceptable within a development boundary, subject to details.	+ In theory, housing is acceptable within a development boundary, subject to details	+ In theory, housing is acceptable within a development boundary, subject to details	± In theory, housing is acceptable within a development boundary, subject to details
SOC5						
SOC6	- There are key services nearby which can be accessed using the bridge over the railway or the level crossing by walking and level crossing by cycling. However, there is not a footway for the entire length north of the level crossing. People walk in the road so that could detract from walking. The Highways Authority have concerns.	+ Key services in settlement of shop and employment (boat yards). Bus service to higher order settlement within walking distance of the centre.	+ Many key services within settlement within walking and cycling distance.	+ Many key services within settlement within walking and cycling distance.	+ Many key services within settlement within walking and cycling distance.	± key services within settlement within walking and cycling distance: a primary school, everyday shop and post office.
SOC7						
ECO1						
ECO2						
ECO3						

Appendix 5: Proposed draft Development Boundary Policy

Policy PUBDM44: Residential development within defined Development Boundaries

See Development Boundaries Map Bundle: <https://www.broads-authority.gov.uk/development-boundaries.pdf>

1. New residential development will only be permitted within defined development boundaries and must ~~be compatible~~ comply with other policies of the Development Plan.
2. Development will be of a scale that is suitable and appropriate for the size of the site and settlement and will reflect the character of the area.
3. Development Boundaries are identified on the policies maps for the following settlement areas:
 - a) Oulton Broad
 - b) Thorpe St Andrew
 - c) Wroxham and Hoveton

Constraints and features

- Depending on location, some of the areas may be affected by surface water flooding, groundwater flooding, reservoir flooding.
- a) **Oulton Broad**
 - Area is within Oulton Broad Conservation Area
 - High potential for archaeological remains in the area
 - Flood risk (mainly zone 1, plus some 2 & 3, by EA mapping and mostly 1 with some 2, 3a and indicative 3b using SFRA 2018)
 - Nearby listed buildings
 - b) **Thorpe St Andrew**
 - Area is within Thorpe St. Andrew Conservation Area
 - Flood risk (mainly zone 2, some zones 1 & 3, by EA mapping and mostly 1 with some 2, 3a and modelled 3b using SFRA 2017)
 - The bounded area includes safeguarded minerals (sand and gravel) resources, but the Minerals Planning Authority has advised this is unlikely to constrain the type and scale of development supported by the Policy
 - Large number of listed buildings
 - c) **Wroxham and Hoveton**
 - Close to SPA and SAC
 - Lies partly within Wroxham Conservation Area
 - Flood risk (mainly zone 3 by EA mapping, and partly zones 1 & 2 and 1, 2, 3a and indicative 3b using SFRA 2017)
 - The SFRA shows almost all of the area is at risk of flooding

- Capacity of minor roads in the area
- Wroxham Bridge is a Scheduled Monument
- The Grange - Grade II listed

Reasoned Justification

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

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

Development is directed to areas with Development Boundaries as listed in the policy and defined on the Local Plan Policies Map. Development in these areas could be acceptable, notwithstanding other policies, constraints, and other material considerations. It is important to note that just because an area has a Development Boundary, it does not mean that all proposals for development in the area are necessarily acceptable. The sensitivities of the Broads in terms of biodiversity, landscape, cultural heritage, and flood risk mean that careful consideration must be given to the appropriateness of developing a site, and each proposal will be determined against this and other policies of the Plan. Outside the defined Development Boundaries, new residential development will not be permitted except in the circumstances defined in the other housing policies.

Recently, Transport East undertook work looking into [Transport Related Social Exclusion \(TRSE\)](#). This could mean being unable to access services such as childcare, health provision and leisure opportunities, having limited choices of good job and education opportunities, facing poverty and financial hardship because of transport costs or facing significant stress and anxiety from using the transport system as part of everyday life. Transport East say there are several identified contributors to TRSE, including poor provision of local public transport, unsuitable conditions to facilitate walking, cycling and wheeling in car-dominated environments, and a high-level of car dependency that result from these factors. Directing development to areas with services and good public and other sustainable transport provision is important.

To support the Authority's approach, a [Development Boundaries Topic Paper](#) and a [Settlement Study](#) have been produced. This work assesses the suitability of settlements for

Development Boundaries and seeks to justify why the three areas (Oulton Broad, Thorpe St Andrew and Wroxham and Hoveton) have Development Boundaries.

Development Boundaries are also important for residential moorings. One of the key criteria of policy [PUBDM46](#) relates to the mooring being within or adjacent to a Development Boundary (a Broads Authority Development Boundary or one of our constituent Councils'). The Authority also regards other sites as suitable for residential moorings that are not adjacent to Development Boundaries. These sites, which are allocated in the Local Plan, are in Brundall ([PUBBRU6](#)), ~~Loddon and~~ Chedgrave (~~POLOD1 and~~ [PUBCHE1](#)) Gillingham ([PUBGIL1](#)), Somerleyton ([PUBSOM1](#)) and Stalham ([PUBSTA1](#)). While the sites covered by these policies are not deemed suitable for Development Boundaries to reflect constraints on the land, they are still accessible to services and facilities that make them suitable for residential moorings.

Some development proposals could be acceptable outside of Development Boundaries in exceptional circumstances, although this will depend on detail, constraints in the area and accordance with other adopted policies and the NPPF, such as [PUBDM47](#) (dwellings for rural enterprises) and [PUBDM50](#) (replacement dwellings).

If a proposal is considered to potentially have an effect on a habitat site, it will need to be considered against the Habitats Regulations and a project level Appropriate Assessment undertaken. With respect to recreation impacts, development would need to mitigate, and this would most easily be done by paying either the Norfolk or Suffolk Coast RAMS tariff (and depending on scale, there may be a need for green infrastructure provision). Proposals for development in Thorpe St Andrew and Wroxham and Hoveton face nutrient enrichment issues and mitigation will be required.

Development Boundary for Hoveton and Wroxham

This combined area is one of the largest concentrations of development, population, and services in the Broads. It has a range of shopping, employment opportunities, leisure and health facilities and relatively frequent rail and bus services. Although there is little undeveloped land (aside from gardens and public spaces), there has long been a gradual renewal and replacement of buildings and uses within the area, and there is a limited number of derelict or underused sites ripe for redevelopment. The development boundary excludes areas identified as open space and includes boatyards and other development on the south (Wroxham) bank. It also complements the Hoveton ~~Town~~ [Village](#) Centre policy ([PUBHOV5](#)) to continue the focus of retail and related development in the village centre. Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework Policies will apply, and a site flood risk assessment may be required to establish the degree of risk.

Development Boundary for Oulton Broad

Together with Lowestoft, the area has a wide variety of services, facilities, and employment opportunities. Although most of these are at some distance from the area under consideration, there is a bus service, and the distances involved mean walking and cycling are feasible options. The development boundary has been drawn to generally exclude the edge of the Broad except where there is already significant built development. This is to discourage building on the waterfront for flooding and landscape reasons, and to encourage continuance of the overall level of trees and planting that provides an important part of the setting of the Broad and contributes to its value for wildlife. Parts of the area are at risk of flooding. The relevant Local Plan and National Planning Policy Framework Policies will apply, and a site-specific flood risk assessment may be required to establish the degree of risk. In the light of the potential for archaeological remains in the area an archaeological survey may be required in advance of any grant of planning permission.

Development Boundary for Thorpe St Andrew

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

A development boundary for Filby?

During the consultation on the Preferred Options version of the Local Plan, Great Yarmouth Borough Council recommended that the part of Filby that is within the Broads should have a development boundary to complement the development boundary of the part of Filby that is within their planning area. On checking the assessment of Filby in the Settlement Study, Filby rates favourably in terms of services and facilities in the settlement and so some options for a development boundary in the Broads part of Filby were produced. This was sent to Filby Parish Council for comment, as well as internally to heritage, landscape and ecology Officers at the Broads Authority for comment. There was general support, with some suggestions for amendments. We are therefore asking for what you think regarding a development boundary for Filby. It should be noted that the form of the proposed development boundary for the Filby part of the Broads reflects the settlement fringe landscape type that is identified in the area (see [Policy PUBDM26: Protection and enhancement of settlement fringe landscape character](#)).

Constraints and features of Filby:

- Some protected trees in the area.
- EA flood zone 2 and 3 and SFRA indicative flood zone 3 covers some properties and gardens.
- Close to SAC and SSSI.
- Part of Filby in SSSI impact zone.
- Settlement fringe landscape type nearby.

Development Boundary for Filby

The western side of Thrigby Road is within the designated Broads area. Elsewhere, Great Yarmouth Borough Council is the local planning authority. The part of Filby in the Broads is urban in nature along the road frontage, but backs onto Filby Broad. Filby itself has some facilities and services including, a primary school, everyday shop and post office. Although there is a range of buildings and uses within the identified boundary, in practice it is not anticipated that there will be a great deal of development in the foreseeable future. The development boundary provides additional scope for some redevelopment if opportunities arise, subject to flood risk - the relevant Local Plan and National Planning Policy Framework Policies will apply, and a site flood risk assessment may be required to establish the degree of risk.

Specific Question 1:

- Do you think there should be a development boundary for the part of Filby that is within the Broads? Please say why.
- Do you think area y should be included in the development boundary for Filby? Please say why.

Xxxmapxxx

Appendix 6: Comments received as part of the Preferred Options consultation

Section	Name	Organisation	Comment
Development Boundary Topic Paper	Sam Hubbard	Great Yarmouth Borough Council	The preferred approach of not identifying any development boundaries within the Broads area of the Borough and the development limits topic paper that forms part of the evidence base is noted. Whilst the Borough Council considers this approach to largely be consistent with Borough Council's approach to development boundaries in settlements which straddle the shared planning boundary, it is not clear why development boundaries have not been defined within the area west of Thrigby Road in Filby or surrounding River Walk within Great Yarmouth. Whilst parts of these areas are within flood zone 3, the currently adopted Great Yarmouth Local Plan identifies development limits within similar areas of flood risk. It may be more appropriate to include such areas within development boundaries and rely upon the completion of the flood risk sequential and exception tests where applicable.
Development Boundary Topic Paper	Sam Hubbard	Great Yarmouth Borough Council	Appendix 2 of the development limits topic paper does not appear to have taken into account the neighbouring development limit for Filby (to the east of Thrigby Road), as has been mapped in other areas.
PODM43: Residential development within defined Development Boundaries	Dickon Povey	East Suffolk Council	This approach is supported.
PODM43: Residential development within defined Development Boundaries	Dickon Povey	East Suffolk Council	Development Boundary for Oulton Broad section. Presumably this means to say: '...and a site-specific flood risk assessment may be required...
PODM43: Residential development within defined Development Boundaries	Paul Harris	Broadland and South Norfolk Councils	The Council supports the approach to focusing development within areas with services.
PODM43: Residential development within defined	Tessa Saunders	Anglian Water	Anglian Water agrees with the aims of the policy and the need to be consistent with other policies in the plan. We acknowledge that the statement in the supporting text that "development could be acceptable, notwithstanding other policies, constraints and material

Section	Name	Organisation	Comment
Development Boundaries			<p>considerations", would address our key concerns around flood risk, infrastructure capacity, and resilience over the longer term. We agree with the justification for not including a development boundary for Horning in Development Boundary Topic Paper (updated August 2023) - however, it would be helpful to provide a link to the Anglian Water Statement of Fact, in addition to the Joint Position Statement to provide a complete factual position for Horning and capacity at the WRC.</p>

DRAFT

Appendix 4 – Amended renewable energy policy

1 Policy PUBDM21: Renewable and low carbon energy

2 General principles

- 3 1. Renewable/low carbon energy proposals shall be of a scale and design appropriate to the
4 locality and shall not, either individually or cumulatively, have an adverse impact on the
5 distinctive landscape, cultural heritage, biodiversity, recreational experience or [special](#)
6 [qualities](#) of the Broads or the local amenity¹. The Broads Landscape Sensitivity Study² (or
7 successor document) will provide guidance on this. The impact of ancillary infrastructure,
8 including power lines, onshore infrastructure for [onshore and](#) offshore wind
9 turbines/farms, sub-stations, storage buildings, wharves and access roads, will form part
10 of the evaluation.
- 11 2. Wherever possible, renewable energy proposals should utilise previously developed sites
12 and result in environmental improvements over the current condition of the site.
- 13 3. The developer will also be required to restore the land to its original use and remove any
14 renewable energy equipment when it is redundant.
- 15 4. Proposals for solar farms on agricultural land are required to [avoid best and most versatile](#)
16 [land](#) ~~use poorer quality agriculture land~~
- 17 5. Battery storage proposals will need to address relevant policy considerations, such as
18 landscape impact and impact on the [special qualities](#) of the Broads.
- 19 6. [Any mitigation proposals for landscape impact shall be appropriate to the context and](#)
20 [character of the area.](#)
- 21 7. [Provision has been made for the satisfactory decommissioning of the renewable energy](#)
22 [infrastructure once the operations have ceased and the site can be restored to a quality of](#)
23 [at least its original condition.](#)
- 24 8. [Proposals shall not compromise, restrict or otherwise degrade the operational capability](#)
25 [of safeguarded MOD sites and assets.](#)

26 Specific additional criteria for onshore wind proposals

- 27 9. [Proposals for onshore wind energy development are required to address each of these](#)
28 [criteria:](#)
 - 29 a) [Justification for the turbine being within the Broads;](#)
 - 30 b) [Information will be required that sets out alternative locations considered and why these](#)
31 [were not pursued;](#)

¹ For example, through visual dominance, noise, fumes, odour, vibration, glint and glare, shadow flicker traffic generation, broadcast interference

² [Landscape Sensitivity Study \(broads-authority.gov.uk\)](#)

- 32 c) The proposed impacts on birds and bats must be fully assessed and avoided and
33 mitigated;
- 34 d) Information relating to the vehicle routing associated with construction activities for wind
35 farms must be provided. The proposed site access arrangements and access routes will be
36 suitable for the construction phase, including the delivery of turbine components and
37 construction materials, the operational phase, and the decommissioning of the proposed
38 wind farm;
- 39 e) Landscape impact will be assessed using the Landscape Sensitivity Study (or successor
40 document). The landscape must have capacity to accommodate the proposed
41 development without unacceptable negative effects on its character and qualities and
42 how it is valued by communities likely to be affected;
- 43 f) The scale of the turbine must be thoroughly justified;
- 44 g) There must be no unacceptable adverse impact on local amenity as a result of noise,
45 shadow flicker and visual intrusion or conflict with public safety. To protect visual amenity,
46 there will be a presumption against development within a distance of six times the turbine
47 blade tip height of residential properties unless it can be demonstrated that the presence
48 of turbines would not have an unacceptable impact upon living conditions;
- 49 h) Potential interference to television and/or radio reception and information and
50 telecommunications systems will be avoided and/or mitigated;
- 51 i) The proposed wind turbines are located appropriate distances from highways, and railway
52 lines to provide a safe topple distance. A minimum topple distance of the turbine height
53 plus 10% is recommended as a starting point;
- 54 j) There are no unacceptable adverse effects on sensitive or well used viewpoints; and
- 55 k) There are no unacceptable adverse effects on important recognised outlooks and views
56 from or to heritage assets where these are predominantly unaffected by harmful visual
57 intrusion, taking into account the significance of the heritage asset and its setting.

58 Reasoned Justification

59 It is widely acknowledged that tackling the challenges posed by climate change will
60 necessitate a radical increase in the proportion of energy generated from renewable sources.
61 The UK Renewable Energy Strategy (2009) includes the UK's legally binding renewable energy
62 target of 15% by 2020³. In July 2024, the government announced an ambition for the UK to
63 have a Net-Zero electricity grid by 2030. This is part of a wider suite of strategies within the
64 UK Low Carbon Transition Plan. The Authority must ensure that the causes of climate change
65 are addressed at the local level. This will, however, need to be undertaken within the context
66 of the ~~special circumstances pertaining to~~ protected status of the Broads.

³Since that Strategy, the UK Government have committed to net zero by 2050.

67 Landscape impact of proposals

68 A range of renewable energy technologies may be suitable for the Broads, including solar
69 photovoltaic cells, ground and water and air source heat pumps and wind turbines⁴.
70 However, the sensitivity of the Broads landscape means that large-scale renewable energy
71 developments are generally inappropriate. Where wind turbines, solar photovoltaics cells or
72 other large-scale renewable energy developments are proposed, applications should be
73 accompanied by a landscape and visual impact assessment of the impact of the development
74 from a full range of viewpoints, including from the waterways, and ~~is~~be completed in
75 accordance with the Guidelines for Landscape and Visual Impact Assessment published by the
76 Landscape Institute and Institute of Environmental Management and Assessments⁵.

77 Ministry of defence assets

78 MOD technical assets that facilitate air traffic management, primarily radar, navigation, and
79 communications systems are safeguarded to limit the impact of development on their
80 capability and operation. The height, massing, and materials used to finish a development
81 may all be factors in assessing the impact of a given scheme. Developments that incorporate
82 renewable energy systems may be of particular concern given their potential to provide large
83 expanses of metal at height, for example where proposals include a wind turbine or roof
84 mounted solar PV system. Where development falls outside designated safeguarding zones
85 the MOD may have an interest where development is of a type likely to have any impact on
86 operational capability. Usually this will be by virtue of the scale, height, or other physical
87 property of a development. Examples these types of development include, but are not limited
88 to

- 89 • Solar PV development which can impact on the operation and capability of
90 communications and other technical assets by introducing substantial areas of metal or
91 sources of electromagnetic interference. Depending on the location of development, solar
92 panels may also produce glint and glare which can affect aircrew or air traffic controllers.
- 93 • Wind turbines may impact on the operation of surveillance systems such as radar where
94 the rotating motion of their blades can degrade and cause interference to the effective
95 operation of these types of installations, potentially resulting in detriment to aviation
96 safety and operational capability. This potential is recognised in the Government's online
97 Planning Practice Guidance which contains, within the Renewable and Low Carbon Energy
98 section, specific guidance that both developers and Local Planning Authorities should
99 consult the MOD where a proposed turbine has a tip height of, or exceeding 11m, and/or
100 has a rotor diameter of, or exceeding 2m;

⁴See Renewable Energy Topic Paper : under evidence on this webpage: [Local Plan for the Broads \(broads-authority.gov.uk\)](http://broads-authority.gov.uk)

⁵ Guidelines for Landscape and Visual Impact Assessment: www.landscapeinstitute.org/product/guidelines-for-landscape-and-visual-impact-assessment/

- 101 • Any development that would exceed a height of 50m above ground level. Both tall (of or
102 exceeding a height of 50m above ground level) structures and wind turbine development
103 introduce physical obstacles to low flying aircraft.

104 Wind turbines

105 ~~The NPPF 2023 (paragraph 163, footnote 58) says: ‘Except for applications for the repowering~~
106 ~~and life extension of existing wind turbines, a planning application for wind energy~~
107 ~~development involving one or more turbines should not be considered acceptable unless it is~~
108 ~~in an area identified as suitable for wind energy development in the development plan or a~~
109 ~~supplementary planning document; and, following consultation, it can be demonstrated that~~
110 ~~the planning impacts identified by the affected local community have been appropriately~~
111 ~~addressed and the proposal has community support’.~~

112 The Labour Government brought in a new national policy approach to onshore wind turbines
113 in early July 2024, removing the strict requirements relating to wind turbines that had been in
114 place for a number of years. The need to identify areas suitable for wind turbines has been
115 removed and instead a criteria-based policy has been introduced.

116 Wind turbine developments in particular have the potential to impact significantly on the
117 special character of the Broads. Wind turbines are tall structures that are likely to detract
118 from the mainly open and low-lying character of the Broads landscape, particularly when they
119 are in large groups or sited in prominent locations. Proposals for wind turbines must therefore
120 be accompanied by a landscape and visual impact assessment, which assesses the impact of
121 the development from a full range of viewpoints, including from the waterways. When
122 considering such proposals, the Authority will take into account: the scale of the wind farm (in
123 terms of turbine groupings and heights); the condition of the landscape; the extent to which
124 topography and/or trees screen the lower part of turbines; the degree of human influence on
125 the landscape; and the presence of strong visual features and focal points. The Authority’s
126 Landscape Character Assessment and Landscape Sensitivity Study (or successor documents)
127 will be used to assist in assessing the impact of individual proposals.

128 ~~The Landscape Sensitivity Study concluded that wind turbines are tall structures that have the~~
129 ~~potential to detract from the mainly open and low lying character of the Broads landscape,~~
130 ~~particularly when they are in large groups or sited in prominent locations.~~

131 In terms of impact on birds, the RSPB emphasises the following:

- 132 • Especially in winter the Broads receives significant numbers of wetland birds from
133 continental Europe. Numbers in the 10s of 1,000s are recorded, and they utilise locations
134 within most of the Broads landscape and surrounding farmland. These birds arrive in
135 October and leave by April.

- 136 • Because of the large numbers and large flocks there is a high potential for strikes with
137 wind turbines.
- 138 • Breeding species such as European crane and bittern, both of which are large and
139 relatively slow flying, combined with marsh harrier might also be considered vulnerable to
140 collision with wind turbines.
- 141 • The coast is also a key area for migrating species (generally Mar-May and July-October) for
142 a range of bird species both large and small.
- 143 • Little tern breed on the coast and are vulnerable to disturbance, common tern and
144 cormorant commute between inland breeding sites and the North Sea to fish and, in the
145 case of cormorant, roost.

146 The Broads and surrounding areas are also important for populations of rare and protected
147 bats which are vulnerable to collision with wind turbines.

148 In terms of construction and decommissioning, large vehicles will likely be required to move
149 components and therefore routing is an important consideration, including the direct impact
150 of constructing access routes.

151 Battery storage

152 Any deployment of battery storage is highly likely to be closely associated with either solar
153 energy systems or wind energy, and therefore the suitability of a site would be restricted to
154 where these elements of the technologies would be considered appropriate.

155 Renewable/low carbon proposals outside of the Broads

156 The Authority will not support proposals for renewable energy development that are sited
157 outside but close to the Broads executive area boundary that would have an adverse impact
158 on the Broads environment, the special qualities of the Broads and the special landscape
159 setting and character.

160 **During the Preferred Options consultation, we asked a question about wind turbines. We**
161 **have assessed the comments received as well as checked the new Government's approach**
162 **and the policy now includes some criteria relating to wind power.**

Appendix 5 – Amended Policy NOR1 – Utilities Site

1 Policy PUBNOR1: Utilities Site

2 **Policy Map 12** <https://www.broads-authority.gov.uk/norwich.pdf>

- 3 1. Redevelopment of this area will be sought to realise its potential contribution to the
4 strategic needs of the wider Norwich area. The site is allocated for mixed-use
5 development which could include around ~~274~~ 250 dwellings.
- 6 2. Redevelopment proposals will only be supported where they are in conformity with the
7 East Norwich Regeneration Area SPD or other relevant guidance (to be completed) and
8 where they:
- 9 a) Do not prejudice but contribute to a comprehensive and deliverable mixed-use scheme for
10 the whole of the Deal Ground/Carrow Works/May Gurney/Utilities Sites Core Area
11 (including those parts outside the Broads Authority Executive Area boundary) known
12 collectively as the East Norwich Regeneration Area;
- 13 b) Protect and enhance natural assets and the historic environment and setting of heritage
14 assets; with many trees on site, scheme proposals will need to consider how best to
15 include and enhance these natural assets.
- 16 c) Provide suitable and appropriate public access to the river (including enabling river users
17 to get onto the water, as is feasible and appropriate) and provide moorings on the river
18 (including visitor and short stay moorings);
- 19 d) Provide a high-quality local environment through high quality design and landscaping and
20 making the most of the location on the river (see design policy (PUBDM52) and design
21 guide⁶);
- 22 e) Deliver biodiversity and ecological improvements (in line with the policies within the
23 Natural Environment section);
- 24 f) Ensure that scale and massing are carefully considered taking into account the impact of
25 development on the setting of natural and heritage assets including the character and
26 appearance of conservation areas and the Broad ~~Balance scale and massing of~~
27 ~~development~~, having regard to its location on the urban/rural fringe, and make a positive
28 contribution to the views between the river and the site;
- 29 g) Do not impede ~~Norwich~~-navigation on the river into/out of Norwich;
- 30 h) Ensure the residential dwellings mix is informed by the Local Housing Needs Assessment
31 with the eastern end of the site transitioning in scale to become a development of a more
32 traditional street-based form including family houses with a Broads outlook. Development
33 on western end of Utilities site more likely to be high-density mixed-use development;
- 34 i) Provide evidence, including a site flood risk assessment, to confirm that any development
35 will be consistent with national and local policy in terms of both on-site and off-site flood

⁶ Being finalised at the time of writing.

- 36 risks. A sequential test may be required, depending on the proposal and location of the
37 proposal. Development should be located to reflect flood risk on site;
- 38 j) Provide a suitable and appropriate solution to the constrained access to the site for all
39 modes of transport including the wheeling, pedestrian and cycle links through the site and
40 linking to the wider network; the highest priority will be given to supporting walking and
41 cycling;
- 42 k) Provide public access to the length of the Yare riverfront (see policy [PUBNOR2](#));
- 43 l) Are designed with sympathetic materials to ensure careful integration of new
44 development within the natural environment of the Broads;
- 45 m) Are energy and water efficient;
- 46 n) Identify, and provides remediation of, any existing ground contamination;
- 47 o) Consider, identify and address amenity impacts from nearby existing land uses;
- 48 p) Are resilient to a changing climate, particularly through providing shade and addressing
49 surface water from intense rain bursts;
- 50 q) Ensure no adverse impact on Cary's Meadow County Wildlife Site;
- 51 r) Ensure any lighting meets the requirements of the light pollution policy ([PUBDM28](#)) to
52 reflect the riverside location;
- 53 s) Manage any risk of pollution of groundwater or river water arising from the proposed
54 uses; and
- 55 t) Make appropriate use of the safeguarded sand and gravel resources on the site where
56 practicable (see Norfolk County Council's Core Strategy Policy CS16 - Safeguarding mineral
57 and waste sites and mineral resources).
- 58 3. As part of the scheme, the Authority expects a certain number of plots to be provided for
59 self-build/custom build housing if this is viable and feasible in terms of the overall scheme.
60 The precise number of plots will be discussed and agreed as part of the planning
61 application process.
- 62 4. Project Level Habitats Regulation Assessments will be required to ensure no adverse
63 impacts ~~up~~ on any habitat site. Measures to mitigate for the effects of new growth will be
64 required to mitigate for recreational disturbance and nutrient enrichment.
- 65 5. The Authority will also expect the following to be delivered as part of the overall scheme,
66 unless it is demonstrated this cannot practically be achieved:
- 67 i) Improved opportunities for recreation on site;
- 68 ii) Improved facilities for recreational boating on the river frontage; and
- 69 iii) A pedestrian/cycle link across the Wensum and Yare between the City Centre and
70 Whitlingham Country Park. A proportionate developer contribution will be required to
71 address any increased demand on services and facilities in Whitlingham Country Park
72 arising from the creation of this link.

73 6. Applicants are encouraged to take the opportunity of using the proximity of the site to the
74 river to use water source heat pumps or use the river for water source district heating.

75 Constraints and Features

- 76 • Close to a Norfolk County Wildlife Site – Cary’s Meadow.
- 77 • Likely to be of archaeological interest. Contains a range of heritage assets, including
78 evidence for Roman settlement, a possible Roman wharf, and possible World War Two
79 features and structures. Potential for archaeological remains associated with the use of
80 the adjacent River Yare.
- 81 • ~~Norwich navigation.~~
- 82 • Flood risk - zone 2 by EA mapping and small parts in zone 2, 3a and modelled 3b by SFRA
83 2017 mapping. When EA climate change allowance of 65% added, the site is affected.
- 84 • According to SFRA, susceptible to groundwater flooding – more than 25% and more than
85 75%
- 86 • Affected on a wet day if Heigham Large Deposit Reservoir floods according to mapping.
- 87 • Contributes to the urban/rural transition.
- 88 • Semi natural habitat on the edge of Norwich.
- 89 • Future growth could have an impact on the foul sewerage network capacity.
- 90 • Access to the site is particularly constrained for all modes of transport.
- 91 • This site is in close proximity to a number of designated heritage assets including the
92 Grade II listed Ruins of Trowse Newton Hall, the Thorpe Ridge Conservation Area and the
93 Grade II listed Registered Park and Garden (RPAG) of Crown Point.
- 94 • Safeguarded sand and gravel resources.
- 95 • Overgrown brownfield land with potential for Open Mosaic Habitat.
- 96 • Many trees on the site.
- 97 • On the main river. The Environment Agency should be consulted on any alteration of or
98 discharge to the main river. The IDB would also like to be consulted for comment due to
99 the major scale of development within its IDD and potential to affect the local riparian
100 network. Consent may be required for any alteration of or discharge to a riparian
101 watercourse.

102 Reasoned Justification

103 The site sits to the East of Norwich, yet on the urban rural fringe. In this area there is much
104 brownfield redundant land that Norwich City Council and Norfolk County Council (in liaison
105 with Broadland District Council, South Norfolk District Council and the Broads Authority) are
106 keen to see redeveloped and realise their potential. The Utilities site is part of a much wider
107 area of industrial land, now largely redundant, stretching across the planning boundaries of
108 the Broads Authority, Norwich City Council and South Norfolk District Council. Over the river,
109 to the southwest, is the ‘Deal Ground’ site which has extant outline planning consent for a
110 mixed-use development including 670 dwellings, a local centre, restaurant/dining quarter,

111 flood risk management and landscape measures, a new access road, and an access bridge
112 over the river Yare. To the West of the Deal Ground is the Carrow Works [site](#) which was
113 occupied by Britvic/Unilever, but which has become vacant and has potential for
114 redevelopment. The May Gurney site sits to the south of the Deal Ground site. This wider area
115 is seen as having strategic development potential, but bringing development forward is
116 complicated by access problems and the number of different landowners. The [Greater
117 Norwich Local Plan \(adopted 2024\)](#) ~~Joint Core Strategy (adopted 2011 with amendments
118 2014)~~ identifies the East Norwich area as having major physical regeneration opportunities for
119 mixed-use development and enhanced green linkages from the city centre to the Broads. The
120 Greater Norwich Local Plan ~~is being produced and~~ allocates land at the Utilities Site, Deal
121 Ground, May Gurney and Britvic/Unilever site and those policies will be of great relevance to
122 any scheme that comes forward on the Utilities Site. ~~Indeed, the Norwich City Council Site
123 Allocations and Site Specific Policies Plan (adopted December 2014) has the following policies
124 currently in place: R9: The Deal Ground, Trowse (residential led mixed use development) and
125 R10: Utilities Site, Cremorne Lane (mixed use development).~~

126 The wording for this policy reflects [the Greater Norwich Local Plan equivalent policy as well as
127 the Master Plan](#).~~and emerging SPD/Guidance, but simplifies and adds to, the content of the
128 East Norwich Joint Statement produced by Norwich City Council in association with the Broads
129 Authority and South Norfolk District Council.~~ It also reflects the East Norwich Masterplan⁷ and
130 emerging East Norwich [Supplementary Planning Document \(SPD\)](#). It is anticipated that the
131 SPD will be adopted by Norwich City Council, Broadland Council and South Norfolk Council as
132 well as the Broads Authority in 2024/[25](#).

133 Delivery and implementation of the policy

134 The access constraints referred to in the policy reflects that the site is bounded by railway
135 lines and a river. Whilst there are two ways to get to the site, the bridge over the railway to
136 Cremorne Lane is not designed to cater for [the amount of](#) traffic that could arise from the
137 redevelopment of this site and the access that runs alongside the river uses a [small](#) tunnel
138 under the railway bridge which again is not designed to cater for more traffic. The likely
139 solution would be the provision of a bridge over the river that would connect the Utilities Site
140 (in its entirety, not just the part within the Broads) to the Deal Ground site. The solution will
141 need to take account of the navigation of the rivers Wensum and Yare, and Norwich
142 navigation, as defined in The Norfolk and Suffolk Broads Act 1988.

143 The Environment Agency:

- 144 • supports the reference to the need to address flood risk issues, and highlights the need for
145 Flood Defence Consent from the Agency for development and trees in proximity to the
146 river;

⁷[East Norwich Masterplan | Norwich City Council](#)

- 147 • highlights the importance of protection against water pollution, that the site lies over
148 groundwater resources and within Source Protection Zone 1, and the potential risks of
149 water pollution from waterside sites in any industrial/boatyard uses; and
150 • draws attention to the potential of contaminated land.

151 Norfolk County Council identifies that the site includes a safeguarded minerals (sand and
152 gravel) resource.

153 There will be a requirement for an evidence-based project level HRA to assess the impact of
154 this development on habitat sites. Mitigation measures will be required relating to recreation
155 impact and nutrient enrichment – see the [Natural Environment section](#) for details.

156 There is potential for serviced plots to be provided for people to build their own homes as
157 part of any residential element of the scheme. See the self-build policy [PUBDM51](#).

158 It is anticipated that the dwellings will be delivered after 2035, towards the end of the plan
159 period. The Authority and partners consider that the site could potentially accommodate ~~274~~
160 [around 250](#) dwellings.

161 [Schemes will need to include opportunities for public access to the river as well as access onto](#)
162 [the river, possibly in the form of slipways. There is also an expectation that moorings will be](#)
163 [provided on the river for visitors. The Broads Authority will need to be consulted regarding](#)
164 [river related issues such as slipways and moorings.](#)

165 In relation to the potential new link to Whitlingham Country Park, there could be more use of
166 the park by residents living at the Utilities Site. The Authority appreciates that this link would
167 make the Park more directly accessible to more visitors and that it benefits the wider existing
168 community in the area, not just the residents of the Utilities Site. As such, an assessment of
169 the increased number of visitors likely to visit the Park from the Utilities Site development will
170 be needed. This will then determine the developer contribution required to enable the park to
171 accommodate the additional visitors and demand on the services and facilities. The developer
172 contributions sought would only reflect the visitors arising from Utilities Site development.

173 In terms of lighting, whilst it is acknowledged that the site is in Norwich, it is near a river
174 corridor and these areas are foraging areas for bats and so any lighting [if required](#) needs to be
175 [thoroughly justified and if needed, well designed,](#)~~if required.~~