

# Council

## Agenda

### Members of the Council

Mrs J Leggett (Chairman)	Mrs K A Vincent (Vice Chairman)
Mr A D Adams	Miss T E Lodge
Mrs C H Bannock	Mr I J Mackie
Mr D Buck	Mr Andrew M Mallett
Mr P H Carrick	Mrs T M Mancini-Boyle
Ms S J Catchpole	Mr I N Moncur
Mr S M Clancy	Mr G K Nurden
Mrs J K Copplestone	Mr F O'Neill
Mr S Dunn	Mr G Peck
Mr J J Emsell	Mr A J Proctor
Mr G Everett	Mr V Ray-Mortlock
Mr J F Fisher	Mr S Riley
Mr R R Foulger	Mrs B H Rix
Mr R F Grady	Mr D Roper
Mrs S C Gurney	Mr N C Shaw
Mr C Harrison	Mr M D Snowling MBE
Mr D G Harrison	Mr V B Tapp
Mr L H Hemsall	Mr S A Vincent
Miss J R Keeler	Mr D C Ward
Mr R J Knowles	Mr J M Ward
Mr B S Kular	Mr F Whymark
Mr T W Landamore	Mr D B Willmott
Miss S Lawn	Mr S D Woodbridge
Mr K G Leggett MBE	

### Date

Thursday 28 March 2019

### Time

7.00pm

### Place

#### Council Chamber

Thorpe Lodge  
 1 Yarmouth Road  
 Thorpe St Andrew  
 Norwich

### Contact

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 @BDCDemServices



#### Group meetings:

Conservative Group	Trafford Room (6.00pm)
Liberal Democrat Group	John Mack Room (6.00pm)

**20 March 2019**

### The Openness of Local Government Bodies Regulations 2014

Under the above Regulations, any person may take photographs, film and audio-record the proceedings and report on all public meetings. If you do not wish to be filmed / recorded, please notify an officer prior to the start of the meeting. The Council has a protocol, a copy of which will be displayed outside of each meeting room and is available on request.

**The Chairman will ask if anyone wishes to  
film / record this meeting**

## **A G E N D A**

**Page No**

- 1 Presentation by David Allfrey, Norfolk County Council Highways Infrastructure Delivery Manager, on the Norwich Western Link Road**

- 2 To receive declarations of interest under Procedural Rule no 8**

- 3 Apologies for absence**

- 4 Minutes**

To consider the Minutes of the meetings held on

(1) [21 February 2019](#)

**5 – 17**

(2) [28 February 2019](#)

**18 – 20**

- 5 Matters Arising (if any)**

- 6 Announcements**

To receive announcements from

(1) [The Chairman](#)

**21**

(2) The Vice Chairman

(3) The Leader

(4) Members of the Cabinet

(5) Head of Paid Service

- 7 Questions from the public**

To consider any questions received from members of the public in accordance with Procedural Rule 10.

- 8 Public Speaking**

To consider representation from the members of the public who have expressed the wish to convey their views on items on this agenda.

In accordance with the Constitution a total period of 15 minutes is allowed (each speaker may speak for 3 minutes only)

<b>9</b>	<b><u>Overview and Scrutiny Committee</u></b>	<b>22 – 26</b>
	To receive the non-exempt Minutes of the meeting held on 5 March 2019	
	<i>The following item requires consideration by Council:</i>	
	<u>Minute no: 119 – Overview and Scrutiny Annual Report 2018-19</u>	<b>23</b>
	to consider approval of the Annual Report for 2018-19	<b>27 – 33</b>
<b>10</b>	<b>Cabinet</b>	
	To receive the <u>Minutes of the meeting held on 13 March 2019</u>	<b>34 – 39</b>
	<i>The following <u>items require consideration by Council:</u></i>	<b>35</b>
	<u>Minute no: 108 – Broadland Business Plan 2019-2023</u>	<b>40 – 49</b>
	to consider the adoption of the Broadland Business Plan 2019-2023	
	<u>Minute no: 109 - Treasury Management Strategy 2019–20</u>	<b>36</b>
	to consider approval of the <u>Treasury Management Policy Statement, the Strategy Statement and the Annual Investment Strategy 2019-20</u>	<b>50 – 65</b>
	<u>Minute no: 110 – Discretionary Housing Payments</u>	<b>37</b>
	to consider adoption of the revised <u>DHP Policy and Period of Award Matrix from 1 April 2019</u>	<b>66 – 73</b>
<b>11</b>	<b><u>Planning Committee</u></b>	<b>74</b>
	To receive the Decisions from the meeting held on 6 March 2019	
<b>12</b>	<b><u>Audit Committee</u></b>	<b>75 – 78</b>
	To receive the Minutes of the meeting held on 14 March 2019	
	<i>The following item requires consideration by Council:</i>	
	<u>Minute no: 34 – Annual Fraud Update</u>	<b>78</b>
	to consider the recommendation to continue to participate in the Norfolk Fraud Hub at a cost of £4,080 for 2019/20, subject to the comments of the Head of Finance and Revenue Services regarding the scheme's value for money	
<b>13</b>	<b><u>Adoption of Wroxham Neighbourhood Plan</u></b>	<b>79 – 150</b>
	To consider adoption of the Wroxham Neighbourhood Plan, subject to a successful outcome at the Referendum on 21 March 2019	

**14 Questions from Members**

To consider questions from Members received in accordance with Procedural Rule 12.4.

**15 Motions**

To consider any motions received in accordance with Procedural Rule 13.

**16 Changes to Committees/Outside Organisation Appointments**

To consider any changes proposed by the respective Group Leaders

**T Holden  
Managing Director**



Minutes of a meeting of the **Council** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Thursday 21 February 2019** at **7.00pm** when there were present:

Mrs J Leggett – Chairman

Mr A D Adams	Mr D G Harrison	Mr S Riley
Mrs C H Bannock	Miss J R Keeler	Mrs B H Rix
Mr D Buck	Mr R J Knowles	Mr D Roper
Mr P H Carrick	Miss S Lawn	Mr N C Shaw
Mr S M Clancy	Mr K G Leggett MBE	Mr M D Snowling MBE
Mr S Dunn	Mr I J Mackie	Mrs K A Vincent
Mr J J Emsell	Mrs T M Mancini-Boyle	Mr S A Vincent
Mr G Everett	Mr I N Moncur	Mr D C Ward
Mr J F Fisher	Mr G K Nurden	Mr J M Ward
Mr R Foulger	Mr F O'Neill	Mr F Whymark
Mr R F Grady	Mr G Peck	
Mr C Harrison	Mr A J Proctor	

Also in attendance were the Managing Director, the Deputy Chief Executive, the Head of Finance and Revenue Services, the Head of Democratic Services & Monitoring Officer and the Committee Officer (DM).

Members of the public and the Press also attended the meeting.

## **102 NORFOLK CONSTABULARY PRESENTATION / QUESTION / ANSWER SESSION**

The Chairman welcomed to the meeting Superintendent Harvey, Inspector R Wicks and Sergeant A Youd. Supt Harvey thanked Members for the opportunity to attend the Council meeting again to provide an update on progress on policing matters and to answer questions. He added that he and his fellow officers were always available to Members to discuss any areas of concern and Members were welcome to contact the officers present for a one to one meeting at any time. Supt Harvey reported that the new policing model was now starting to settle well and he gave an example of how the new ANPR facility was proving invaluable in catching criminals. Figures for violent crime had risen but research had identified this was most often amongst people who knew each other. On average, one robbery took place each month in Broadland and the district continued to remain a very low crime area. There were no County Lines dealers in the district.

In response to a question about speeding and the use of SAM cameras, Supt Harvey confirmed that a lot of progress was being made in the battle with speeding and local speed watch volunteers were helping immensely in this respect. With regard to ongoing concerns about misuse of and accidents on

the Broadland Northway, Supt Harvey commented that a significant improvement had been seen in use of the road over the last 3 months following improvements by the Highway Authority to road markings but there was still a need for continued education. There were still some issues with regard to the speed of cars approaching roundabouts and use of the road continued to be monitored with a full review planned after 12 months' operation to gauge the impact on accident numbers overall in the area. Members were well placed to lobby the County Council regarding any improvements they felt should be considered.

A question was raised about the proper use of CCTV by residents and businesses and Supt Harvey confirmed that privately owned CCTV and indeed dash cams were invaluable in providing evidence to help solve crimes. CCTV cameras should be positioned so that they recorded within the residential / business private curtilage. In cooperation with the help hub, he was hoping to prepare guidance on the use of CCTV.

A number of Members thanked the Police representatives present for work being done on the ground in several parishes in Broadland and the Police presence which was to be welcomed. Reference was made to the ongoing growth of the county and the need to continue to try to respond to the growth with appropriate resources.

The Chairman thanked the Police representatives for attending and they undertook to present an update of crime figures in the area on their next visit.

#### **103 DECLARATIONS OF INTEREST UNDER PROCEDURAL RULE NO 8**

<b>Member/Officer</b>	<b>Minute No &amp; Heading</b>	<b>Nature of Interest</b>
The Head of Democratic Services and Monitoring Officer (on behalf of all staff present)	109 – Cabinet Reports - Senior Management Structure	Personal interest on behalf of all staff present affected by the proposals

#### **104 APOLOGIES FOR ABSENCE**

Apologies for absence were received from Ms S J Catchpole, Mrs J K Copplestone, Mrs S Gurney, Mrs L H Hemsall, Mr T W Landamore and Mr V B Tapp.

#### **105 MINUTES**

The Minutes of the meeting held on 10 January 2019 were confirmed as a correct record and signed by the Chairman.

*Minute no 96 – Appointment of Electoral Registration Officer/Returning Officer*

In response to a concern about rumours relating to the management of the forthcoming elections, the Managing Director reassured Members that whilst he had been appointed as Returning Officer for both South Norfolk and Broadland Councils for the May elections, a fully empowered Deputy Returning Officer had been appointed at each location with the Head of Democratic Services and Monitoring Officer assuming this role at Broadland. He added that in his previous posts, he had over 10 years' experience of the role of Returning Officer and as a local person was familiar with both districts.

**106 ANNOUNCEMENTS**

Members noted the civic engagements undertaken by the Chairman and Vice-Chairman of the Council since the last meeting. The Chairman referred to her attendance at the launch of the Blue Plaque scheme and thanked all staff involved for their work in getting it up and running.

The Vice-Chairman referred to her attendance at the Holocaust memorial service which had been very moving, in particular, hearing from survivors of the Rwanda genocide.

The Portfolio Holder for Housing and Wellbeing (Mr Foulger) reported that 1 May 2019 saw the 175<sup>th</sup> anniversary of the establishment of the railway from Norwich to Great Yarmouth and the 200th anniversary of the birth of Queen Victoria. The new fleet of Greater Anglia trains was due to be in place by then but the signalling works by Network Rail had been delayed from April to October which would affect the celebrations planned. There was, however, still opportunity for Broadland to celebrate the anniversaries at its three stations along the line at Brundall, Reedham and Cantley.

The Portfolio Holder for Environmental Excellence (Mr Fisher) referred to the Broadland launch of the SCRAP fly tipping campaign which would take place the following day.

**107 QUESTIONS FROM THE PUBLIC**

The following questions were raised by members of the public present:

***Dr Hayley Pinto***

*The 1.5oC IPCC report was described by Antonio Guterres (UN Secretary General) as “an ear-splitting wake up call.” Even our children are sacrificing their education; going out on strike to demand action. As a mother, I am deeply concerned about the terrifying prospects for my children if climate*

*change is not comprehensively addressed. Norfolk and specifically Broadland face significant issues, including (not limited to) loss of the Broads due to salt-water infiltration, flooding, water scarcity and heatwaves impacting agriculture & public health. Every community in the world must respond to this threat. Local councils are ideally placed to catalyze local action and educate their populations. We must rapidly reduce the carbon footprint of our communities to achieve carbon neutrality in a timeframe compliant with science and the Paris Agreement. As a rural area, we are also capable of contributing to carbon drawdown. Following the groundbreaking IPCC Report, will Broadland Council declare a climate emergency as a first step?*

Responding to the question, the Portfolio Holder for Environmental Excellence commented that the District Council was very conscious of the issue of climate change and was working wherever possible to reduce emissions. He undertook to provide a full and comprehensive response to Dr Pinto's question within 10 days and that the Environmental Excellence Panel would be considering the issue of the IPCC report for recommendation to Cabinet.

He referred to a number of Council initiatives already underway with regard to encouraging the use of renewable energy and recycling. Norfolk would soon benefit from an award of funding to help improve energy efficiency in homes throughout Norfolk to reduce the carbon footprint. He also referred to the Council's innovative housing project at Carrowbreck, to build award-winning houses to Passivhaus standards and to the possibility of securing Transforming Cities funding to improve public transport routes and secure electric buses utilising renewable energy.

Dr Pinto welcomed the answer provided and the offer to expand on this further. She added that she was a member of a local group working together to try to see what communities could do to help with climate change and she would like to share their work with the Council.

**Peter Lanyon – Question for Council Meeting 21 February 2019**

*The Norwich Western Link road, which Broadland Council supports, would drive a dual carriageway and 30,000 vehicles a day directly through the Wensum and Tud river valleys. The wider ecology of the area comprises interconnected habitats between these two river valleys. The road would damage Areas of Conservation, Wildlife sites and ancient woodlands. There is no effective way to mitigate for the loss of interconnected habitats. As the climate changes, species need to be able to move effectively through the landscape, using unbroken corridors along rivers and hedges. Put in plain English, the road would cause ecocide. The schoolchildren who were protesting last Friday, including at the Norwich Forum, were doing so because their generation is the one that will suffer devastating social impacts if we do not take urgent preventative action now. They are demanding all leaders, like*

*yourself, take immediate action to prevent further damage. Norfolk Wildlife Trust, the Campaign to Protect Rural England, and local environmental groups all oppose the link road. So does the MP for Norwich South, Clive Lewis. Will you as responsible councillors, see the crisis that is unfolding? Please for the sake of all of us; drop your support for this link road.*

The Leader of the Council responded that the Council's support for the building of a Norwich Western Link between the A1067 Fakenham Road and the A47 was longstanding. It was most recently demonstrated in the response to the second public consultation on the four options for the link road in January this year when support for Options C and D were put forward as being acceptable.

Protecting the natural environment of Norfolk and Broadland continued to be a priority and when considering large scale infrastructure projects, there was an acute awareness of the need to balance the interests of the environment and that of the need for development, growth and inward investment. The Norwich Western Link would bring about important benefits to residents, businesses, visitors and both the built and natural environment. It would improve people's quality of life by reducing rat running, reduce air pollution in villages, improve road safety and improve the highway network to create quicker journeys with fewer polluting traffic jams. As with any development in a rural setting, there would be an impact on wildlife habitats and managed natural landscape. As always, the Council would continue to seek assurances that these impacts were mitigated and appropriate measures put in place to protect Norfolk's natural heritage.

***Statement by Andrew Cawdron of 8 The Boulevard, Thorpe End, Norwich, NR13 5BL***

*to the Councillors of Broadland District Council in respect of their Financial Report tabled for final approval at the 21st February 2019 Meeting.*

*Last Friday we were privileged to witness thousands of schoolchildren taking a school strike to demand that politicians take action to address the real and immediate threat of the climate emergency. I believe they are right to worry about their future, where governmental inaction threatens societal and environmental collapse. Those who are elected to positions of authority have a duty to research, study and accept the truth of what faces their constituents and act with clarity and boldness. The recent Intergovernmental Panel on Climate Change report has stated we have 12 years to prevent runaway climate changes. The Paris Accord with or without America will take us above the target of 1.5 degrees warming and we are on a trajectory of 2.5 – 3 degrees warming. This in short, means we have no Carbon budget left. The climate emergency is already impacting communities across the world, resulting in loss of life. We face a scenario of increasing worldwide migration, food and water insecurity and instability. We are cooking our planet and such*

*matters, as the insect decline is an example to be made worse, if temperature change rises to 2 degrees. Here in the UK, where we produce only 50% of our food, we will be vulnerable to food shortages and of course, Norfolk as a region is already vulnerable to coastal flooding and consequential impacts inland upon our rivers and broads. Without exaggeration, we should already have emergency plans prepared for accommodating our coastal communities in the event of an increased 1953 storm surge. I ask Broadland District Councillors to join other councils across the UK and the world to declare a climate emergency, work to educate their constituents about the emergency and start to prepare communities for the changes that will be necessary. As stark examples of how wrong priorities have become, I refer you to your own financial reporting. For Growth/Savings agreed Autumn 2018. On page 102 of your papers, you will see Climate Change; CCCLC 5000 Climate Change Contracted Services and CCCLC 4011 Climate Change Officers Conference Expenses; these are both summarised as “No Longer Required”. It is little wonder our children are crying out to the “grown ups” to wake up and smell the roast.*

#### **108 PUBLIC SPEAKING**

It was noted that there had been no requests to speak by the public.

#### **109 OVERVIEW AND SCRUTINY COMMITTEE**

The Minutes of the meetings held on 8 January, 29 January and 5 February 2019 were received.

#### **110 CABINET REPORTS**

The Minutes of the meetings held on 15 January and 12 February 2019 were received.

*15 January 2019*

*Minute no: 82 – Budget and Medium-Term Financial Plan 2019/24 (see Minute 110 below).*

*Minute no: 83 – Joint Five-Year Infrastructure Investment Plan 2019-24*

The Portfolio Holder for Planning (Mr Moncur) invited Members to support the recommendation from Cabinet.

**RESOLVED**

to agree the Greater Norwich Joint Five-Year Investment Plan and 2019/20 Annual Growth Programme and that the cash reserve be reallocated into the Infrastructure Investment Fund to support the delivery of previously agreed annual growth programmes and support the establishment of a new cash reserve to be forward planned in future versions of this Plan.

*12 February 2019*

*Minute no: 93 – Minutes – Budget and Medium-Term Financial Plan 2019 – 24 (see Minute 110 below).*

*Minute no: 97 – Senior Management Recruitment and Appointment Arrangements*

The Portfolio Holder for Transformation and Organisational Development (Mr Peck) advised that the report on the Senior Management Recruitment and Appointment Arrangements had been considered by the Joint Lead Member Group, the Joint Scrutiny Committee, the Overview and Scrutiny Committee and Cabinet. However, the outcome of the consultation with senior officers and Unison was being finalised and the Cabinet recommendations would therefore stand deferred for consideration at the Extraordinary meeting of Council on 28 February 2019.

*Minute no: 98 – Changes to Council Tax Empty Homes Premium*

**RESOLVED**

- (1) that the Long-Term Empty Property Premium (currently set at 50%) is:
  - (a) increased to 100% from 1 April 2019 for those properties that are vacant for two years and over; and
  - (b) increased to 200% from 1 April 2020 for those properties which are vacant for five years and over; and
  - (c) increased to 300% from 1 April 2021 for those properties which are vacant for ten years and over; and
- (2) that the Discretionary Relief Policy be amended by inserting the wording attached at Appendix 1 to the signed copy of these Minutes.

**111 REVISED MEDIUM TERM FINANCIAL PLAN 2019 – 2024 AND COUNCIL TAX RESOLUTION 2019/20**

Members considered the budget recommendations from the Cabinet meetings on 15 January and 12 February 2019 (Minute Nos: 82 and 93) together with the reports of the Head of Finance and Revenue Services inviting Council to approve the amended medium-term plan and the capital strategy and also calculate and approve the Council Tax requirement for 2019/20.

The Portfolio Holder for Finance (Mrs T Mancini-Boyle) stated that each year the budget was approached with uncertainty usually due to questions around funding and because of that, the Council exercised an element of caution. This year was no exception as collaboration could now be added to the mix. Savings were not the primary driver; the focus was on economic and housing growth along with improving the services delivered and providing enhanced benefits for the combined 260 thousand residents and 10 thousand businesses. If achieved, this would ensure Broadland along with South Norfolk promoted social mobility and were the vibrant places to live and work that was wanted now and in the future. As work progressed, savings were however expected to flow through. The £8.6 million identified in the feasibility report over the next five years had been included in the MTFP so that sight of the aims was not lost. They had however been removed from the bottom line as there was no certainty when or whether they would come to fruition. Also included were some of the costs involved such as the new growth delivery team.

As ever, all spending areas had been reviewed to ensure there were appropriate budgets for services and the current capital program. Back in 2016, Broadland submitted an efficiency plan which had been accepted and the 2019/20 provisional settlement had been included in that agreement. Moving forward Norfolk had been awarded the opportunity to take part in the 75% business rate retention pilot and therefore the 2019/20 revenue support grant due to Broadland had been rolled into the revised business rate baseline. New Homes Bonus remained unchanged for the next financial year and was expected to form part of the Government's comprehensive spending review in 2019, so the future of this funding stream was uncertain.

Broadland's council tax level was in the lowest quartile in the UK and Central Government's expectation was that local authorities use their powers to raise tax to meet their spending needs. There was no rise built into the 2019/20 budget but moving forward a rise had been built into the MTFP. This would however be reviewed on an annual basis and a decision made accordingly at that time.

When drawing up the budget, certain assumptions had been made, such as inflation which would follow that predicted by the Bank of England and that Broadland would continue to provide current services. Provision had been



made for a 2% increase in salary costs in respect of inflation and PRP.

A new PRP scheme was being worked on as part of the collaboration process. Business rate appeals were still a real threat and could have significant impact moving forward. Provision continued to be made for these and therefore sufficient funds were available at present for any settled appeals.

The current capital programme also had sufficient funding. However, it would be necessary to look for other projects moving forward and the opportunity would be there to borrow money if required. As ever, all projects would be assessed on a case-by-case basis. Presently, Broadland was heavily reliant on council tax and business rate income and innovative new ideas were required for income and capital generation.

The MTFP predicted a draw on reserves over the next five years, however, if the collaboration savings were realised, this might well not be as great. Savings and additional income had helped reduce pressure on the general fund in previous years and continuing careful monitoring of the budget would be required by the ever-vigilant team.

On a personal note, the Portfolio Holder thanked Jill Penn and her team for their dedication and professionalism in pulling the budget together in what was a difficult and unsettling time for officers. She also thanked them for the support given to her as Portfolio Holder and once again, congratulated the team for winning the IRRV award for Excellence in Non-Domestic rates in 2018/19 and it had been a great pleasure to attend the ceremony with many of the team.

The Portfolio Holder asked Council to support the budget in full.

A Member sought clarification as to whether the budget included provision for a decrease or increase in staffing levels compared to current levels and, if so, how many. The Managing Director commented that indicative savings had been included in the budget arising from the feasibility study but the real position would become much clearer following the appointment of staff to the senior management roles. At this point, senior managers would be able to consider the overall totality of staff at their disposal and the staffing levels needed would become clear. A further question was raised as to how this had been reflected in the budget and if the budget included savings in staff numbers. The Managing Director responded that the budget for staff costs was consistent with the previous budgets for staffing and did not reflect any changes as these would only become clear after the senior management appointments.

With regard to the level of reserves being held, a comment was made that it was hoped that efforts would continue to look for savings and economies

rather than increase council tax and, on the basis that the budget represented a standstill budget, support could be given to the proposed budget.

A Member commented that they did not as yet feel able to sign up to the indicative savings identified in the feasibility report and that increasing capacity and income generation by way of growth and enhancement was an alternative means of meeting the demands on the budget. They also supported the proposed budget.

Members then voted on the recommendations contained within the Cabinet Minutes and within the reports of the Head of Finance and Revenue Services on the Budget and Medium-Term Financial Plan 2018 – 2021 and the Council Tax Resolution for 2018/19.

In accordance with the Local Authorities (Standing Orders) (England) (Amendment) Regulations 2014, which set out the requirement for a recorded vote to be taken on all budget and Council Tax setting matters, a recorded vote was taken as follows:

**FOR THE RECOMMENDATIONS – 34**

Mr A D Adams	Miss J R Keeler	Mr S Riley
Mrs C H Bannock	Mr R J Knowles	Mrs B H Rix
Mr D Buck	Miss S Lawn	Mr D Roper
Mr P H Carrick	Mrs J Leggett	Mr N C Shaw
Mr S M Clancy	Mr K G Leggett MBE	Mr M D Snowling MBE
Mr S Dunn	Mr I J Mackie	Mrs K A Vincent
Mr J J Emsell	Mrs T M Mancini-Boyle	Mr S A Vincent
Mr G Everett	Mr I N Moncur	Mr D C Ward
Mr J F Fisher	Mr G K Nurden	Mr J M Ward
Mr R R Foulger	Mr F O'Neill	Mr F Whymark
Mr R F Grady	Mr G Peck	
Mr C Harrison	Mr A J Proctor	

**ABSTENTIONS – 1**      Mr D G Harrison

**RESOLVED**

to approve

- (1) the amendments to be included in the Budget for 2019/20 (attached at Appendix 2 to the signed copy of these Minutes);
- (2) the discretionary fees and charges (attached at Appendix 3 to the signed copy of these Minutes);

- (3) the capital programme for 2019/20 to 2021/22 (attached at Appendix 4 to the signed copy of these Minutes);
- (4) the provisional Band D Council Tax level for 2019/20 from the options given in Appendix 5 to the signed copy of these Minutes;
- (5) General Reserves draw for 2019 to 2024 (Paragraph 5.2 of the report, attached at Appendix 6 to the signed copy of these Minutes);

and

- (6) the revised Medium-Term Financial Plan for 2019-2024 and the Capital Strategy (attached at Appendices 7 and 8 to the signed copy of these Minutes).

It was also further

**RESOLVED**

- (7) that it be noted that on 4 December 2018 the Council calculated
  - (a) the Council Tax Base 2018/19 for the whole Council area as 46,065 (Item T in the formula in Section 31B (3) of the Local Government Finance Act, as amended (the “Act”)) and;
  - (b) the dwellings in those parts of its area to which a Parish precept relates as attached at Appendix 9 to the signed copy of these Minutes).
- (8) that the Council Tax requirement for the Council’s own purposes for 2019/20 (excluding Town and Parish Precepts and special expenses) is £5,580,300.
- (9) that the following sums be calculated for the year 2019/20 in accordance with Sections 31 to 36 of the Act.
  - (a) £45,900,200 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A (2) of the Act taking into account all precepts issued to it by Town and Parish Councils. This includes the amount that the authority estimates will be transferred in the year from its Collection Fund to its General Fund reserve in accordance with Section 97 (3) of the Local Government Finance Act 1988 (including a Business Rates deficit of £503,100).

- (b) £36,607,600 being the aggregate of the amounts which the Council estimates for the items set out in Section 31A (3) of the Act (including a Council Tax surplus of £3,100).
- (c) £9,292,600 being the amount by which the aggregate at 3(a) above exceeds the aggregate at 3(b) above, calculated by the Council, in accordance with Section 31A (4) of the Act as its Council Tax requirement for the year. (Item R in the formula in Section 31A (4) of the Act.)
- (d) £201.73 being the amount at 3(c) above (Item R), divided by Item T (2 above), calculated by the authority in accordance with Section 31B (1) of the Act as the basic amount of its Council Tax for the year (including Parish Precepts).
- (e) £3,708,300 being the aggregate amount of all its special items (including Parish precepts) referred to in Section 34(1) of the Act (as attached at Appendices 10 and 11 to the signed copy of these Minutes).
- (f) £121.14 being the amount at 3(d) above less the result given by dividing the amount collected from local taxation at 3(e) above by Item T (2 above), calculated by the council, in accordance with Section 34(2) of the Act, as the basic amount of its Council Tax for the year for dwellings in those parts of its area to which no special item relates.

## **112 LICENSING AND REGULATORY COMMITTEE**

The Minutes of the meeting held on 16 January 2019 were received.

*Minute no 37 – The Animal Welfare (Licensing of Activities Involving Animals) (England) Regulations 2018*

Council was invited to approve the recommendations.

### **RESOLVED**

to:

- (1) delegate authority to the Head of Housing and Environmental Services to appoint authorised inspectors under the Animal Welfare Act 2006;
- (2) delegate authority to the Head of Housing and Environmental Services to consider appeals against Star Ratings;

- (3) authorise the Head of Democratic Services and Monitoring Officer to make the consequential amendments to the Constitution.

**113 PLANNING COMMITTEE**

The Decisions from the meetings held on 19 December, 9 January, 23 January and 6 February 2019 were received.

**114 AUDIT COMMITTEE**

The Minutes from the meeting of the Audit Committee held on 10 January 2018 were received.

**115 CYCLE OF MEETINGS 2019/2020**

Council considered a report setting out the draft cycle of meetings for 2019/2020. In response to a question, the Leader confirmed that arrangements would be put in place to establish the Portfolio Holder Panels and schedule meetings of the Panels after they had been agreed at the Annual General Meeting. He supported the view that the Place Shaping Panel had a key role in facilitating wide-ranging discussions on strategic planning particularly having regard to the potential for high levels of growth in the area.

**RESOLVED**

to approve the cycle of meetings for 2019/20 as attached at Appendix 12 to the signed copy of these Minutes.

**116 QUESTIONS FROM MEMBERS**

It was noted that there had been no questions received from Members.

**117 MOTIONS**

It was noted that no Motions had been received.

**118 CHANGES TO COMMITTEES AND OUTSIDE ORGANISATION APPOINTMENTS**

No changes were announced.

*The meeting closed at 8:05pm*

Minutes of an **Extraordinary** meeting of the **Council** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Thursday 28 February 2019** at **7.00pm** when there were present:

Mrs J Leggett – Chairman

Mr A D Adams	Mr D G Harrison	Mr D Roper
Mrs C H Bannock	Mr R J Knowles	Mr N C Shaw
Mr D Buck	Mr K G Leggett MBE	Mr M D Snowling MBE
Mr P H Carrick	Mr G K Nurden	Mrs K A Vincent
Ms S J Catchpole	Mr F O'Neill	Mr S A Vincent
Mr S Dunn	Mr G Peck	Mr D C Ward
Mr J J Emsell	Mr A J Proctor	Mr J M Ward
Mr J F Fisher	Mr V Ray-Mortlock	Mr F Whymark
Mr R R Foulger	Mr S Riley	
Mrs S C Gurney	Mrs B H Rix	

Also in attendance were the Managing Director, the Deputy Chief Executive, the Head of Democratic Services & Monitoring Officer and the Senior Committee Officer.

#### **119 DECLARATIONS OF INTEREST UNDER PROCEDURAL RULE NO 8**

<b>Member / Officer</b>	<b>Minute No &amp; Heading</b>	<b>Nature of Interest</b>
Head of Democratic Services & Monitoring Officer (on behalf of all staff present who were affected by the senior management restructure)	97 Senior Management Structure	Personal interest as affected by the proposals

#### **120 APOLOGIES FOR ABSENCE**

Apologies for absence were received from Mrs Copplestone; Mr Grady; Mr C Harrison; Mr Mallett, Mrs Mancini-Boyle, Mr Moncur, Mr Tapp and Mr Willmott.

#### **121 QUESTIONS FROM THE PUBLIC**

There were no questions.

**122 PUBLIC SPEAKING**

There was no public speaking.

**123 SENIOR MANAGEMENT STRUCTURE AND APPOINTMENT ARRANGEMENTS**

Members considered the report of the Managing Director seeking Council approval on the preferred appointment Panel for the recruitment and appointment of the Senior Management roles for Broadland and South Norfolk Councils to facilitate a single paid service. The report included an updated timeline and updated terms of reference for the Joint Appointment Panel and the responses and feedback from the formal consultation with affected senior staff and UNISON.

In presenting the report, the Leader of the Council (Mr Vincent) drew Members' attention to paragraph 4.13 and advised that option 1 had been chosen by the Joint Lead Members Group, Joint Scrutiny Committee, the Council's Overview & Scrutiny Committee and Cabinet. In addition, he referred to an amendment to the recommendation by the inclusion of wording relating to a common membership of no less than 75% being maintained, as outlined in paragraph 4.14 of the report.

After a brief discussion, it was

**RESOLVED:**

to

- (1) note the recruitment process and associated timeline (attached at Appendix 1 to the signed copy of these Minutes) for appointment of Chief Officer and Deputy Chief Officer roles to the Senior Management structure;
- (2) confirm and approve the proposed panel format as set out in sections 4.12 and 4.14 of the report (attached at Appendix 2 to the signed copy of these Minutes) for the Member appointments panel of Chief Officer roles;
- (3) confirm and approve that option 1 from the table of options in section 4.13 of the report (attached at Appendix 2 to the signed copy of these Minutes) be the preferred option for the appointments panel of Deputy Chief Officer roles;
- (4) approve the updated terms of reference for the Joint Appointment

Panel (attached at Appendix 3 to the signed copy of these Minutes)  
and

- (5) agree that the Managing Director be given delegated authority to appoint on an interim basis in the event that any external appointments are required after all internal senior staff and wider internal staff groups are complete.

*The meeting closed at 7:15pm*

DRAFT



## **CIVIC ENGAGEMENTS**

<b>Date</b>	<b>Event</b>	<b>Attended by</b>
<b>February 2019</b>		
19 <sup>th</sup>	British Cycling Road Championships Launch Event at City Hall	Chairman
22 <sup>nd</sup>	Presentation of floral arrangement to Jack Jenner of Thorpe St Andrew to celebrate his 100 <sup>th</sup> birthday	Chairman
24 <sup>th</sup>	Civic Service hosted by the Chairman of South Norfolk Council at All Saints Church, Bungay Road, Poringland	Chairman
<b>March 2019</b>		
3 <sup>rd</sup>	Justice Service hosted by the High Sheriff of Norfolk at King's Lynn Minster	Chairman
9 <sup>th</sup>	"Songs, Music & Mirth" fund-raising evening hosted by the Chairman at Hellesdon Community Centre	Chairman

Minutes of a meeting of the **Overview & Scrutiny Committee – Review of Cabinet Agenda** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Tuesday 5 March 2019** at **10.00 am** when there were present:

Mr D G Harrison – Chairman

Mr A D Adams  
Mrs C H Bannock  
Mr D Buck  
Ms S J Catchpole

Mr J J Emsell  
Mr G Everett  
Mr R F Grady  
Mr K Leggett MBE

Mr G K Nurden  
Mr V Ray-Mortlock  
Mr S Riley  
Mr D C Ward

Mr A Mallett also attended the meeting for its duration.

Also in attendance were the Head of Democratic Services and Monitoring Officer, Head of Corporate Resources, Head of Economic Development, Economic Development Manager, Environmental Protection Manager (Special Projects), Corporate Finance Manager, Interim Revenues and Benefits Manager, Appeals Officer and the Committee Officer (JO).

### 116 DECLARATIONS OF INTEREST UNDER PROCEDURAL RULE NO 8

Member	Minute No & Heading	Nature of Interest
Ms Catchpole, Mr Harrison and Mr Riley	121 – Disposal of Council Owned Land	Local Choice Non Pecuniary Interest as Members for Aylsham

### 117 APOLOGIES FOR ABSENCE

Apologies for absence were received from Mr Tapp and Mrs Vincent.

### 118 MINUTES

The Minutes of the meeting held on 5 February 2019 were confirmed as a correct record and signed by the Chairman.

In response to a query about the new report format, Members were advised that Broadland and South Norfolk's Committee reports had been aligned and were now a hybrid developed from the reporting templates of both authorities. No content had been lost as a result of the changes.

### 119 OVERVIEW AND SCRUTINY ANNUAL REPORT 2018-19

The Committee received the Overview and Scrutiny Annual Report for 2018-19, which provided details of the work, outcomes and achievements of the

Committee over the last year.

The report also included a record of recommendations that the Overview and Scrutiny Committee made between April 2018 and February 2019 when scrutinising Cabinet papers. The report also provided details of activities outside of the Committee, such as Joint Scrutiny Committees, Time and Task Limited Panels and Member training.

### **RECOMMENDED TO COUNCIL**

to approve the Overview and Scrutiny Annual Report 2018-19.

## **120 EXCLUSION OF THE PRESS AND PUBLIC**

### **RESOLVED**

to exclude the press and public from the meeting for the remaining business because otherwise, information which was exempt information by virtue of Paragraph 3 of Part I of Schedule 12A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006 would be disclosed to them.

## **CABINET REPORTS**

## **121 DISPOSAL OF COUNCIL OWNED LAND**

The report proposed options for the disposal of Council owned land. Following consideration of the report (as set out in the exempt Minutes) it was:

### **RECOMMENDED TO CABINET**

Options (1 and 4)

- (1) To enter into a Partnership Agreement with Norfolk County Council; and
- (2) Agree to delegate any further legal decisions / instructions that need to be made to the Head of Economic Development in consultation with the Portfolio Holder for Economic Development.

### 122 FOOD WASTE PROCESSING CONTRACT

The report sought approval for awarding a two year contract for processing food waste.

Following consideration of the report (as set out in the exempt Minutes) it was:

#### **RECOMMENDED TO CABINET**

Option (1)

To proceed with the award of a two year contract to Norse Environmental Waste Services Ltd for the processing of food waste.

*The Press and public were readmitted to the meeting.*

### 123 BROADLAND BUSINESS PLAN 2019 -2023

The report presented an updated Broadland Business Plan 2019-2020 following a small number of amendments agreed by Cabinet at its meeting on 12 February 2019. The Business Plan also included more narrative for the Ambitions of Broadland, as well as measures that underpinned the objectives, which would be used to assess the performance of the Council.

The Committee was advised that the Managing Director had made some minor comments on the Plan and these had been taken into account.

Members had been consulted on the contents of the Plan through the Overview and Scrutiny Cabinet Review process as well as having the opportunity to comment through a questionnaire in *Broadland News*.

It was confirmed that the Plan was exclusively a Business Plan for the Council, as both Broadland and South Norfolk remained autonomous bodies.

It was requested that in future when the Business Plan and other similar documents were updated that any changes be tracked or listed to allow Members to see where revisions had been made. The Head of Democratic Services and Monitoring Officer confirmed that he would advise report authors accordingly.

#### **RECOMMENDED TO CABINET**

Option (1)

to recommend to Council that the Broadland Business Plan 2019-2023 be formally adopted without amendment.

### **124 TREASURY MANAGEMENT STRATEGY 2019-20**

The report presented the Treasury Management Strategy 2019-20, which set out the Council's approach to management of its borrowing, cash flows and banking and the prudent management of investments including its methods for assessing and managing the associated risks.

Revised reporting was required for the 2019/20 reporting cycle due to revisions in financial guidance. The primary reporting changes included the introduction of a Capital Strategy, to provide a longer-term focus to the capital plans, and greater reporting requirements surrounding commercial activity undertaken under the Localism Act 2011. The Capital Strategy was approved by Council in February 2019.

Uncertainty over Brexit continued to affect confidence in the finance markets and there was not expected to be a rise in interest rates until June 2019 at the earliest.

The Council's primary investment objective for 2019-20 remained security of cash above liquidity.

It was emphasised that whilst the Strategy covered a wide range of investment options, only the most appropriate ones for the Council would actually be undertaken.

Members noted that today would be the last Overview and Scrutiny Committee that the Corporate Finance Manager would attend before leaving Broadland to take up a post elsewhere. The Committee thanked him for his hard work for the Council.

### **RECOMMENDED TO CABINET**

Options (1, 2 and 3)

To approve and recommend to Council:

- (1) the Treasury Management Policy Statement 2019/20;
- (2) the Treasury Management Strategy Statement 2019/20;
- (3) the Annual Investment Strategy 2019/20.

### 125 DISCRETIONARY HOUSING PAYMENTS POLICY

The report sought to revise the Council's current Policy for determining Discretionary Housing Payments from 1 April 2019 in light of decreasing central Government funding.

A Discretionary Housing Payment (DHP) could be awarded when a local authority considered that a welfare claimant required further financial assistance towards housing costs. The budget for DHPs came from central Government and for 2019/20 this was £104,901; a decrease from the £129,145 received for 2018/19 of 18.8 percent.

DHPs were considered on a case by case basis and there was an element of conditionality placed on awards. However, there was no process in place to confirm that the claimant had taken steps to change their circumstances and no longer be dependent on DHPs, which could result in repeat awards.

To address this issue it was proposed that the DHP Policy include a 'Period of Award Matrix' to provide a guide on the maximum length and number of DHP awards and the conditionality attached to multiple awards.

The Chairman noted that Cabinet had already approved an additional £12,900 to the DHP budget for 2018/19 and it was confirmed that if necessary Cabinet would be asked to provide a similar contribution from reserves in 2019/20. It was emphasised that the Council did not seek to reduce the amount of awards to meet the funding figure received from central Government.

In response to a query, the Committee was advised that there were very few repeat awards for DHP and those in receipt of the benefit were some of the most vulnerable residents in the district.

#### **RECOMMENDED TO CABINET**

Options (1 and 2)

- (1) To recommend to Council the adoption of the revised DHP Policy and 'Period of Award Matrix' from 1 April 2019; and
- (2) To note the Equality Impact Assessment.

*The meeting closed at 11.38 am*

# Broadland Overview and Scrutiny Annual Report 2018–19



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## Committee Chairman Foreword

The Committee's aims are to provide real benefits to the people of Broadland and through their work bring forward appropriate recommendations to Cabinet and Council.

The topics discussed over the last year have covered various areas of the Council's work and in some cases the work of partner organisations that have significance for our local communities. The reviews carried out by the Overview and Scrutiny Committee and its Panels have gleaned valuable in-sight into the issues facing our communities today, providing recommendations to improve services for residents.

It's worth remembering that the Overview and Scrutiny function of a local authority is not an end in itself. It should be focused on ensuring better outcomes for our communities through constructive engagement with officers, Cabinet, Council and our partners. We have spent considerable time evaluating actual and future collaboration with South Norfolk Council.

I enjoy my time as Chairman of this Committee. I would like to offer my thanks and appreciation to the Officers and Members who support the Committee, in particular James Overy and the Vice-Chairman Cllr Jonathan Emsell. We do hope to have a Scrutiny Research Officer in place in the near future.



Councillor David Harrison  
**Overview and Scrutiny Committee Chairman**

## Introduction

Broadland District Council adopts the Cabinet system to operate its decision making, therefore an Overview and Scrutiny Committee consisting of non-Cabinet members operates.

Overview and Scrutiny is central to the Council's decision making process and has two main roles.

1. The development and review of policies for a wide range of subjects and services.
2. The critical examination of the Council's performance and effectiveness of its decisions.

The Overview and Scrutiny Committee looks into areas of local concern, it recommends improvements the Council can make to ensure quality of life is improved for all. The main tasks of the Committee are:

- **Performance Monitoring** - We have to meet corporate priorities set out in the Broadland Business Plan and report against those indicators. Scrutiny can examine any aspect of our performance, including services that we deliver through partnerships with other organisations.
- **Holding the Cabinet to Account** - Decisions made by the Cabinet but not yet put into practice can be reviewed by the Overview and Scrutiny Committee and challenged.
- **Policy review and development** - Overview and Scrutiny can propose new policies or review existing policies and recommend changes to the Cabinet.
- **External Scrutiny** - Any issue directly affecting Broadland residents can be scrutinised by the Committee, including services provided by another organisation

In an age of austerity it is only through demonstrating the value and impact that effective scrutiny can have in supporting councils and other organisations to deliver better, more cost-effective services, that scrutiny will endeavour to be a valued element of local democracy.

## Overview and Scrutiny Reviews

An Overview and Scrutiny Committee has responsibility to both scrutinise and monitor on an ongoing basis. To that end, the Committee strives to develop a balanced Work Programme which is published on the Council's website for information.

Reviews conducted this year are as follows:

### Neighbourhood Development Plans

The Committee undertook a review of the Neighbourhood Development Plan process and a report was presented that made a number of recommendations to improve and streamline procedures. These included:

- Reviewing Neighbourhood Plan Forum meetings to build in more workshop based sessions.
- Ensuring that Neighbourhood Plan Groups had a clearer understanding of the planning process as a whole and how Neighbourhood Plans fit within it.
- Targeting more parishes to see if they would like to get involved in Neighbourhood Planning or other community led planning initiatives.
- Explore relationship with neighbouring districts and share good practice amongst colleagues.
- Investigate creating our own bespoke guides/templates where a need is identified and if the opportunity presents itself share with Ministry of Housing, Communities and Local Government.

## **Ecocube**

The Committee established a panel to investigate the disposal of the EcoCube at Rackheath and what lessons could be learned from the exercise. The Panel is expected to present its findings in 2018/19.

## **Overviewing**

In addition to the above stand-alone reviews, the Committee continually monitors certain Council activities. In the past year these have included:

- Monitoring partnership working
- Monitoring a corporate policy register
- Broadland Economy Updates
- Resilience Updates
- Community Safety Updates and, Police and Crime Panel outcomes
- Public Health, Health and Wellbeing Board outcomes, Norfolk Health Overview and Scrutiny Committee outcomes
- Corporate Equalities Group outcomes

## **Scrutiny of the Cabinet**

Broadland District Council conducts a practice of the Overview and Scrutiny Committee appraising cabinet reports one week before Cabinet meetings. This provides opportunity for Committee to ask Officers questions, broaden their understanding of Council services and schemes and enables the Committee to make recommendations to Cabinet. This practice has kept call-ins to a minimum and built a good working relationship between Cabinet and Officers.

Furthermore, Committee members are able to attend Cabinet meetings when those reports are discussed to make any further comment through the Committee Chairman and to witness how the Cabinet arrives at its decisions.

Over the past year the Committee called in the following item:

### **Extension of the Enforcement Agent Contract**

Members called-in the Portfolio Holder decision to renew the Council's enforcement agent's contract. They requested a report showing that the contractor's behaviour and processes are reasonable, given the level of concern expressed nationally on the subject by Citizens Advice. They also requested that the Council sign up to a new Citizens Advice initiative on the use of enforcement agents by local authorities.

Upon consideration of the report the Committee resolved to uphold the Finance Portfolio Holder's decision to extend the current contract for a further two years. However, it was confirmed that a report outlining the options for the adoption of the Citizens Advice Protocol would be brought to the Committee later in the year.

Over the past year during the scrutiny of Cabinet reports, strong debates took place over the following reports:

### **Broadland and South Norfolk Feasibility Study**

The Committee recommend to Cabinet that a no compulsory redundancy agreement be included in the proposals included in the Feasibility Study. The agreement to be limited to redundancies arising as a result of collaboration, but excluding those resulting from external factors beyond the control of the two autonomous councils.

Concerns were also expressed regarding the proposal for a joint officer team, which had not been in the original model for sharing services. It was also suggested that financial savings were in fact a key driver of collaboration and that there was a lack of information about what this would mean for the Medium Term Financial Plan of both authorities. It was also proposed that another staff survey should be held to allow further comment on the study. A number of Members suggested that it would be better to wait until the District Council elections had been held in May 2019 before proceeding with collaboration.

### **Joint meeting with Cabinet to discuss budget**

Each year the Committee meets with the Cabinet to discuss the performance of the budget and question what plans are being made for the next budget. In 2018 the Committee set some challenging questions for the Cabinet. Committee took the opportunity during the joint meeting to seek clarifications and press some further points. Overall the Committee felt that Cabinet have managed the budget well and continues to achieve best value for Council services and residents.

## **Committee Training**

During the 2018/19 programme the Committee's Overview and Scrutiny Research Officer ran a refresher workshop considering the promotion of scrutiny within the Members' role. It looked at public engagement, code of conduct, and promoting the Committee's work and their own within their community and networks.

A workshop session was also held to outline methods of research practices, accessing sources and techniques in presenting research.

## **Collaboration**

### **Joint Scrutiny Committee**

As part of the collaboration process with South Norfolk Council a Joint Scrutiny Committee was established that will meet on an *ad hoc* basis to consider the key stages of collaborative working between both Councils.

## **Communicating Scrutiny**

The Overview and Scrutiny Committee recognises that although the scrutiny function is councillor-led, the communities of Broadland can and should influence their Work Programme and involve themselves in scrutiny reviews.

The Committee have maintained their ambition to communicate with parish and town councils and residents in a transparent way; utilising the Council's social media accounts to promote scrutiny reviews and introducing a quarterly e-newsletter sent to subscribers.

You can get involved by joining us on Twitter via [@BDCDemServices](https://twitter.com/BDCDemServices)

## **Membership of the Overview and Scrutiny Committee**

Cllr David Harrison (Chairman)	Cllr Jonathan Emsell (Vice-Chairman)	Mr V Ray-Mortlock
Mr A D Adams	Mr G Everett	Mr S Riley
Mrs C Bannock	Mr R Grady	Mr V Tapp
Mr D Buck	Mr G Nurden	Mrs K Vincent

## Have your Say

Members of the public are welcome to attend any of the Overview and Scrutiny Committee meetings. Public speaking is allowed on any matter on the agenda, excluding the Minutes of the previous meeting. Speakers must advise the Head of Democratic Services and Monitoring Officer of their wish to speak two clear working days before the Committee. Members of the public can also make their views known to their local District Councillor or any member of the Overview and Scrutiny Committee.

Members of the public may also write to the Head of Democratic Services and Monitoring Officer to request that a relevant subject or issue be investigated by the Overview and Scrutiny Committee. Contact information is as follows:

[scrutiny@broadland.gov.uk](mailto:scrutiny@broadland.gov.uk)

Broadland District Council

Democratic Services

Thorpe Lodge

Yarmouth Road, Norwich

NR7 0DU

Alternatively you will find a suggestion form within the scrutiny section of the Council's website: [www.broadland.gov.uk/scrutiny](http://www.broadland.gov.uk/scrutiny) and can be emailed to [scrutiny@broadland.gov.uk](mailto:scrutiny@broadland.gov.uk)

All suggestions will be considered by the Chairman and Vice Chairman. You will then be informed by the Head of Democratic Services and Monitoring Officer of the outcome.

Minutes of a meeting of the **Cabinet** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Wednesday 13 March 2019** at **6.00 pm** when there were present:

Mr S A Vincent – Policy (Chairman)

Portfolio holders:

Mrs J K Copplestone	Economic Development
Mr J F Fisher	Environmental Excellence
Mr R R Foulger	Housing and Wellbeing
Mrs T M Mancini-Boyle	Finance
Mr I N Moncur	Planning
Mr G Peck	Transformation and Organisational Development

Mr Leggett and Mr Riley also attended the meeting for its duration.

Also in attendance were the Managing Director, Deputy Chief Executive, Head of Democratic Services and Monitoring Officer, Head of Corporate Resources, Head of Finance and Revenue Services, Environmental Protection Manager (Special Projects), Interim Revenues and Benefits Manager and the Committee Officer (JO).

## **105 MINUTES**

The Minutes of the meeting held on 12 February 2019 were confirmed as a correct record and signed by the Chairman.

### *Minute no. 104 – Footway Lighting Contract*

The Environmental Protection Manager (Special Projects) advised the meeting that following the 12 February 2019 Cabinet, advice had been taken from South Norfolk's Procurement Consortium Manager regarding the issuing of the modification notice. The advice received was that it would be more straightforward to issue a new one year contract to the existing provider, as opposed to extending the contract for one year, as this was under the EU threshold and, therefore, public procurement regulations did not apply.

The decision would, however, require Cabinet approval, as this would be an exception to the Council's contract procurement rules.

## **RESOLVED**

to waive the requirement in the Council's contract procedure rules for three

quotes and to issue a new one year contract to the existing provider from 1 April 2019 and continue discussions with the parishes regarding the transfer of lighting stock.

#### **106 REPRESENTATIONS FROM NON CABINET MEMBERS**

The Chairman agreed that, at his discretion, all non-Cabinet Members in attendance be allowed to join the debate at the relevant point of the proceedings on request.

#### **107 OVERVIEW AND SCRUTINY COMMITTEE**

Members noted the draft Minutes of the Overview and Scrutiny Committee, which had reviewed the Cabinet Agenda on 5 March 2019.

#### **108 BROADLAND BUSINESS PLAN 2019-2023**

The report presented an updated Broadland Business Plan 2019-2023 following a small number of amendments agreed by Cabinet at its meeting on 12 February 2019. The Business Plan also included more narrative for the Ambitions of Broadland, as well as measures that underpinned the Objectives, which would be used to assess the performance of the Council.

Since the agenda was published, further discussion had taken place with the Portfolio Holder for Environmental Excellence and some additional amendments had been made to the section under Delivering Environmental Excellence in respect of climate change and recognising the contribution the planning system could make to maintaining and enhancing environmental excellence. Reference to landfill had also been removed from Objective three (enable and encourage our communities to recycle more) and Objective seven was to be amended to:

*to maximise the delivery of the right homes in the right place to meet residents' needs.*

Some minor typographical errors would also be corrected.

#### **RECOMMENDED TO COUNCIL**

to formally adopt the Broadland Business Plan 2019-2023, as amended (attached at Appendix 1 to the signed copy of these Minutes).

#### **Reasons for decision**

To adopt the Broadland Business Plan 2019-2023.

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**109 TREASURY MANAGEMENT STRATEGY 2019-20**

The report presented the Treasury Management Strategy 2019-20, which set out the Council's approach to management of its borrowing, cash flows and banking and the prudent management of investments including its methods for assessing and managing the associated risks.

Revised reporting was required for 2019/20 due to revisions in financial guidance. The primary reporting changes included the introduction of a Capital Strategy, to provide a longer-term focus to the capital plans, and greater reporting requirements surrounding commercial activity undertaken under the Localism Act 2011. The Capital Strategy had been approved by Council in February 2019.

Uncertainty over Brexit continued to affect confidence in the finance markets and there was not expected to be a rise in interest rates until June 2019, at the earliest.

The Council's primary investment objective for 2019-20 remained security of cash above liquidity.

The Strategy covered all investment options available, but it was confirmed that the Council would only focus on the most appropriate investments.

The Portfolio Holder for Finance noted that the Council needed a wide range of investment options to choose from in order to maximise its income.

**RECOMMENDED TO COUNCIL**

to approve:

- (1) the Treasury Management Policy Statement (attached at Appendix 2 to the signed copy of these Minutes); and
- (2) the Treasury Management Strategy Statement 2019/20 (attached at Appendix 3 to the signed copy of these Minutes); and
- (3) the Annual Investment Strategy 2019/20 (attached at Appendix 4 to the signed copy of these Minutes).

**Reasons for decision**

The report was a factual account.



**110 DISCRETIONARY HOUSING PAYMENTS**

The report sought to revise the Council's current policy for determining Discretionary Housing Payments from 1 April 2019 in light of decreasing central Government funding.

A Discretionary Housing Payment (DHP) could be awarded when a local authority considered that a welfare claimant required further financial assistance towards housing costs. The budget for DHPs came from central Government and for 2019/20 this was £104,901; a decrease from the £129,145 received for 2018/19 of 18.8 percent.

DHPs were considered on a case by case basis and there was an element of conditionality placed on awards. It was proposed that the DHP Policy, therefore, include a 'Period of Award Matrix' to provide a guide on the maximum length and number of DHP awards and the conditionality attached to multiple awards.

It was confirmed that a report would be brought to Cabinet in six months to provide an update on progress with the revised DHP Policy.

The Portfolio Holder for Finance noted that the 18 percent reduction in Government funding made a revision of the Policy and the introduction of the Award Matrix essential.

**RECOMMENDED TO COUNCIL**

to adopt the revised Discretionary Housing Payments Policy and 'Period of Award Matrix' from 1 April 2019 (attached at Appendix 5 to the signed copy of these Minutes); and

**RESOLVED**

to note the Equality Impact Assessment.

**Reasons for decision**

To revise the DHP Policy to ensure that it was up to date and reflected current legislation.

**111 EXCLUSION OF THE PRESS AND PUBLIC****RESOLVED**

to exclude the Press and public from the meeting for the remaining business

because otherwise, information which was exempt information by virtue of Paragraph 3 of Part I of Schedule 12A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006 would be disclosed to them.

## **112 FOOD WASTE PROCESSING CONTRACT**

The report sought approval for awarding a two year contract for processing food waste.

It was confirmed that using the transfer station at Costessey and then transporting the food waste to Biogen's anaerobic digestion plants at Bygrave in Hertfordshire or Rushden in Northamptonshire remained a cost effective arrangement for the processing of food waste.

### **RESOLVED**

to proceed with the award of a two year contract to Norse Environmental Waste Services Ltd for the processing of food waste.

### **Reasons for decision**

To secure a new contract for processing food waste.

## **113 DISPOSAL OF COUNCIL OWNED LAND**

The Managing Director requested that Members defer a decision on this matter, in order to undertake further negotiations.

The Chairman confirmed that this matter might also be considered by the Economic Success Panel to ensure transparency.

### **RESOLVED**

to defer a decision on this item, pending further negotiations.

### **Reasons for decision**

To explore further options before a decision was made.

*The meeting closed at 6.27 pm*

### BUSINESS PLAN 2019-2023

#### Introduction

Broadland is a great place to live and work. Set in the picturesque Norfolk landscape it harbours significant economic potential. This potential must be realised while at the same time preserving its unique character.

Our vision is to shape our local area to make it one of the best places to live and work in the country. Together with our partners we want to bring more homes, more jobs and more opportunities to the District and ensure Broadland plays its part in driving the economy of Norfolk for the benefit of all residents.

For the next four years our key ambitions will be

- Driving growth and prosperity for all.
- Delivering environmental excellence.
- Improving health and wellbeing and quality of life.
- Supporting our residents and businesses to stay safe.
- Increasing our financial resilience and capacity, in collaboration with South Norfolk Council.

Despite our finances being more challenged than they have ever been, our continued commitment to providing high quality services to residents means we must look to economic growth as a way of ensuring delivery.

Therefore, as a Council, we will become more innovative and collaborate with others both formally and informally, to deliver the best for our communities.

Our Vision, Ambitions and Objectives are detailed within the following pages.

Shaun Vincent  
Leader of the Council.

Trevor Holden  
Managing Director.

## **Background**

Our Business Plan is a concise, strategic document setting out our vision, ambitions and objectives for the local area and explaining how we will use our resources to best deliver services.

We took the opportunity to consult widely for the new Plan, engaging with the community and gaining important feedback to help shape it.

The Council's interaction with residents and stakeholders had a real impact on this Plan and a number of specific changes were made as a result of this engagement.

Our consultation included the Chief Executive and Leader of the Council holding face-to-face meetings with major stakeholders across the District – both in the public and private sector.

The Council also ran a series of workshops in December 2018, which were attended by a range of additional stakeholders.

An online resident's questionnaire was published through the December 2018 edition of *Broadland News*, aimed at gathering the same information as the workshops.

The consultation process was primarily designed to assess how well we had performed against the previous Business Plan, and identify priorities for the future.

As a result of the consultation, we have updated our Ambitions and supporting Objectives and made them clearer and more engaging.

We have also revised the Plan to ensure we clearly evidence how well we meet our Ambitions and Objectives and placed effective partnership working with South Norfolk Council at the core of what we do.

## **Our Vision**

Shaping our local area to make it one of the best places to live and work in the country.

## **Our Ambitions**

- Delivering growth and prosperity for all

Delivering economic success is about creating vibrant, engaged communities that work together with businesses to celebrate and enhance what is good about the District to influence and drive a thriving marketplace. Our primary ambition is to put Broadland at the forefront of opportunities and ensure it is a place where people and businesses flourish.

Our aim is to have a high level of inward investment and business growth, as a strong economy is essential in order to deliver services to our residents and businesses. We have well over 3,500 business premises within the District and some 5,000 businesses based here – we believe we are the ‘place to do business’ and have worked hard to reduce bureaucracy and the burden of regulation on our business community.

We can be proud of our business start-up rates being amongst the highest in Norfolk and the survival rate of these businesses after three and five years are consistently better than county, regional and national averages. What’s more, the rate of unemployment is frequently the lowest in the County, and better than regional and national averages.

The support we provide to companies of all sizes enables people to launch and grow a business they are passionate about, through our training courses and ongoing advice. We help businesses access external funding to assist their growth and development, and bring tangible benefits to the District; we support the Financial Industries Group; and we set up the Greater Norwich Manufacturing Group. Our ongoing work raises the profile of these sectors and ensures networking and collaboration opportunities are brought to fruition.

Our aim is to foster a growing economy by taking a joined up approach to service delivery as we recognise that many services across the council can help deliver this ambition.

Our ambitions for growth include creating great places for people to live and work in. These places will offer a mixture of facilities and recreational opportunities and people will have a choice regarding how they get about. They will be able to drive their car, cycle, walk or get the bus. They will be well connected.

By planning for these new and sustainable communities, we are seeking to meet the increasing demand for housing and trying to do that through high-quality places. We will also ensure that a range of homes which meet peoples’ varying needs are built.

We also aim to ensure that there is sufficient investment to provide the right infrastructure. In other words, delivering the right infrastructure in the right place at the right time to serve these communities, with the help of the Community Infrastructure Levy and other funds.

- Delivering environmental excellence

We are passionate about achieving environmental excellence in everything we do. We will continue to strive for our residents and businesses to be environmentally sustainable in terms of waste and energy efficiency.

It’s important that we set ourselves ambitious objectives in this area, in order to help address climate change and to stimulate the economy and provide jobs, creating opportunities for economic success.

As a Council, we have strong green credentials and this ambition is about further strengthening our reputation. Keeping Broadland beautiful through maintaining a clean, tidy and healthy District is a continuing priority.

We recognise the contribution the planning system can make to maintaining and enhancing environmental excellence. This includes consistently applying the principles of sustainable development, maintaining the natural and built heritage we currently enjoy, and mitigating and adapting to climate change.

In formulating planning policy, whether at the district level or in the Greater Norwich partnership, we will apply the above principles having regard to the need to deliver growth and prosperity for all.

- Improving health and wellbeing and quality of life

We are committed to ensuring that people in Broadland enjoy every opportunity to live healthy and happy lives. The health and wellbeing levels of people in Broadland stand above the national average, but we still have issues to address, such as tackling economic, health and wellbeing inequalities, as well as reducing waste and carbon emissions.

Areas such as housing, economic development, planning and a host of environmental health services all have an important impact on the health and wellbeing of our residents. As such, this ambition and the objectives that sit behind it, focus on a variety of different elements that we believe will greatly improve quality of life for our residents.

We run our own programmes of prevention and early intervention e.g. the Handy Person Plus scheme. We also work with others, including local communities, to identify health needs and jointly design services that best meet those needs, with the aim of increasing overall levels of health and wellbeing in the District.

- Supporting our residents and businesses to stay safe

We pride ourselves on the low level of crime and anti-social behaviour in Broadland and this ambition is about continuing to keep people safe and secure.

We will continue to develop our preventative approach, including designing out potential crime areas in new developments. Other examples include the Tots2Teens scheme, which is not just about childcare but preventing anti-social behaviour by giving young people something to do. We also offer support through a range of targeted health programmes.

We also deal with issues such as domestic abuse and protecting vulnerable communities, who are more likely to be the victims of crime. For example, Broadland provided funding to Norwich City Council for rough sleepers who had migrated from the District to Norwich. Taking this preventative approach helps keep Broadland safe and peaceful.

We also see an opportunity to look at key demographics and develop additional policies accordingly.

- Increasing our financial resilience and capacity in collaboration with South Norfolk Council

While focusing on our corporate priorities, we also need to ensure that we deliver our wide range of day-to-day services effectively and efficiently. Additionally, as a publicly funded body, we have a duty to deliver value for money.

The Council has gone through a programme of Systems Thinking interventions, which was designed to improve services, maximise income and deliver savings and efficiencies. Total savings delivered through the programme are currently running at £440,000 per annum.

The Finance Team sets the annual budget together with senior management and budget holders, to ensure it is appropriate and affordable. Throughout the year, regular budget meetings take place to ensure budget holders are on track with their expenditure and if not, the Finance Team works with them to keep overspend to a minimum.

By delivering value for money on a continuous basis we ensure that the Council remains viable and sustainable for the future. To this end, Broadland and South Norfolk Council entered into an agreement last year to join our workforces together in support of the two Councils to deliver better outcomes for our residents and businesses, whilst achieving efficiencies in service delivery.

### **Objectives and Measures**

This section of the Business Plan sets out in more detail how we intend to deliver on our ambitions and how we will assess our performance.

It contains a number of specific objectives together with the measures we will use to evidence how successfully we are delivering on the plan.

The measures will be a mixture of numerical and narrative data, designed to promote learning and improvement.

### Objectives and measures for the 2019-2023 Business Plan

	Objective	Measures	Supporting Ambition(s)
1	To back local businesses by providing information, advice and guidance to help them establish, grow and prosper.	<p><b>1</b> Numbers and types of support given to businesses approaching the Council directly through the Economic Development Team</p> <p><b>2</b> Number of businesses engaging with sector groups facilitated by the Economic Development Team</p> <p>Financial Industries</p> <p>Manufacturing Group</p> <p>Tourism and Heritage Network</p> <p><b>3</b> Business collaborations resulting from engagement</p> <p>Financial Industries</p> <p>Manufacturing Group</p> <p>Tourism and Heritage Network</p> <p><b>4</b> Number and type of actions devised to deliver against 'The East Economic Strategy for Norfolk and Suffolk' produced by the New Anglia Local Enterprise Partnership</p>	<p>Driving growth and prosperity for all</p> <p>Improving health and wellbeing and quality of life</p> <p>Supporting our residents and businesses to stay safe</p>
2	To support our local communities by offering a range of opportunities, skills and employment prospects	<p><b>1</b> Number of Broadland businesses offering apprenticeships and the Apprenticeships Framework being offered.</p> <p><b>2</b> Businesses and residents engaging in training programmes provided by the Council and in partnership with other organisations. Both</p>	<p>Driving growth and prosperity for all</p> <p>Improving health and wellbeing and quality of life</p>



		<p>accredited and non-accredited courses</p> <p><b>3</b> Number of Broadly Active clients and those showing an improvement after 12 weeks</p> <p><b>4</b> Number of children and young people engaged with Council facilitated activities and percentage of those with Special Education Needs or from low income families.</p>	
<b>3</b>	Enable and encourage our communities to recycle more.	<p><b>1</b> Recycling rate</p> <p><b>2</b> Kg of residual waste collected per household</p> <p><b>3</b> Number of Brown bins</p> <p><b>4</b> Food Waste tonnage</p>	Delivering environmental excellence
<b>4</b>	To improve energy efficiency and increase the uptake of renewable energy throughout the local area	<p><b>1</b> Number and type of energy efficiency improvements in homes (improvement in energy efficiency rating as measured by Energy Performance Certificate)</p> <p><b>2</b> Number and type of energy efficiency improvements in commercial premises (measured as above)</p>	<p>Delivering environmental excellence</p> <p>Improving health and wellbeing and quality of life</p>
<b>5</b>	To further enhance the high quality local environment	<p><b>1</b> Number of fly tips</p> <p><b>2</b> Time taken to collect fly tips</p> <p><b>3</b> Number of reports of dog fouling</p> <p><b>4</b> Air quality analysis</p>	Delivering environmental excellence

<b>6</b>	To work collaboratively to maximise the investment and funding available for the necessary infrastructure, homes and opportunities for local residents	<b>1</b> Income from New Homes Bonus <b>2</b> Amount of Community Infrastructure Levy (CIL) collected and overdue <b>3</b> S106 income	Driving growth and prosperity for all
<b>7</b>	To maximise the delivery of the right homes in the right place to meet our residents' needs.	<b>1</b> Number of new homes delivered a) Total b) through Broadland Growth Ltd <b>2</b> Number of new affordable homes delivered a) Total b) through Broadland Growth Ltd <b>3</b> Number of Empty Homes (CTB1) <b>4</b> Number of supported homes delivered	Driving growth and prosperity for all  Improving health and wellbeing and quality of life
<b>8</b>	To improve the condition of housing through support and regulation	<b>1</b> Number of homes improved through advice and enforcement <b>2</b> Number and amount of Improvement Grants/Loans <b>3</b> Number of Homes in Multiple Occupation to legislative standards	Improving health and wellbeing and quality of life  Supporting our residents and businesses to stay safe

<b>9</b>	To understand people's housing problems and help them solve them.	<b>1</b> Overall demand on the service <b>2</b> Effectiveness of Housing Options (help, complaints, reviews) <b>3</b> Nominations <b>4</b> Use of temporary accommodation	Improving health and wellbeing and quality of life  Supporting our residents and businesses to stay safe
<b>10</b>	To address the needs of vulnerable residents to ensure they can continue to live independently.	<b>1</b> Number of Disabled Facilities Grants (DFGs) completed for older people (age 60+) <b>2</b> Housing options available for older people <b>3</b> Number of interventions to assist vulnerable people in their own homes (HIA/Handyperson) <b>4</b> Number of residents increasing disposable income through benefits check, switch and save etc.	Improving health and wellbeing and quality of life  Supporting our residents and businesses to stay safe
<b>11</b>	To address community concerns and reduce the incidence of crime through targeted action.	<b>1</b> Overall levels of crime <b>2</b> Rates of prevalent types of ASB/domestic abuse/hate crime <b>3</b> Numbers and type of demand for services in Help Hub <b>4</b> Impact and outcomes of interventions	Improving health and wellbeing and quality of life  Supporting our residents and businesses to stay safe

<b>12</b>	To effectively manage our finances.	<b>1</b> Spend against revenue/capital <b>2</b> Collection rates for Council Tax and Business Rates <b>3</b> Amount of investment income <b>4</b> Value of savings and efficiencies identified in financial year <b>5</b> Type and value of new income streams.	Increasing our financial resilience and capacity in collaboration with South Norfolk Council
<b>13</b>	To use systems thinking principles to improve services and deliver savings and efficiencies	<b>1</b> Numbers and progress of service interventions <b>2</b> Summary of key improvement in services	Increasing our financial resilience and capacity in collaboration with South Norfolk Council
<b>14</b>	To maximise staff engagement	<b>1</b> Level of staff engagement as evidenced through surveys <b>2</b> Staff turnover <b>3</b> Staff attendance (sickness absence)	Increasing our financial resilience and capacity in collaboration with South Norfolk Council
<b>15</b>	To enhance public safety and minimise health risks	<b>1</b> Number of food premises inspected <b>2</b> Number of food premises achieving 5 star rating <b>3</b> Number and type of communicable disease notifications <b>4</b> Number of appeals a) lodged b) upheld <b>5</b> Number and type of health and safety notifications	Improving health and wellbeing and quality of life  Supporting our residents and businesses to stay safe

<b>16</b>	To work with partners to tackle health inequalities and improve the life chances of residents	<b>1</b> Analysis of social mobility index factors	Improving health and wellbeing and quality of life
<b>17</b>	To broaden the scope, impact and significance of joint working through partnerships.	<b>1</b> Outcomes from the following partnerships: GNGB, H&WB Board, Broadland Growth etc	All of them

### **Treasury Management Policy Statement 2019/20**

Broadland District Council defines the policies and objectives of its treasury management activities as follows:

- (1) The authority regards the successful identification, monitoring and control of risk to be the prime criteria by which the effectiveness of its treasury management activities will be measured. Accordingly, the analysis and reporting of treasury management activities will focus on the risk implications for the authority.
- (2) The Council acknowledges that effective treasury management will provide support towards the achievement of its business and service objectives. It is therefore committed to the principles of achieving best value in treasury management, and to employing suitable performance measurement techniques, within the context of effective risk management.
- (3) The Council's borrowing will be affordable, sustainable and prudent and consideration will be given to the management of interest rate risk and refinancing risk. The source from which the borrowing is taken and the type of borrowing should allow the Council transparency and control over its debt.
- (4) The Council's primary objective in relation to investments remains the security of capital. The liquidity or accessibility of the Authority's investments followed by the yield earned on investments remain important but are secondary considerations.

\*\*\*'Investments' in the definition above covers all the financial assets of the authority, as well as other non-financial assets which the authority holds primarily for financial returns, such as investment property portfolios. This may therefore include investments which are not managed as part of normal treasury management or under treasury management.

***In summary, the Council's Treasury Management objectives are (in order of importance)***

**Investments**

- (1) Security of capital
- (2) Liquidity (access to funds)
- (3) Consistency of return
- (4) Enhanced return

**Borrowing**

- (1) Affordability
- (2) Maturity profile
- (3) Interest Rate and Refinancing Risks
- (4) Borrowing Source (to ensure the Council retains, as far as is practicable, flexibility over its borrowing)

Last reviewed February 2019

## Treasury Strategy Statement 2019/20

### 1 INTRODUCTION

- 1.1 The Treasury Strategy Statement sets out the aims and limits of the Treasury function for the 2019/20 financial year. It is based on the Head of Finance and Revenue Services' view on interest rates, as informed by forecasts provided by the council's treasury advisors (Capita), at the time of writing.

### 2 CURRENT PORTFOLIO POSITION

- 2.1 The authority is currently debt free, although the current Medium Term Financial Plan (MTFP) predicts the possibility of borrowing to finance the proposed Capital Programme. The Capital Programme and the MTFP will require a draw on cash reserves over the next five years but the authority will still be a net investor over this period.
- 2.2 Some town and parish councils and a local charity have occasionally deposited funds with the authority to assist with their cash flow. At 31 January 2019, third party deposits amounted to £481,000.
- 2.3 At 31 March 2019 the Council anticipates its investments (net of third party deposits) to be:

	£m
Externally Managed Funds (Pooled Funds)	13.0
Banks and building societies	15.0
UK Government Gilts	0.0
<b>Total</b>	<b>28.0</b>

### 3 TREASURY LIMITS FOR 2018/19

- 3.1 Under the Prudential Code liabilities such as committed lease payments and bank overdrafts are classed as external debt. As at 31 March 2018, the authority had £325,000 in capital liabilities, all relating to nominal embedded finance lease repayments, of which £205,000 was due within twelve months.
- 3.2 The authority is required to set limits on the level of external debt it is able to carry at any one time.



Limits on external debt	2018/19	2019/20	2020/21	2021/22
		Estimate		
Authorised limit	£6m	£6m	£6m	£6m
Operational boundary	£4m	£4m	£4m	£4m

- 3.3 Council should be advised at the earliest opportunity if the Operational Boundary is exceeded. The authorised limit must not be exceeded without formal agreement in advance by Council.

- 3.4 The authority is also required to set limits on its exposure to fixed and variable interest rates, to the maturity structure of its borrowing and the total amounts invested for initial terms of more than 364 days. As the authority is aware of the changing economic situation at the moment, it is minded to keep these limits as flexible as possible to take advantage of the best opportunities as they present themselves. These limits are therefore set as follows;

Upper limits	2018/19	2019/20	2020/21	2021/22
Fixed rate exposure	100%	100%	100%	100%
Variable rate exposure	100%	100%	100%	100%
Total principal sums invested for initial terms over 364 days	A maximum of £10m medium term (up to 5 years) and £5m long term (up to 10 years)			

- 3.5 If the authority decides to take up long-term debt to finance a major capital project in the future, it will discuss the matter with its treasury advisors to determine the best option in terms of repayment pattern, term and whether fixed or variable rates would be more efficient. As debt is likely to consist of one loan, it is not possible to set meaningful limits on the authority's debt maturity profile in advance.

- 3.6 The authority is required to calculate the ratio of its financing costs to its net revenue stream. Financing costs are broadly defined as the net of the return on investments and other financial assets, against the payments made on debt and similar financial liabilities. This is a measure of the authority's ability to meet any debt payments from its revenue. An increasing positive figure indicates an increasing inability to meet such payments. As Broadland is a net investor, its ratios are negative, and are relatively stable.

	2017/18 Actual	2018/19 Estimate	2019/20 Estimate	2020/21 Estimate
Ratio of Financing Costs to Net Revenue Stream	(1.61%)	(0.06%)	(0.42%)	(0.90%)

- 3.7 The updated Prudential Code (2017) states that in order to demonstrate that authorities take capital expenditure and investment decisions in line with service objectives and properly take into account stewardship, value for

money, prudence and sustainability authorities should have in place a capital strategy that sets out the long term context in which capital expenditure and investment decisions are made. Broadland District Council maintains a regularly updated Capital Strategy (most recent iteration October 2018).

- 3.8 The authority's Capital Programme is a major influence on its expenditure. The total expenditure on the 2017/18 Capital Programme was £1.182m, of which £0.208m was funded from revenue sources. The revenue budgets within the current MTFP include the funding needs of the following Capital Programme:

	<b>2018/19 £m</b>	<b>2019/20 £m</b>	<b>2020/21 £m</b>	<b>2021/22 £m</b>
Capital programme	1.452	1.234	1.113	1.169

- 3.9 The Capital Financing Requirement (CFR) represents the authority's need to finance capital expenditure by means of borrowing or other long-term liability arrangement such as a finance lease. It is not necessarily matched by a corresponding external debt, as it may have been funded from the authority's own resources. The actual CFR for 31 March 2018 and the estimated CFRs for future years are as follows:

<b>CFR as at 31<sup>st</sup> March:</b>	<b>2018 £'000</b>	<b>2019 £'000</b>	<b>2020 £'000</b>	<b>2021 £'000</b>
CFR	325	120	0	0
Gross External Debt (Long Term)	120	0	0	0

- 3.10 The CFR is a key indicator of prudence. In order to ensure that debt will be only for a capital purpose over the medium term, the local authority should ensure that debt does not, except in the short term, exceed the total of the CFR in the preceding year plus the estimates of any additional CFR for the current and next two financial years.
- 3.11 The Head of Finance and Revenue Services reports that the authority had no difficulty in meeting this requirement in 2017/18, and that there is no difficulty envisaged for the current or future years. This view takes into account current commitments, existing plans and the proposals in the approved budget.

## **4 ADVISORY SERVICES**

- 4.1 The Council employs a professional treasury management advisor to provide the following services:

- (1) Advice on counterparty credit worthiness

- (2) Provision of economic and interest rate forecasts
  - (3) General treasury management and capital financing/borrowing advice and updates
  - (4) Investment advice and a monitoring service on the performance of the council's externally managed funds
  - (5) Advice on compliance with treasury management codes and practice
- 4.2 The current provider of treasury advice services is Capita Treasury Services. Their contract runs from 1 April 2017 to 31 March 2020.

## **5 INTEREST RATES**

- 5.1 The budget for 2019/20 assumes a return on investments of 0.5 percent, based on current rates for short-term investments plus a prediction of a greater level of investment in longer term investments. Longer terms attract a higher rate of interest; however, the authority is aware that the risk of counterparty default is also higher and will consider all such investments with regard to the risk of losing all or part of the principal sum. Market rates are currently priced with a view that Base Rate will remain low for the foreseeable future.
- 5.2 The provisional funding settlement predicts that central Government support will be removed by 2020/21, leaving all local authorities to rely on their own resources. The predicted draw on reserves to fund the authority's services and the consequent reduction in the level of investments will have an effect on investment income. Emphasis will be laid on increasing the return on the surplus funds left to invest without increasing the risk of loss of capital.

## **6 INVESTMENT STRATEGY**

- 6.1 Approximately half of the Council's short term surplus cash is managed by three Pooled Fund managers, two appointed in 2011 and one in 2012.
- 6.2 The remainder of the available surplus cash is managed in-house as short-term investments, to accommodate operational cash flow requirements.
- 6.3 The authority is required to adopt an Annual Investment Strategy at the start of the financial year, with approval by Council. The Investment Strategy for 2019/20 is set out as Appendix 3.

## **7 BORROWING STRATEGY**

- 7.1 The current MTFP includes the need to find efficiency savings and income generation schemes within the next five years. Alongside this requirement, the authority has included a budget for potential borrowing to fund any major invest to save schemes. If this becomes necessary, advice will be sought from the authority's treasury advisors on the most efficient form of borrowing.
- 7.2 The difference between interest payable on debt and interest offered for short-term investments means that borrowing more than required or in advance of need incurs additional cost. Although the use of internal resources in lieu of borrowing is the most cost effective means of financing capital expenditure at present, alternative means of financing will be assessed as the need arises.
- 7.3 The Prudential Code for capital expenditure allows for authorities to take on debt to fund capital expenditure, provided that the implications of affordability, sustainability and prudence are fully considered. Should the need to borrow arise, these assessments will form part of the decision process.

## **8 ANNUAL MRP STATEMENT**

- 8.1 The Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2008 (SI 2008/414) and Guidance on Minimum Revenue Provision (MRP) requires Council to approve a statement of its MRP policy in respect of the forthcoming financial year, indicating which of the four options set out in the Guidance are to be followed in the financial year:

Option 1: Regulatory Method

Option 2: CFR Method

Option 3: Asset Life Method

Option 4: Depreciation Method

- 8.2 The Council has adopted Option 3 as its policy for 2019/20.
- 8.3 MRP in respect of leases brought on balance sheet under the IFRS-based Local Authority Accounting Code of Practice will match the annual principal repayment for the associated deferred liability.

## **9 REPORTING ON THE TREASURY OUTTURN**

- 9.1 The Head of Finance and Revenue Services will report to the Cabinet on treasury management activity and performance as follows:
- (1) Activity against the Strategy approved for the year, a mid-year and

year-end review of treasury activity.

- (2) An outturn report on its treasury activity no later than 30 September after the financial year end.
- (3) Cabinet will be responsible for the scrutiny of treasury management activity and practices.

## **10 TRAINING**

- 10.1 The CIPFA TM Code requires the Head of Finance and Revenue Services to ensure that all Members tasked with treasury management responsibilities, including scrutiny of the treasury management function, receive training that enables them to understand fully their roles and responsibilities.
- 10.2 Any new Member with treasury management responsibilities will be required to receive training. This has been provided in recent years by our treasury advisors, and has proved effective and popular.
- 10.3 Officers dealing with treasury management issues are encouraged to attend workshops run by the Council's treasury management advisors.

## **11 USE OF FINANCIAL INSTRUMENTS FOR RISK MANAGEMENT**

- 11.1 Local authorities' legal power to use derivative instruments remains unclear. The General Power of Competence enshrined in the Localism Act is not sufficiently explicit. Consequently, the authority does not intend to include derivatives within its investment options.
- 11.2 Should this position change, the authority would develop a detailed and robust risk management framework governing the use of derivatives. Including derivatives into the treasury framework would be deemed a change in strategy and would be brought to Council for prior approval.

## **12 MANAGEMENT PRACTICES FOR NON-TREASURY INVESTMENTS**

- 12.1 The Council recognises that investment in other financial assets and property primarily for financial return, taken for non-treasury management purposes, requires careful investment management. Such activity includes loans supporting service outcomes, investments in subsidiaries and investment in property portfolios. It will be recognised that the risk appetite for these activities may differ from that for treasury management.

## **Annual Investment Strategy 2019/20**

### **1 INTRODUCTION**

- 1.1 The Council has incorporated the best practice recommendations within CLG's 2010 'Guidance on Local Government Investments' ("Guidance") and CIPFA's 2011 'Treasury Management in Public Services: Code of Practice and Cross Sectoral Guidance Notes' ("CIPFA TM Code") into this Strategy.

### **2 INVESTMENT PRINCIPLES**

- 2.1 All investments will be in sterling.
- 2.2 The general policy objective for this Council is the prudent investment of its treasury balances.
- 2.3 The Council's investment priorities are primarily the security of capital, with the liquidity of its investments a secondary consideration. The rate of return on capital will be subordinate to security and liquidity at all times.
- 2.4 The Council will aim to achieve the optimum return on its investments, after considering the proper levels of security and liquidity.
- 2.5 Borrowing with the sole intention of investing or on-lending to make a return is unlawful. The authority will not engage in such activity.

### **3 SPECIFIED AND NON-SPECIFIED INVESTMENTS**

- 3.1 An investment is a specified investment if it meets all of the following criteria:
- The investment and any related payments are denominated in sterling
  - It is due or can be demanded to be repaid within twelve months
  - It is not defined as capital expenditure by virtue of regulation
  - It is made with a body of high credit quality as defined in 3.2 and 3.3 below, or with the UK Government, a local authority or a parish council.
- 3.2 A counterparty will be judged to be of high credit quality if it holds a credit rating from at least one of the credit rating agencies as follows:
- Short-term F1 or long-term A- (Fitch) or

- Short-term P1 or long-term A3 (Moody's) or
- Short-term A1 or long-term A- (Standard & Poor's)
- Short-term rating AAA or equivalent for Money Market Funds (MMFs).

The authority will use UK institutions and those from countries with a minimum sovereign rating of AA- from at least one rating agency.

3.3 Organisations with no credit rating or an insufficient credit rating may be included, subject to assessment by other criteria;

- Building societies that do not meet the criteria in 3.2 above may be considered for use if their assets are valued at a minimum of £3 billion. Such institutions will be added to the counterparty list only after consultation with the authority's treasury advisors.
- Part-nationalised banks can be included, subject to discussion with our treasury advisors. Should the bank subsequently be de-nationalised, any investment will be considered on the basis that it meets the ratings in 3.2.
- Property Funds will be considered after relevant due diligence has been undertaken in conjunction with our treasury advisors.

3.4 The authority will take into consideration additional indicators as available e.g. share price, credit default swap price, corporate developments and market sentiment towards the counterparties.

3.5 The Investment Strategy for 2019/20 takes into account the changes in rating methodology undertaken by all three ratings agencies during the course of 2015, in response to the removal of implied sovereign support.

3.6 The CIPFA TM Code states "Authorities are advised to have regard to the ratings issued by all three rating agencies – Fitch, Moody's and Standard & Poor's". Accordingly, where counterparty achieves the minimum credit rating from one ratings agency, the authority will consider the ratings given to that body by the other two.

3.7 The Council is authorised to invest in the following instruments in 2019/20

- UK Government Gilts
- Treasury Bills (short-dated Government backed borrowing)
- Debt Management Agency Deposit Facility (UK Government backed)
- Term deposits with UK Government or local authorities
- Municipal Bond Agency
- Sterling denominated bonds issued by European governments or multinational development banks
- Deposits with banks and building societies which have "high credit quality" (see 3.2 and 3.3 above)

- Certificates of Deposit issued by banks and building societies
- Commercial Paper
- Corporate Bonds
- Property Funds
- Property Unit Trusts
- Money Market Funds with acceptable credit ratings (see 3.2 above)
- Other Money Market and Collective Investment Schemes (pooled funds)

Investments will be in sterling, will not be capital expenditure and credit quality limits will be observed. As such, they will be specified investments unless they are deposits made for fixed terms exceeding twelve months. Limits on non-specified investments are detailed in paragraph 5.3 below.

If investing in property funds a third party property fund selection service would be employed at a cost of £7,500 per annum, to support the Authority in deciding key objectives for the appointment of a manager, drafting questionnaire, collating responses and review,

## **4 SECURITY OF CAPITAL**

- 4.1 The authority employs professional consultants to advise on matters relating to their treasury activities in the context of local and global economic matters. The current treasury advisor is Capita Treasury Services. The authority will monitor the quality of advice; however, the pool of established and respected treasury consultants is small, such that there is currently only one alternative provider available.
- 4.2 The Council will maintain a counterparty list based on the credit criteria in sections 3.2 and 3.3 of this Appendix. Exposure to overseas institutions will be discussed in advance with our treasury advisors.
- 4.3 The Council receives creditworthiness advice from its treasury consultant on a regular basis. Although it takes such advice into account in all considerations involving security of investments, in all matters of judgement the ultimate decision lies with the Head of Finance and Revenue Services.
- 4.4 The Council's lending list will be checked at least monthly. If a ratings downgrade or change in other creditworthiness indicators result in a counterparty no longer meeting the Council's minimum criteria, no new investments will be made with that organisation. If an organisation's rating is upgraded so that it fulfils the Council's criteria, the Head of Finance and Revenue Services will have the discretion to include it on the lending list.
- 4.5 Where an organisation holding investments for the authority either falls below, or is deemed to be in danger of falling below the minimum thresholds detailed in 3.2 and 3.3 above, the authority will consider whether to recall its funds immediately or to maintain a watch during the remainder of the investment's



- 4.6 Should the authority's banking services provider fall below the minimum credit criteria set out in 3.2 and 3.3 above, the Head of Finance and Revenue Services will ensure that reasonable measures are put in place to keep the authority's operational cash balances secure. These will include a consideration of any contingency banking arrangements and assessments of the need to procure an alternative banking services provider before the end of the current contract.

## **5 LIQUIDITY**

- 5.1 Based on its cash-flow forecasts, the Council anticipates that its surplus cash balances will range between £23m and £40m during 2019/20. This will be dependent on the timing of expenditure on capital schemes and other large and unpredictable items.
- 5.2 The authority has reviewed its investment portfolio with the assistance of its treasury advisors. This review took account of the level of balances, the need for liquidity, spending commitments, provision for contingencies and the feasibility of possibility that the funding situation may be better than previously anticipated. The review reveals that there may be some scope for medium and longer term investments.
- 5.3 Investments may be made for longer initial terms to take advantage of higher returns, with the security of capital and the need to fund operational activities prevailing as the primary objective. Unspecified investments will be made only after significant due diligence has been undertaken in conjunction with our treasury advisors and the Head of Finance and Revenue Services has been consulted. Term and monetary limits on long-term (unspecified) investments will be as detailed below;

<b>Limits on long-term deposits</b>	<b>Fitch Long Term Rating (or equivalent)</b>	<b>Monetary limit</b>	<b>Term limit</b>
Banks	A+	£5m	3 years
Banks – part nationalised		£5m per group	2 years
Property Funds	As advised	£5m per fund	No limit
Local authorities	N/a	£5m	5 years
Maximum invested in total for terms exceeding twelve months	A maximum of £10m medium term (up to 5 years) plus £5m long term (up to 10 years)		

## **6 INVESTMENTS DEFINED AS CAPITAL EXPENDITURE**

- 6.1 The acquisition of share capital in any body corporate is defined as capital expenditure under Regulation 25(1) (d) of the Local Authorities (Capital Finance and Accounting) (England) Regulations 2003. Such investments will

have to be funded out of capital or revenue resources and will be classified as 'non-specified investments'.

- 6.2 Investments in bonds issued by multilateral development banks or money market funds (defined in SI 2004 No 534 and subsequent amendments) will not be treated as capital expenditure. Additionally, investments in shares issued by real estate investment trusts (as defined in SI 2007 No 573) and the acquisition of shares in an investment scheme approved under the Trustees Investments Act 1961 (as defined in SI 2010 No 454) will not be treated as capital expenditure.
- 6.3 A loan, grant or financial assistance by this Council to another body for capital expenditure by that body will be treated as capital expenditure. Loans by this Council to local housing associations or other companies will be clearly identified as to their purpose, i.e. treasury or policy. Appropriate due diligence will be undertaken before any loan or financial assistance is provided.

## **7 PROVISIONS FOR CREDIT-RELATED LOSSES**

- 7.1 If any of the Council's investments appeared at risk of loss due to default (i.e. this is a credit-related loss and not one resulting from a fall in price due to movements in interest rates) the Council will make revenue provision of an appropriate amount.

## **8 TRAINING**

- 8.1 Officers invited to join the treasury management team will have been recruited through the Council's rigorous selection process, and have proved their competence through their work and qualifications. They are required to undergo further training; theoretical training provided by our treasury advisors, and practical training, provided by experienced colleagues.
- 8.2 Officers are encouraged to attend external workshops, to discuss matters with our treasury advisors and to network with their peers in other authorities on a regular basis.

## **9 EXTERNAL CASH FUND MANAGEMENT**

- 9.1 The Council's externally managed funds are invested in collective investment schemes (pooled funds); the type and range of investments the individual fund can use are described in the fund's prospectus.
- 9.2 The performance and suitability of the three pooled funds are monitored by the Council's treasury management advisor and the Head of Finance and

Revenue Services.

## **10 BORROWING IN ADVANCE OF NEED**

- 10.1 The Guidance requires authorities to consider their policy concerning borrowing in advance of need.
- 10.2 The authority has considered the additional costs inherent in carrying debt held in advance of need against the advantages of fixing debt at the current low rates, and has determined that their policy is to borrow as close to the time of requiring the funds as possible.

## **11 SCRUTINY AND REPORTING**

- 11.1 As required by the revised CIPFA Treasury Management Code, the Council will prepare as a minimum a mid-year and end of year outturn on its treasury activity, including investment activity.
- 11.2 Additionally, as required by the revised Code, Cabinet will be responsible for the scrutiny of treasury management activity and practices.

## **The Treasury Management Role of the Section 151 Officer**

### **The S151 (responsible) officer**

- recommending clauses, treasury management policy/practices for approval, reviewing the same regularly, and monitoring compliance
- submitting regular treasury management policy reports
- submitting budgets and budget variations
- receiving and reviewing management information reports
- reviewing the performance of the treasury management function
- ensuring the adequacy of treasury management resources and skills, and the effective division of responsibilities within the treasury management function
- ensuring the adequacy of internal audit, and liaising with external audit
- recommending the appointment of external service providers
- preparation of a capital strategy to include capital expenditure, capital financing, non-financial investments and treasury management, with a long term timeframe of at least 20 years
- ensuring that the capital strategy is prudent, sustainable and affordable in the long term and provides value for money
- ensuring that due diligence has been carried out on all treasury and non-financial investments and is in accordance with the risk appetite of the authority
- ensure that the authority has appropriate legal powers to undertake expenditure on non-financial assets and their financing
- ensuring the proportionality of all investment so that the authority does not undertake a level of investing which exposes the authority to an excessive level of risk compared to its financial resources
- ensuring that an adequate governance process is in place for the approval, monitoring and ongoing risk management of all non-financial guarantees
- ensuring that members are adequately informed and understand the risk exposures taken on by the authority
- ensuring that the authority has adequate expertise, either in house or externally provided, to carry out the above

- creation of Treasury Management Practices which specifically deal with how non treasury investments will be carried out and managed, to include the following:
  - *risk management (TMP1 and schedules), including investment and risk management criteria for any material non-treasury investment portfolios;*
  - *performance measurement and management (TMP2 and schedules), including methodology and criteria for assessing the performance and success of non-treasury investments;*
  - *decision making, governance and organisation (TMP5 and schedules), including a statement of the governance requirements for decision making in relation to non-treasury investment: and arrangements to ensure that appropriate professional due diligence is carried out to support decision making;*
  - *reporting and management information (TMP6 and schedules), including where and how often monitoring reports are taken;*
  - *training and qualification (TMP10 and schedules), including how the relevant knowledge and skills in relation to non-treasury investments will be arranged.*



Policy Name: **DISCRETIONARY HOUSING  
PAYMENTS POLICY FROM  
1 APRIL 2019**

Release: 1.6

Date: 14 January 2019

Document History		
Version	Date	Changes
0.1	1 March 2011	Draft document created
1.0	7 April 2011	Second draft for comment
1.1	20 October 2011	Final draft for comment
1.1	22 November 2011	Adopted by Cabinet
1.2	5 December 2012	Draft amendments for April 2013 for comment
1.2	29 January 2013	Further amendments for April 2013 for comment
1.3	26 February 2013	Final amendments following circulation to officers
1.4	16 July 2014	Section 12 amended to remove deleted post
1.5	10 February 2015	Amendments following circulation to officers
1.6	14 January 2019	Amendments following circulation to officers

## **1.0 Background**

- 1.1 The Discretionary Housing Payment scheme is set using the Discretionary Finance Assistance Regulations 2001 (SI2001/1167).
- 1.2 A DHP may be awarded when it is considered that an applicant requires further financial assistance towards housing costs, and is in receipt of either Housing Benefit (HB) or Universal Credit (UC) with housing costs towards rental liability.
- 1.3 Discretionary Housing Payments (DHP) are not payments of benefit. They are freestanding payments made at the Council's discretion. They are made in addition to Housing Benefit and/or Universal Credit and do not form part of it. The legislation gives Local Authorities broad discretion in awarding DHPs but it has to be remembered that ordinary principles of decision making must be followed to ensure that we are acting fairly, reasonably and consistently.
- 1.4 Payments of DHP should be used to alleviate the position of people experiencing severe hardship or financial difficulties.

## **2.0 Purpose of this policy**

- 2.1 The purpose of this policy is to specify how Broadland District Council will administer Discretionary Housing Payments (DHP). It details the application process and indicates some of the factors that will be considered when deciding if a DHP can be made.
- 2.2 The Council is committed to working with the local voluntary sector, all landlords and other interested parties in the district to maximise entitlement to all available state benefits. This will continue to be reflected in the administration of Discretionary Housing Payments.

## **3.0 Statement of Objectives**

- 3.1 Broadland District Council will consider awarding a Discretionary Housing Payment to applicants who can demonstrate a need for further financial assistance with their housing costs. All applications will be considered on their individual merits and treated fairly and equally in the decision making process. The Council will seek through the operation of this policy to:
  - alleviate poverty
  - encourage and sustain Broadland residents in employment.
  - help those who are trying to help themselves
  - keep families together
  - support the vulnerable in the local community
  - help applicants through personal crises and difficult events.

#### **4.0 Treatment of applications**

- 4.1 Each application will be considered on its merits and all applicants treated equally and fairly when the scheme is administered. Broadland District Council is committed to working inter-departmentally and collaborating with external organisations in order to maximise applicants' entitlement to all benefits and discounts.

#### **5.0 Applying for a Discretionary Housing Payment**

- 5.1 A claim may be made by any customer in receipt of, or entitled to Housing Benefit or a housing cost element of Universal Credit. However, a claim can be accepted from someone acting on another's behalf, such as an appointee, if it is considered reasonable.
- 5.2 An application for a Discretionary Housing Payment must be made in writing and signed by the applicant. Broadland District Council will provide an application form for this purpose which can be issued from the main office or downloaded from the website. The form must be completed in full.
- 5.3 Any reasonable evidence in support of an application for a DHP may be requested in writing. The applicant will be asked to provide the evidence within a calendar month of such a request although this will be extended in appropriate circumstances.
- 5.4 If the applicant is unable to, or does not provide the required evidence, the application will still be considered and will in any event take into account any other available evidence held by the Council.
- 5.5 The Council reserves the right to verify any information or evidence provided by the applicant in appropriate circumstances.

#### **6.0 Awarding a Discretionary Housing Payment**

- 6.1 A senior officer within the Finance and Revenues department will decide if a Discretionary Housing Payment will be awarded.
- 6.2 Where an applicant is not claiming a Council Tax discount or exemption which they may be entitled to or a welfare benefit or additional financial assistance, they will be advised, and where necessary assisted, in making a claim to maximise their income before their claim for a Discretionary Housing Payment will be decided.
- 6.3 When making their decision the officer may consider:
- the relevant regulations and official guidance notes
  - the shortfall between Housing Benefit and the liability as prescribed in the Housing Benefit regulations
  - any steps taken by the applicant to reduce their rental liability
  - the financial and medical circumstances of the applicant, their partner and any dependants and any other occupants of the applicant's home
  - the income and expenditure of the applicant, their partner and any dependants or other occupants of the applicant's home
  - any savings or capital that might be held by the applicant or their family
  - the level of indebtedness of the applicant and their family
  - the level of council tax they are liable to pay
  - the exceptional nature of the applicant and their family's circumstances



- the amount available in the DHP budget at the time of the application
- the possible impact on the Council of not making such an award, e.g. the pressure on priority homeless accommodation

6.4 The list is not exhaustive and any other relevant factors or special circumstances will be considered.

6.5 The following elements of a person's rent or reasons for the shortfall in benefit cannot be met by a DHP under the legislation:

- Ineligible service charges
- Increases in rent due to outstanding rent arrears
- Certain sanctions and reductions in benefit
- Benefit suspensions
- Shortfalls caused by HB overpayment recovery

6.6 All decisions will be fully documented.

## **7.0 Amount and Period of the award**

7.1 The start and end dates of an award will be decided based on the individual merits of the application, the known facts and the evidence supplied. One off amounts will only be considered in respect of rent deposits and/or rent in advance (and associated removal costs).

7.2 DHP will mainly be a short term award to give the customer time to sort out their financial or housing situation, particularly if they are trying to secure alternative accommodation or find employment. Details of the consideration given to the award period are provided in the "DHP award period matrix" appended to this policy.

7.3 Awards will not normally extend beyond the end of the financial year in which they are awarded.

## **8.0 Notification of award**

8.1 The Council will inform the applicant of the outcome of their application as soon as practicably possible. Where the application is unsuccessful, the reasons why this decision was made will be set out and the right of review will be explained in writing.

8.2 Where the application is successful, this letter will advise:

- the amount of Discretionary Housing Payment awarded
- the reason for the award
- the period of the award
- how, when and to whom the award will be paid
- the requirement to report a change in circumstances
- how to re-apply at the end of the award if appropriate
- the review process
- this is a cash limited fund and
- an award of a DHP does not guarantee that a further award will be made at a later date even if the applicant's circumstances have not changed.

## **9.0 Payment of an Award**

9.1 The decision of to whom the payment will be made will be based upon the circumstances of each case. This could include paying:

- the applicant
- their partner
- an appointee
- their landlord (or an agent of the landlord); or
- any third party to whom it might be most appropriate to make payment.

9.2 Payment of an award of DHP will be made by BACS in each case.

## **10.0 Duties of the applicant**

10.1 A person claiming a Discretionary Housing Payment is required to:

- Provide the Council with such information and evidence as it may require to make a decision and
- Tell the Council of any changes to their financial or personal circumstances which may be relevant to their Discretionary Housing Payment claim or may affect the amount they have been awarded.

## **11.0 Disputes**

11.1 Discretionary Housing Payments are not payments of Housing Benefit and are therefore not subject to the statutory appeals mechanism.

11.2 If the applicant is not satisfied with any decision in respect of their Discretionary Housing Payment they have the right to request a review.

11.3 Any request for a review must be made to the Council, in writing, within one calendar month of the date of the notification letter issued detailing the original decision.

11.4 A senior officer, who was not involved in the original decision making process, will look at the decision again. The applicant will be notified in writing, setting out the decision and associated reasons within 10 working days from receipt of the request or as soon as practicably possible.

11.5 In exceptional circumstances (and if it appears that the interests of natural justice would not be served by the usual procedure, or if the customer still disagrees with the outcome of an internal review), officers will consider whether to submit a request to a senior manager for consideration. This decision will be final and binding and may only be challenged by a complaint to the Local Government Ombudsman if there is an allegation of maladministration.

## **12.0 Overpayments of Discretionary Housing Payment**

12.1 The Council will seek to recover any DHP found to be overpaid.

12.2 Overpaid Discretionary Housing Payments will mainly be recovered by issuing an invoice to the applicant or the person to whom the award was paid.

- 12.3 Recovery will not be sought from any amounts of Housing Benefit due to the applicant (except if the applicant requests this method of recovery specifically in writing).
- 12.4 The decision letter that notifies an overpayment will also set out the right of review.
- 12.5 An applicant who disagrees with a DHP overpayment decision may request a review of the decision. The procedure for this review will be as described in section 12 of this policy.

### **13.0 Fraud**

- 13.1 The Council is committed to protecting public funds and ensuring funds are awarded to people who are rightfully eligible for them.
- 13.2 Suspected fraudulent DHP applications will be investigated. Submitting a fraudulent claim for DHP is a criminal offence and offenders may be prosecuted.

## DHP Period of Award Matrix

This document is for guidance only- each case will be considered on its own merits

<b>Discretionary Housing Payment Priority Groups</b>	<b>Short Term/ Long Term and Review</b>
<b>Adapted Properties</b> Customers who have had their property significantly adapted to meet their disability needs	Long term As long as the disability remains the same, review annually
<b>Benefit Cap</b> Customers subject to the Benefit Cap	Up to 26 weeks at full amount Consideration of a further 13 weeks at reduced amount in exceptional circumstances
<b>Social Sector Size Criteria (SSSC/Under Occupancy)</b> Customers subject to the social sector size criteria with no special circumstances	Up to 13 weeks Signpost to Housing team and any relevant support services to explore option to move to smaller accommodation  Further 13 weeks to be considered dependant on proactivity of customer
<b>Foster Carers</b> Customers affected by the SSSC due to the number of foster children changing	Long Term As long as foster status remains, review annually
<b>Medical Equipment</b> Customers requiring an extra bedroom to store medical equipment	Long Term As long as medical status remains, review annually
<b>Under 35's</b> In privately rented accommodation where LHA "Shared Room Rate" is applied	Up to 13 weeks Consideration of a further 13 weeks if demonstrated seeking suitable alternative accommodation

## Appendix

<p><b>Expectant Mothers</b></p> <p>Over 16 weeks, who cannot be expected to seek alternative accommodation</p>	<p>Up to 30 weeks if there is a risk to health or either mother or baby</p>
<p><b>Customers within 12 months of Pensionable age</b></p> <p>Where work is not a realistic option</p>	<p>Up to 52 weeks</p> <p>One off award up to pensionable age</p>
<p><b>Hardship</b></p> <p>Customers affected by hardship due to welfare reform, low income, debt</p>	<p>Up to 26 weeks</p> <p>Signpost to Council Debt Advisors and Housing team</p> <p>Consideration of a further award up to 26 weeks if demonstrated engagement with debt advisors and seeking suitable alternative accommodation where appropriate</p>
<p><b>Threat of Eviction</b></p> <p>Customers who are at risk of losing their property through eviction</p>	<p>At the discretion of a senior manager who has looked at all the factors surrounding the eviction</p> <p>Awards will not be made where customers have received a previous award to prevent eviction and homelessness.</p>
<p><b>Moving may be Unreasonable</b></p> <p>Customer suffering a serious medical condition</p> <p>Child may be at a critical point in their education</p>	<p>Up to 52 weeks</p> <p>Future awards to be based on updated circumstances</p>
<p><b>Multiple Awards</b></p> <p>Where consecutive awards have been made for 2 years or more or where more than 3 awards have been made in a 2 year period</p>	<p>No further awards will be made unless a customer can demonstrate that they are continuing to improve their circumstances, then a maximum 13 weeks may be agreed.</p> <p>Does not apply to long term recipients</p>

## DECISIONS ON APPLICATIONS – 6 MARCH 2019

App'n No	Location	Description of Development	Decision
20182021	116 The Street, Brundall	Removal of condition 5 of previous permission 20172094 – to allow other cooking methods excluding chargrilling	<b>APPROVED</b> subject to conditions
20180708	Land to the North of Sprowston and Old Catton, between Wroxham Road & St Faiths Road	Reserved matters application for phase one strategic infrastructure	Authority delegated to the HoP to <b>APPROVE</b> subject to technical matters being agreed by the Highways Authority; Lead Local Flood Authority and Environment Agency
20190005	Grove Farm, Blackwater Lane, Heydon	Use of land as camp site for 4 no: tents, erection of timber shower block with storage and honesty shop and provision of car parking area	<b>DEFERRED</b> to enable the applicant to demonstrate (1) the financial viability of the proposal and (2) how the proposed passing bays and revised access can be achieved and to appraise the visual impact of these works
20181487	The Lodge, 39 Church Road, Upton	Sub-division of curtilage and erection of dwelling and access	<b>REFUSED</b>
20182088	Leighton House, Broad Lane, Little Plumstead	Erection of 2 dwellings (outline)	<b>APPROVED</b> subject to conditions

HoP = Head of Planning

Minutes of a meeting of the **Audit Committee** held at Thorpe Lodge, 1 Yarmouth Road, Thorpe St Andrew, Norwich on **Thursday 14 March 2019** at **10.00 am** when there were present:

Mr N C Shaw – Chairman

Mr P H Carrick

Mrs B H Rix

Mr V B Tapp

Mrs K A Vincent

Also in attendance were the Head of Finance and Revenue Services, Internal Audit Manager, Counter Fraud Investigation Officer and the Committee Officer (JO).

Mrs Copplestone, Mr Knowles, Mrs Mancini-Boyle and Mr Vincent were also in attendance.

Chris Scott, Head of Treasury Team at Link Market Services was present for item no. 32 - Risk and Treasury Management.

### **31 MINUTES**

The Minutes of the meeting held on 10 January 2019 were confirmed as a correct record and signed by the Chairman.

*Minute no. 25 – Risk Register and Performance Management*

Members were advised that the Performance Report would now be considered at the 27 June 2019 meeting.

### **32 RISK AND TREASURY MANAGEMENT**

Members received a presentation from Chris Scott, Head of Treasury Team at Link Market Services (attached at Appendix 1 to the signed copy of these Minutes).

In response to Members' questions the Committee was advised that:

- There was no restriction on local authorities investing in emerging markets, as long as it was through a Sterling fund.
- There were no restrictions on how much a local authority could borrow, but a good business plan would need to be in place to access Government funding. It was noted that since 2016 Spelthorne Borough Council had borrowed £1bn from the Public Works Loan Board to invest in property.

Members thanked Mr Scott for his comprehensive presentation.

### **33 STRATEGIC AND ANNUAL INTERNAL AUDIT PLANS 2019/20**

The report provided an overview of the stages followed prior to the formulation of the Strategic Internal Audit Plan for 2019/20 to 2021/22 and the Annual Internal Audit Plan for 2019/20. It also provided the basis for the Annual Audit Opinion on the overall adequacy and effectiveness of Broadland District Council's framework of governance, risk management and control.

The Annual Internal Audit Plan was produced in consultation with senior management and comprised 141 days encompassing 12 assignments. Five joint audits with South Norfolk Council would be undertaken: Corporate Governance; Risk Management; Planning and Development Management; Disaster Recovery and Business Continuity and Network Infrastructure and Security.

The Internal Audit Charter had been updated to reference the role of the reporting lines of Internal Audit through the Internal Audit Manager to the Head of Internal Audit.

The Internal Audit Strategy, which set out how internal audit services would be delivered, developed, resourced and linked in with the priorities of the Council remained unchanged.

In response to a query Members were advised that the timing of audits had been agreed with officers, but the Plan remained flexible and the timetable could be amended if required.

#### **RESOLVED**

To note and approve the:

- (1) Internal Audit Charter;
- (2) Internal Audit Strategy for 2019/20;
- (3) Strategic Internal Audit Plans 2019/20 to 2021/22; and
- (4) Annual Internal Audit Plan 2019/20.



**34 ANNUAL FRAUD UPDATE**

The report provided details of the counter fraud work undertaken during 2018/19 and set out the Fraud Plan for 2019/20.

Over the course of the last year the Corporate Fraud Officer had worked alongside a number of services to prevent fraud; including the Housing Team, the Police, Norfolk County Council Fraud Hub, Trading Standards and the Department for Work and Pensions. Work had also been undertaken with the Council Tax Team to detect fraudulently claimed 25 percent Single Person's Discount.

A notable success had been the Crown Prosecution Service pursuit of a Housing Benefit overpayment of £14,674.62, which had led to a Proceeds of Crime Act 2002 hearing, where the Council was awarded a full compensation order and the claimant given six months to repay the overpayment in full or face a custodial sentence.

The Corporate Fraud Officer continued to identify previously unknown holiday accommodation and public use swimming pools in the district, which had led to an additional source of Business Rates income.

The National Fraud Initiative (NFI) was an exercise that matched electronic data between public and private sector bodies to prevent and detect fraud. The latest data matches for 2019 had just been released and would be reviewed by the Corporate Fraud Officer, however due to her additional responsibilities this might be restricted to the high risk matches only.

The Corporate Fraud Officer had engaged with the new Fraud Hub that Norfolk County Council had set up and funded for 13 months from January 2019. After the trial period had expired they would require an ongoing annual payment of £4,080, in addition to the £2,200 that the Council were already charged to take part in the mandatory exercise.

The Hub would allow data to be shared across the county on a more frequent basis to minimise areas of risk and detect fraud at an early stage. The Council would be required to submit data as it did currently for NFI. This was a very labour intensive exercise and consideration would have to be given about how this would be resourced.

The Head of Finance and Revenue Services advised the meeting that discussions were being held this afternoon in respect of the Norfolk Fraud Hub to clarify what benefits the Council would derive from participating in the Hub. As the Hub would also have implications for the Department for Work and Pensions Fraud Teams, the Corporate Fraud Officer had requested that they be invited to participate in the discussions as well.

In response to a query, the Corporate Fraud Officer confirmed that a significant element of her workload was keeping apprised of changing legislation that could have a bearing on fraud and its prevention.

### **RESOLVED**

- (1) To note the report and the Fraud Plan for 2019/20.

### **RECOMMENDED TO COUNCIL**

- (2) To continue to participate in the Norfolk Fraud Hub at a cost of £4,080 for 2019/20, subject to the comments of the Head of Finance and Revenue Services regarding the scheme's value for money.

## **35 INDEPENDENT AUDIT COMMITTEE MEMBER**

It was **AGREED** that this item would be deferred until after the District elections in May 2019.

## **36 WORK PROGRAMME**

The following items were added to the Committee's Work Programme:

27 June 2019	<ul style="list-style-type: none"><li>• Internal Audit Progress Report</li><li>• Internal Audit Follow Up Report</li><li>• Performance Report</li><li>• Independent Audit Committee Member</li></ul>
9 January 2020	<ul style="list-style-type: none"><li>• Internal Audit Progress Report</li><li>• Internal Audit Follow Up Report</li></ul>
12 March 2020	<ul style="list-style-type: none"><li>• Strategic and Annual Internal Audit Plan 2020/21</li></ul>

The Chairman noted that this would be the last meeting of the Head of Finance and Revenue Services before she left the Council to take up a post elsewhere. Members thanked her for her hard work at the Council.

*The meeting closed at 12.01 pm*

## **ADOPTION OF WROXHAM NEIGHBOURHOOD PLAN**

**Report Author(s):** Vicky West, Community Planning Officer, Ext 2112,  
[vicky.west@broadland.gov.uk](mailto:vicky.west@broadland.gov.uk)

**Portfolio Holder:** Planning

**Ward(s) Affected:** Wroxham

**Purpose of the Report:** To approve the adoption of the Wroxham  
Neighbourhood Plan

**Recommendations:**

1. The Council is **RECOMMENDED** to adopt the Wroxham Neighbourhood Plan, subject to a successful outcome at the Referendum.

## **1 SUMMARY**

- 1.1 This report provides details of the Referendum to be held in relation to the Wroxham Neighbourhood Plan. Assuming the referendum on 21 March 2019 results in a successful outcome, the report recommends that Council adopts the Wroxham Neighbourhood Plan as part of the District Council's Development Plan.

## **2 BACKGROUND**

- 2.1 The Neighbourhood Plan for Wroxham commenced May 2017 and was submitted to Broadland District Council in November 2018. The Neighbourhood Plan has been prepared by a steering group of volunteers (aided by a professional consultant) which has been overseen by the parish council.
- 2.2 Part of Wroxham's neighbourhood area falls within the administrative boundary of the Broads Authority. We have worked closely with the Broads Authority during the development of the Plan and they will also be taking the plan to their full Authority in March to formally adopt the Plan.
- 2.3 The Neighbourhood Plan has been developed in consultation with residents and businesses in the parish, as well as landowners, developers and other stakeholder organisations. The Plan seeks to guide the future development of the parish over the next few years. It includes a vision and a set of objectives for the parish, as well as a series of policies that look to shape development within the respective time period.
- 2.4 The table overleaf illustrates the date at which Broadland District Council approved the submitted documents, undertook the required six week publication of the Plan, and approved the subsequent recommendations of the appointed independent examiner (as detailed in their report).

Neighbourhood Plan	Approval of submitted Plan	Publication of Plan	Approval of examiners recommendations
Wroxham	09/11/2018	09/11/2018 – 21/12/2018	08/02/2019

- 2.5 Following approval of the Examiner's recommendations and the necessary revisions being made to the Neighbourhood Plan, details of the Referendum were published on the Broadland District Council website. These details were also made available at the Broadland District Council offices, Broads Authority offices and at Wroxham library.
- 2.6 The Electoral Services team have sent out polling cards to registered electors within the parish and made other statutory preparations for the Referendum.
- 2.7 The Neighbourhood Plan Referendum is due to be held on Thursday 21

March 2019. Due to the timings of the Council meeting this report has been prepared on the assumption that the Referendum produces a result in favour to adopt the Neighbourhood Plan. The outcome of the result will be available at the Council meeting on 28 March 2019.

### **3 CURRENT POSITION / FINDINGS**

- 3.1 Following the result of the Referendum, Broadland District Council can now formally adopt the Wroxham Neighbourhood Plan (included as Appendix 1).
- 3.2 Following a successful Referendum, the Plan will form part of the statutory development plan for Broadland District.
- 3.3 The Plan will therefore be used, alongside existing Local Plan documents, in the determination of planning applications that fall within the Neighbourhood Area (parish boundary).

### **4 PROPOSED ACTION**

- 4.1 It is proposed that Council adopts Wroxham Neighbourhood Plan (assuming a successful outcome at the Referendum).

### **5 OTHER OPTIONS**

- 5.1 Even if a Referendum results in a successful outcome, Broadland District Council can refuse to adopt the Neighbourhood Plan if it considers that the Plan would breach, or would otherwise be incompatible with any EU obligation or any of the Convention Rights (within the meaning of the Human Rights Act 1998). In this instance the Neighbourhood Plan would cease to be part of the Development Plan.
- 5.2 However, it is not considered that the Neighbourhood Plan is in breach of this legislation. Broadland District Council has already approved the Plan in this respect (through a delegated decision to the Head of Planning, in consultation with the portfolio holder), following submission of the documents to the authority.
- 5.3 In addition, the examiner of the Neighbourhood Plan has stated that, subject to the modifications recommended, they are satisfied that the Neighbourhood Plan meets the basic conditions and other statutory requirements.

### **6 ISSUES AND RISKS**

- 6.1 **Resource implications**

- 6.2 Adoption of the Neighbourhood Plan requires a small amount of officer time in order to publicise the fact that the Plan will now form part of the criteria for determining planning applications within the respective parish.
- 6.3 Planning officers will have to consider the adopted Neighbourhood Plan alongside existing Local Plan documents when determining planning applications within the parish. However, this will form part of the existing process in determining applications and should not require extra resources.
- 6.4 The costs of the Referendum has been met from the 'Neighbourhood Planning New Burdens funding' for local planning authorities, provided by MHCLG (currently amounting to £20,000 for each Neighbourhood Plan that reaches the Referendum stage) and therefore there is no direct cost to the Council.
- 6.5 **Legal implications**
- 6.6 The steps outlined in this report comply with appropriate legislation within the Neighbourhood Planning (General) Regulations 2012 (as amended) and the Neighbourhood Planning (Referendums) Regulations 2012. If adopted, the Neighbourhood Plan will become part of the Development Plan and, where relevant, a major consideration in the determination of applications within the parish.
- 6.7 **Equality implications**
- 6.8 There are no significant equalities implications associated with the proposed Neighbourhood Plan. A full Equality Assessment was carried out following submission of the Plan to Broadland District Council. This assessment was approved by the authority alongside the Neighbourhood Plan documents.
- 6.9 There have been no substantial changes to the policies within each Neighbourhood Plan since their submission and so the result of the EQIA assessment has not changed. The original EQIA has been included with this report as Appendix 2.
- 6.10 **Environmental impact**
- 6.11 There are no significant risks associated with the environmental impact in this report.
- 6.12 **Crime and disorder**
- 6.13 There are no significant risks associated with crime and disorder in this report.
- 6.14 **Risks**
- 6.15 There are no significant risks associated with the matters covered in this

report.

## **7 CONCLUSION**

- 7.1 The appropriate legislation within the Neighbourhood Planning Act 2017 states that at the point of a successful outcome being declared, following a referendum, the Neighbourhood Plan in question immediately forms part of the statutory Development Plan. The adoption (or 'making') of the Plan is therefore the last formal stage in the process.
- 7.2 Unless the Council considers that the Plan would breach, or would otherwise be incompatible with any EU obligation or any of the Convention Rights (within the meaning of the Human Rights Act 1998), then it cannot refuse to adopt the Neighbourhood Plan. As detailed in section 5 of this report, it is not considered that the Plan is in breach of this legislation.

## **8 RECOMMENDATIONS**

- 8.1 The Council is **RECOMMENDED** to adopt the Wroxham Neighbourhood Plan, subject to a successful outcome at the Referendum.
-



# **WROXHAM Neighbourhood Plan 2019-2039**



**Version 3:  
FOR REFERENDUM  
March 2019**





Figure 1 above: the River Bure from Caen Meadow, Wroxham

**If you would like this document in large print  
or in another format please contact  
Wroxham Parish Council,  
[wroxhamparishcouncil@gmail.com](mailto:wroxhamparishcouncil@gmail.com), 07341 873375**



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# 1. Introduction

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The Wroxham Neighbourhood Plan is a community-led document for guiding the future development of the parish. It is about the use and development of land over a 20-year period, 2019-2039. It is the first planning document put together by the community of Wroxham. Once the Plan is made and adopted, Broadland District Council and the Broads Authority will use it to determine planning applications. Wroxham Parish Council will use the Plan to respond to planning applications.

The Neighbourhood Plan has been developed under the Localism Act (2012) and the Neighbourhood Planning (General) Regulation (2012 as amended), giving communities the right to shape future development at a local level. The Wroxham Neighbourhood Plan complements existing local and national planning policy, providing a valuable level of local detail attained through consultation with residents and businesses, as well as desk research.

The Wroxham Neighbourhood Plan is not a means of stopping development; it is there to ensure development takes place in an appropriate way for the area. It differs from the 2011 Parish Plan prepared by the Parish Council, as it is solely about the use and development of land. Once adopted, the Plan will become a statutory planning policy document sitting alongside the Local Plans. It provides clarity on what will be expected from development proposals, gives prospective investors confidence in how the area will change in the future, and ensures that the impact of development is anticipated and planned for.

This is the third version of the Wroxham Neighbourhood Plan, prepared for 'referendum'. For the six-week period between 21<sup>st</sup> July and 1<sup>st</sup> September 2018, local residents, businesses and statutory agencies had the opportunity to comment on the draft Plan. During September and October 2018 all comments were collated and considered. The Plan was amended for submission to Broadland District Council and the Broads Authority. It was independently examined in January/February 2019 and further modifications were made in accordance with the examiner's report.

Commissioned by Wroxham Parish Council, the Wroxham Neighbourhood Plan has been developed by a Steering Group of local residents (see Appendix A for Steering Group members). Early on in the process, the Steering Group established a set of aims to drive the process. These were ratified through consultation with the community.

By undertaking a Neighbourhood Plan for Wroxham, the steering group aimed to:

- Bring the community together to understand and address the key parish issues.
- Shape future infrastructure and development.
- Enhance the sense of community and quality of life, through greater integration and improved facilities.



- Identify community needs for the use of developer contributions and other possible funds.



Figure 2 left: Members of the Wroxham Neighbourhood Plan steering group.

### **Accompanying supporting documents**

The fundamental principle underpinning the planning system in England remains that of achieving sustainable development. Therefore, the submission version of the Neighbourhood Plan was supported by a Sustainability Appraisal, a systematic process undertaken during the preparation of the Plan that assesses the environmental, social and economic impacts of the policies. When the Wroxham Neighbourhood Plan was submitted for independent examination, it was accompanied by the following documents:

- Basic Conditions Statement.
- Consultation Statement.
- Sustainability Appraisal Scoping Report.
- Sustainability Appraisal (with revisions).
- Strategic Environmental Assessment Screening Report.
- Habitat Regulation Screening Report.

### **Examination and referendum**

After submission Broadland District Council undertook a checking process and further consultation (Regulation 16) before independent examination. The examiner concluded that, 'The Wroxham Neighbourhood Plan has been carefully prepared to respond to planning issues which relate specifically to Wroxham, recognising the location of a substantial part of the parish within the Broads, and the distinctive character of the parish'. He recommend that the Plan should proceed to a referendum subject to the modifications.

At referendum every resident of Wroxham, who is entitled to vote in Broadland District Council elections and is 18 years or over, will have the opportunity to vote on whether or not they agree with the Neighbourhood Plan. At referendum residents will be asked, '*Do you want Broadland District Council and the Broads Authority to*



*use the Neighbourhood Plan for Wroxham parish to help it decide planning applications in the neighbourhood area?'. If the Plan gets at least 50 per cent support from those that vote in the referendum, Broadland District Council, the Broads Authority and Wroxham Parish Council will adopt the Neighbourhood Plan.*

Figure 3 below: Aerial photograph of Wroxham village (source: Mike Page Aerial Photography).







## 2. Wroxham parish

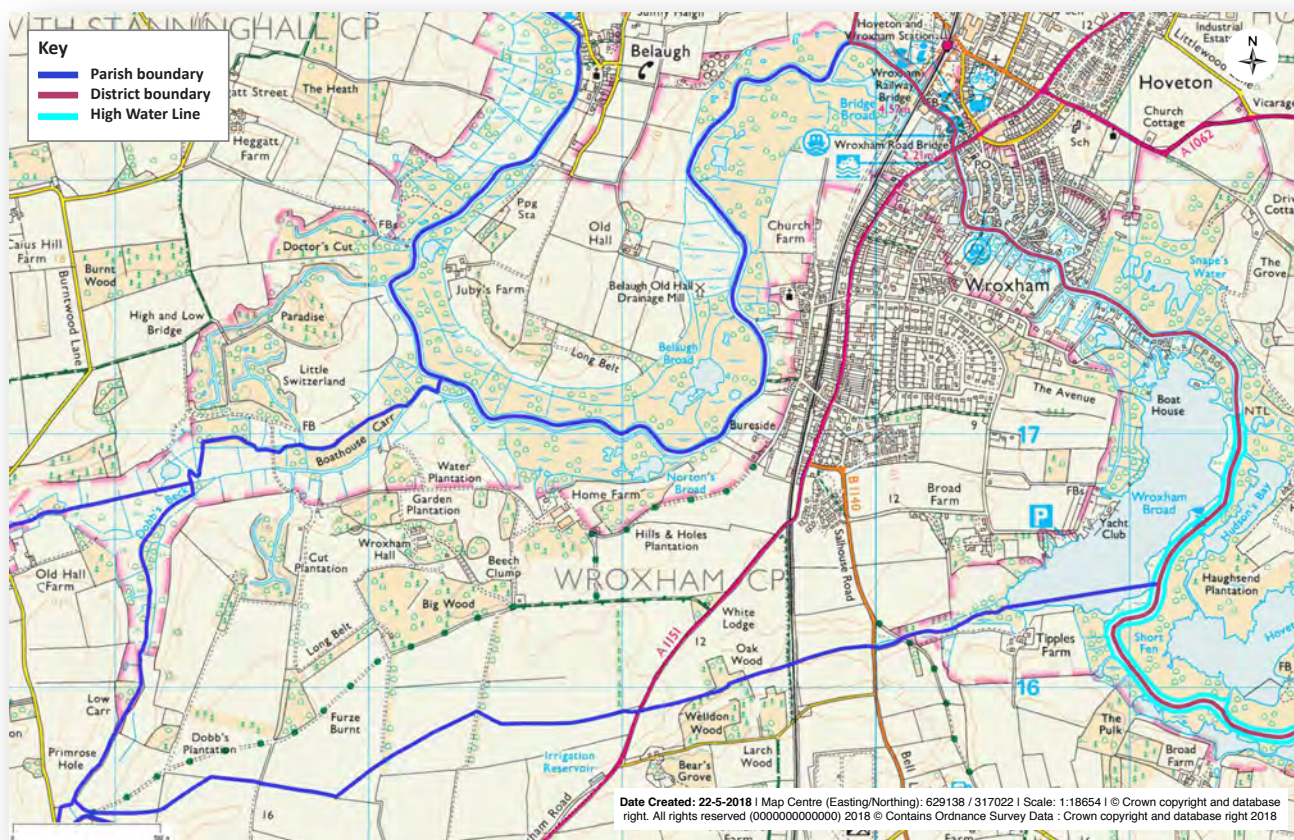


Figure 4 above: The Administrative boundary of Wroxham, the Neighbourhood Plan area (source: Parish Online with own annotations).

When asked what is special about Wroxham, residents repeatedly noted its waterside location and community spirit. The combination of setting, size and natural beauty, combine to make Wroxham a unique place to live. For more than 100 years Wroxham has been regarded as The Capital of The Norfolk Broads. It lies at the heart of the Broads National Park and has a range of housing in woodland and waterside settings. Adjacent to a thriving hub of tourism it nevertheless offers areas of tranquility for those seeking a high quality of living.

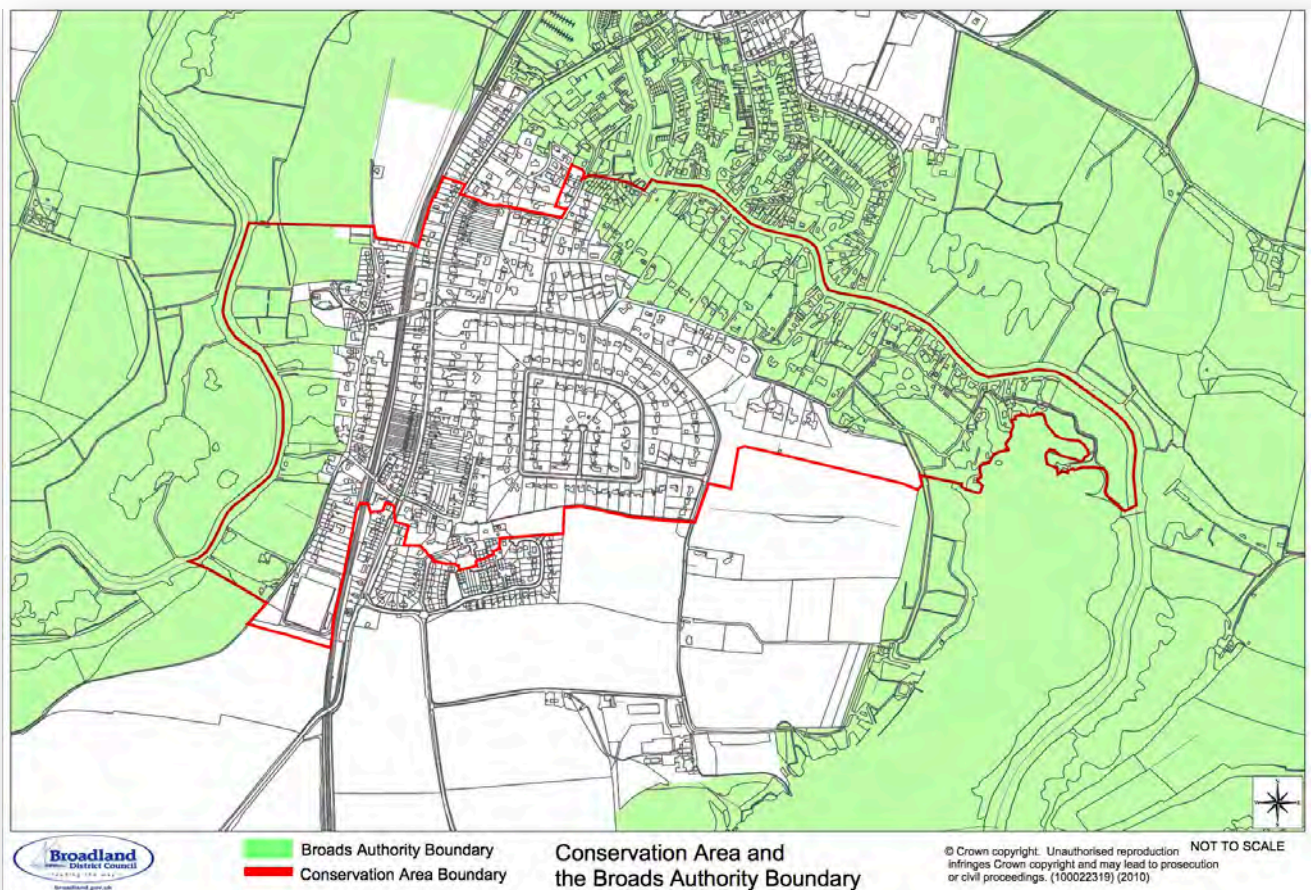


Figure 5: Broadland Authority Boundary and Conservation Area Boundary (Source: Broadland District Council).

Wroxham lies 12.5km north east of the centre of Norwich city and is separated from the village of Hoveton to the north by the River Bure. Hoveton is also often referred to (mistakenly) as Wroxham, but the two villages have a distinct character of their own and separate administrative boundaries. Wroxham uses a number of the services of Hoveton (primary and secondary schools, doctors practice, train station, shops and community amenities). The A1151 Norwich to Stalham road (commonly referred to locally as the Norwich Road) runs through the village and across the bridge into Hoveton. Wroxham Parish Council and Hoveton Parish Council have established a good working relationship to address common issues.

In 2011 the population of Wroxham stood at 1502.<sup>1</sup> The mean age of residents of Wroxham is 52 years old, older than the mean age of 43.9 for Broadland and 42.7 for Norfolk.<sup>2</sup> Wroxham is more comparable to North Norfolk district where the mean age is older at 47.5 years.<sup>3</sup>

The boundary between Wroxham and Hoveton is the River Bure. There has been a bridge across the river since at least 1320. The basis for the present Wroxham Bridge is a largely unseen masonry Scheduled Ancient Monument.<sup>4</sup>

<sup>1</sup> Census data 2011.

<sup>2</sup> Census data 2011.

<sup>3</sup> <http://rsnonline.org.uk/neighbourhood-planning-in-north-norfolk>.

<sup>4</sup> Wroxham Parish Plan, April 2011.





Figure 6 above: Wroxham Bridge, possibly circa 1930s (source: 'Norwich and the Broads' described by Walter Jerrold and pictured by E.W. Hasslehust).

Wroxham is derived from Old English and means the homestead or enclosure of the buzzard or alternatively, the homestead of a man called 'Wrocc'. In the Domesday Book (1086) it is recorded as Vrocsham and as having two free men, sixty acres of land, two borders and two ploughs. The entry also mentions two churches, which were described as the churches of St John's (now vanished) and St Mary's (which stands today).

Peat cutting was an important industry in the 12th century, which supplied Norwich and Yarmouth until the end of the 14th century. Wroxham Broad and Bridge Broad were formed when the peat excavations flooded.

The village grew from its medieval core in Church Lane and St Mary's Close where St Mary's Parish Church and The Manor House stand today. In the 18<sup>th</sup> Century the manorial centre moved east to Wroxham House, where in the early 20<sup>th</sup> Century, residential development grew rapidly when the railway from Norwich was built and the growth of leisure sailing on the river and the Broads began. An area between The Avenue and the River Bure was first developed with holiday homes, mostly bungalows, set in large gardens with river frontage moorings and boathouses.

The nature of modern day Wroxham has been majorly influenced by two principal events. Firstly the development of river-centered tourist businesses dating back to the 1870's. Secondly the development of the parkland grounds of the former Wroxham House in the 1960's which created the richly wooded part of the village,



centered around The Avenue - an area which forms a significant part of the character of the present village.



Figure 7: sign to Wroxham and The Broads.

### **Spatial and strategic policy context**

Every local planning authority in England has to prepare a Local Plan. This plan includes all of the local planning policies for that area and identifies how land is used, determining what will be built where. The Local Plan, along with any Neighbourhood Plan, provides the basis for determining planning applications and future development in the local area and should be consistent with the National Planning Policy Framework.

The 'National Planning Policy Framework' (NPPF) was published in March 2012 and sets out the Government's planning policies for England and how these should be applied. At the time of writing a 'Draft revised National Planning Policy Framework' is being worked on. The Wroxham Neighbourhood Plan is believed to be in conformity with the NPPF and the draft revised NPPF (March 2018), in particular taking a positive approach that reflects the presumption in favour of sustainable development.



Figure 8 above: the spatial and strategic policy context for Wroxham, showing relationship between NPPF, Broadland District Council Local Plan, Local Plan for the Broads and the Wroxham Neighbourhood Plan.

The ‘Joint Core Strategy for Broadland, Norwich and South Norfolk’ (JCS) is the key planning policy document for the sub-regional Greater Norwich area. It forms part of the Local Plans for the districts of Broadland, Norwich and South Norfolk, setting out the broad vision for the growth of the area and containing strategic policies for the period up to 2026. The Wroxham Neighbourhood Plan is also believed to be in conformity with the JCS.

The Greater Norwich Local Plan (GNLP) will supersede the JCS, which is being prepared and due to be adopted in 2020. The Wroxham Neighbourhood Plan goes beyond the plan period for the JCS and the emerging GNLP. Like the JCS, the GNLP will include strategic planning policies to guide future development, and plans to protect the environment. It will look to ensure that delivery of development is done in a way that promotes sustainability and the effective functioning of the whole area.

JCS Policy 14 identifies Wroxham as a ‘key service centre’. Land is allocated for residential development of 100 to 200 dwellings. Established retail and service areas will be protected and enhanced where appropriate and local employment opportunities will be promoted.<sup>5</sup>

Other Broadland District Council planning policy documents considered in the preparation of the Neighbourhood Plan included:

- Site Allocations Development Plan Document (DPD) (adopted May 2016) - this identifies areas of land in Broadland for specific types of development, for example housing, employment, community facilities, retail, recreation. It also shows boundary and settlement limits for places where development is expected to take place. Also the GNLP ‘call for sites’ work, which has identified GNLP0504 (land east of Salhouse Road for approximately 350 dwellings) and GNLP0041 (Wroxham Football Club, Trafford Park, 35 Skinners Lane, for approximately 20 homes).

<sup>5</sup> Joint Core Strategy for Broadland, Norwich and South Norfolk’.

- Development Management DPD (adopted August 2015) – this aims to further the objectives set out in the National Planning Policy Framework (NPPF) and the Joint Core Strategy (Broadland, Norwich and South Norfolk).

Paragraph 6.59 of the Joint Core Strategy states, ‘Wroxham forms a gateway to the Broads and is adjacent to the larger service centre of Hoveton, across the River Bure in North Norfolk District. Together Wroxham and Hoveton have significant local employment and services including a secondary school. They have rail access and form a major centre for Broads tourism. The bridge over the Bure is a significant constraint to internal circulation between Wroxham and Hoveton and there is some flood risk in the central area. There is also concern about air quality issues in the centre of Hoveton. Wroxham could support the development of some 100 to 200 dwellings by 2026.’<sup>6</sup>

As the Neighbourhood Plan area in part falls within the Broads Authority Executive Area, it must be in conformity with the ‘Local Plan for the Broads’, also used in determining planning applications and promoting appropriate development. The current Local Plan for the Broads will be replaced when the new Local Plan is adopted (expected to be adopted in early 2019).

Other Broads Authority planning policy documents considered in the preparation of the Neighbourhood Plan included:

- Core Strategy (adopted 2007) – this sets out the vision for the Broads up to 2021, including environmental, social and economic objectives and the primary policies for achieving that vision.
- Site Specific Policies (adopted 2014) – this identifies allocated sites in different areas of the Broads for different uses giving certain requirements that future development proposals on those sites will need to address.
- Development Management policies (adopted 2011) – main policies that guide the determination of planning applications in the Broads, including within the flood plain and economic development in a protected landscape.

The Wroxham Neighbourhood Plan is also believed to be in conformity with the emerging Local Plan for the Broads.

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<sup>6</sup> Paragraph 6.59, Joint Core Strategy for Broadland, Norwich and South Norfolk (adopted March 2011, amendments adopted January 2014).





Figure 9: Aerial photograph of Wroxham village from Hoveton side of the River Bure, looking south (source: Mike Page Aerial Photography).



## 3. How the Plan was prepared

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The Neighbourhood Plan Steering Group has prepared the Plan with support from two independent consultants and the Wroxham Parish Clerk. The process started in Summer 2017 after the Neighbourhood Area was adopted on 26<sup>th</sup> May 2017.

### Funding

The Plan has been commissioned and part funded by Wroxham Parish Council. Other funding has come from a Locality grant from central government, and a grant from Broadland District Council.



### Community engagement and consultation

The Wroxham Neighbourhood Plan has been undertaken with extensive community engagement, consultation and communication. There have been five stages in which the Neighbourhood Plan steering group has actively engaged the community through consultation. More details of all the consultation are outlined in the Consultation Statement, accompanying the submission of the Neighbourhood Plan to Broadland District Council in Autumn 2018. Full results of all consultation events and notes are on the Neighbourhood Plan website. Below is a summary of each of the 5 stages.

#### **Consultation 1: Hoveton Summer fete**

*Sunday, 13<sup>th</sup> August 2017*

***St Mary's Church, Wroxham, Christmas fair***

*Saturday, 2<sup>nd</sup> December 2017*

To raise the profile of the Neighbourhood Plan and start gathering ideas to inform the vision.

Residents and visitors were asked what they love about Wroxham and what would make Wroxham an amazing place. The friendly community and the lovely area were what they loved most. And traffic and more village amenities came through as improvements. Full results can be found at: [www.wroxhamplan.wordpress.com/community-consultation](http://www.wroxhamplan.wordpress.com/community-consultation)



Figure 10 above: Hoveton Summer fete, August 2017.



## Consultation 2: Community workshop

10am-2pm on Saturday, 4<sup>th</sup> November 2017

To establish themes and ideas for objectives, and test the draft aims and draft vision for the Neighbourhood Plan. Also available online.

84 people attended the event, plus 6 online and 4 emails. From here a set of questions on the key themes were developed to explore the issues further.

The following issues were highlighted:

- Housing and the built environment – number of houses; infrastructure; retirement living/downsizing housing types; character/design of housing.
- Business and employment – retail; pub/restaurant/tearoom; village centre; employment.
- Transport and access – by-pass; crossing points; parking, traffic; roundabout; pavements; footpaths and cycle ways; speed; bridge; transport.
- Environment – trees; access to countryside and river; sewage/pollution; Conservation Area; phone mast; streetlights; flooding.
- Community and services – open space; facilities for young people/families; facilities for older people; recreation spaces; village centre; medical facilities; places of worship, education.

Full results can be found here: [www.wroxhamplan.wordpress.com/community-consultation](http://www.wroxhamplan.wordpress.com/community-consultation)



Figure 11 above: Community Workshop, November 2017.

### Consultation 3: Stakeholder input

*November 2017 – April 2018*

Meetings and correspondence with interested groups and stakeholders to establish detail for policy. The Steering Group met with or corresponded with the following: Landowners; Wroxham, Hoveton and Belaugh Twinning Association; Hoveton and Wroxham Medical Centre; Keys Hill House; St Mary's Parochial Church Council; Trafford Walk residents; Wroxham United Reformed Church; Women's Institute; Wroxham Social Club; St John's Primary School governors; Bure Valley Rotarians; 1<sup>st</sup> Wroxham Girl Guides, and a range of local businesses.

Notes of meetings can be found here:

[www.wroxhamplan.wordpress.com/community-consultation](http://www.wroxhamplan.wordpress.com/community-consultation)



Figure 12 above: 1<sup>st</sup> Wroxham Girl Guides group.

### Consultation 4: Policy ideas workshops

*10am-1pm on Saturday, 17<sup>th</sup> March 2018 and 5pm-8pm on Thursday, 22 March 2018. Also online survey with content of the workshop display material, and session with the 1<sup>st</sup> Wroxham Girl Guides.*

Purpose: to check emerging policy ideas. 103 respondents (60 at the two events, 21 online and 22 Girl Guides). Most ideas were agreed with, with additional comments that helped shape the policy writing further. Full results can be found here: [www.wroxhamplan.wordpress.com/community-consultation](http://www.wroxhamplan.wordpress.com/community-consultation)



Figure 13 above: Policy ideas workshop, March 2018.

**Consultation 5: Pre-submission consultation on the draft Neighbourhood Plan**  
 10am-1pm on Saturday, 21<sup>st</sup> July 2018

Purpose: to present the draft pre-submission Neighbourhood Plan and receive comments from residents, through an exhibition of the policies with consultation response forms. The draft Plan will also be available in community locations and online (with an online Consultation Response form) until 1<sup>st</sup> September 2018.



Figure 14 left: Publicity for pre-submission consultation.

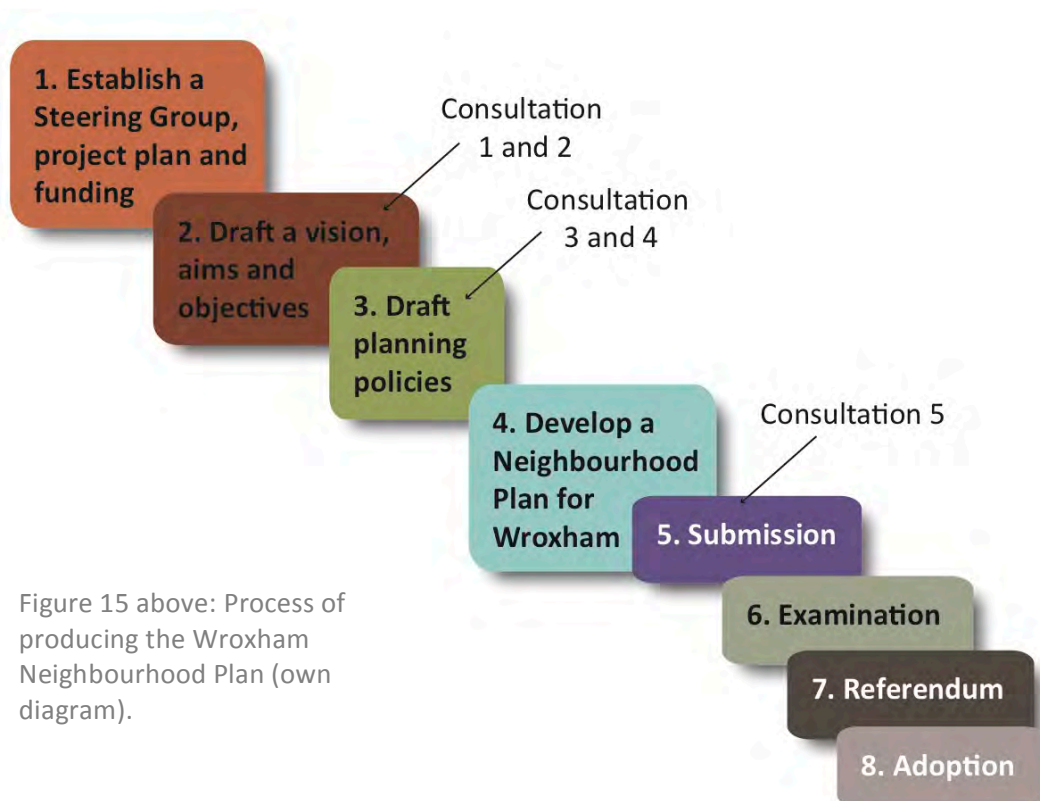


Figure 15 above: Process of producing the Wroxham Neighbourhood Plan (own diagram).



## Communication

Communicating with residents and businesses through the development of the Wroxham Neighbourhood Plan was particularly important at consultation stages, but also in between as planning and writing took place.

The website ***www.wroxhamplan.wordpress.com*** was used for: describing the Neighbourhood Plan; holding documents as they were produced; details of Steering Group members; terms of reference; a project plan; meeting dates and agendas; minutes; Parish Council update reports; all details and results of community consultation; contact details; and the latest news on progress.

The Bridge Magazine (monthly parish magazine delivered to every household in Wroxham, Hoveton and Belaugh) had frequent articles about the Neighbourhood Plan, and advertised consultation events.

The Facebook group 'Our Wroxham' ***www.facebook.com/ourwroxham*** was a useful communication channel for the Neighbourhood Plan, with 362 followers. Posters, updates and videos were posted. The Neighbourhood Plan group also had a Facebook group for communicating consultation events coming up. For all community consultation events there were posters around the village, a large banner outside the venue and a flyer through the door of every household (distributed through the Bridge Magazine). At the November 2017 event, a video about the village and the Neighbourhood Plan played on a loop and was put onto Facebook: <https://www.youtube.com/watch?v=gNXpl8DI58w&feature=youtu.be>.

An update for the Parish Council on Neighbourhood Plan progress was presented at most monthly meetings.



## 4. The Vision: 2039

The Neighbourhood Plan vision is an overarching statement describing what Wroxham should be like at the end of the Plan period, 2039.

The vision sets out what Wroxham residents wish their parish to be like in 20 years time. It was drafted in response to early consultation and then finalised through further liaison. The vision attempts to capture what is unique about Wroxham parish now, whilst looking ahead 20 years to what it could be.

The vision underpins the objective and policies of the Wroxham Neighbourhood Plan and is picked up throughout the Neighbourhood Plan.

### VISION

**Wroxham parish must remain a unique and beautiful waterside community. It will have a variety of good quality homes to meet strategic and local needs, improved community services, effective traffic management, and a range of businesses, developed in ways that are sensitive to its iconic location and the Conservation Area.**

From the vision flows the different objectives of the Neighbourhood Plan and from there the policies. The diagram below outlines this relationship.



Figure 16 above: structure of the Neighbourhood Plan (own diagram).



## 5. Objectives of the Plan

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The objectives of the Neighbourhood Plan are broad statements of intent, there to help deliver the vision and address key issues in Wroxham. The objectives were drafted from the second consultation session, a community workshop in November 2017.

<b>Housing and the Built Environment</b>	<b>Objective 1: To support a sustainable number and range of housing types for a vibrant and mixed community.</b>
<b>Housing and the Built Environment</b>	<b>Objective 2: To encourage sympathetic, well-designed development that complements the distinct character and history of Wroxham.</b>
<b>Business and Employment</b>	<b>Objective 3: To encourage and support appropriate new and existing businesses.</b>
<b>Community and Services</b>	<b>Objective 4: To encourage engagement and a sense of identity, recreating a recognised village heart, through improved community facilities and public spaces.</b>
<b>Transport and Access</b>	<b>Objective 5: To address the high volume of traffic in and through Wroxham.</b>
<b>Transport and Access</b>	<b>Objective 6: To ensure safer walking and cycling within the parish.</b>
<b>Environment and Landscape</b>	<b>Objective 7: To both protect existing and develop appropriate new access to the river and broads for recreation.</b>
<b>Environment and Landscape</b>	<b>Objective 8: To safeguard and improve the natural environment, wildlife corridors and the unique bio-diversity of the Broad.</b>



## 6. Policies and Projects

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### Policies

The vision and objectives have provided the framework to develop the policies in the Neighbourhood Plan. Each policy relates back to a particular objective under the following five broad themes: Housing and the Built Environment; Business and Employment; Community and Services; Transport and Access; Environment and Landscape.

The Neighbourhood Plan is first and foremost a land-use document for planning purposes. All policies in the Plan have been derived from a series of consultation events, stakeholder engagement and desk research, which provide the justification and evidence base for their writing.

The Neighbourhood Plan policies follow the government's guidance, they exist to:

- Set out requirements in advance for new development in the area.
- Inform and guide decisions on planning applications.
- Ensure that the multitude of individual decisions add up to something coherent for the area as a whole<sup>7</sup>.

To aid interpretation for decision makers and planning applicants, each policy is accompanied by supporting text, which includes context for the theme, the views of residents, guidelines and reference to strategic plans. This set out before each of the policies.

### Projects

As expected, during consultation events, the local community identified a number of projects that fall outside the remit of the planning system. These appear in the white boxes below the policies and will be taken forward outside the Neighbourhood Plan process. These are included only for topics where relevant and are not an exhaustive list. Over the lifetime of the Neighbourhood Plan, Wroxham Parish Council will also develop a range of projects as a result of development. See Chapter 7 for more details on implementation of the Plan.

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<sup>7</sup> Tony Burton, Writing Planning Policies, Locality.



## 6.1 Housing and the Built Environment

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It is the desire of Wroxham residents that all development is well designed, appropriately located and brings benefit to the existing community. The unique and beautiful nature of Wroxham must remain as the parish develops in the future.

Wroxham is identified as a Key Service Centre within the Joint Core Strategy (Policy 14), which states that Wroxham should accommodate approximately 100 to 200 dwellings by 2026. As Wroxham has few services, there is likely be a greater pressure on services in neighbouring Hoveton. This needs to be considered by North Norfolk District Council in their planning of Hoveton. Improvements to community services and effective traffic management are needed.

Housing and other development will be expected to contribute towards improving local services and infrastructure (such as transport, education; library provision, fire hydrant provision, open space etc.) through either the payment of a Community Infrastructure Levy (CIL); planning obligations (via an s106 agreement / s278 agreement); or use of a planning condition/s'.

The Census 2011 data showed that there were 653 households in Wroxham, of which 79.5 per cent of households are owned, 10.9 per cent are social rented and 8.4 per cent are private rented. The remaining residents are living rent-free or have shared ownership<sup>8</sup>. A further 100 to 200 dwellings, would mean another 230 to 460 residents (based on average Norfolk household size of 2.3 persons<sup>9</sup>).

Future population projections for Broadland district and North Norfolk district as outlined in the Central Norfolk Strategic Housing Market Assessment, show an aging population into the future.

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<sup>8</sup> Census 2011.

<sup>9</sup> Norfolk Insight, [www.norfolkinsight.org.uk/housing-households](http://www.norfolkinsight.org.uk/housing-households).

**Objective 1: To support a sustainable number and range of housing types for a vibrant and mixed community.**

Policy 14 of the Joint Core Strategy (JCS) requires the provision of 100-200 dwellings in Wroxham in the period 2008-2026. 100 dwellings have been completed in the Wherry Gardens development between Salhouse Road and Norwich Road. Although this only meets the minimum requirement, Broadland District Council considers that, in view of the specific circumstances of Wroxham and traffic issues in particular, there is no strategic requirement for any further allocations under the Joint Core Strategy. The period for the Neighbourhood Plan extends to 2039, 13 years beyond the timescale for the JCS and 3 years beyond the timescale for the emerging GNLP, which will replace the JCS. This Plan is still at an early stage, and it is unclear whether it will identify a need for any additional allocations for housing. If such a need is identified, new allocations will be made by the GNLP and it has been agreed with BDC that there is no requirement for the Wroxham Neighbourhood Plan to identify additional land for housing. However further windfall development in accordance with the policies of the JCS, DMDPD and this Plan will be accommodated.

The type, size and location of development are important in contributing to Wroxham remaining 'a unique and beautiful waterside community' (Neighbourhood Plan vision). Given its predominant character (see Appendix C) and settlement size, residents identified a preference for infill development, rather than a large urban extension. This is in part about retaining the character of Wroxham, but also not overloading the current infrastructure – roads, community amenities and a lack of health facilities and schools within the parish. In the context of this policy 'small scale' should reflect the scale of growth of the village in recent decades. Since records were available from 1974, this has been circa 5 new houses per annum average rate of annual development. Wherry Gardens is considered a large development for the size of Wroxham and has developed at a rate far greater than that seen in recent decades.

Wroxham is also considered primarily a residential village, and not a tourist destination (often confused with Hoveton across the river which is a honeypot<sup>10</sup> for Broads tourism), although Wroxham Broad attracts day-trippers on the water. Consultation showed that local people want to keep it that way, and so the building of residential dwellings rather than holiday dwellings is preferable.

A large portion of the Wroxham Parish is in an area at risk of flooding, with flood zones 1, 2 and 3 the respective low/medium/high zones, located within the parish boundary. All development should therefore refer to the Environment Agency's Flood Risk Standing Advice on reviewing flood risk assessments in Flood Zones 2 and 3. According to the National Planning Policy Framework (NPPF) and its accompanying Planning Practice Guidance (PPG) inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest

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<sup>10</sup> 'A honeypot is a location attracting a large number of tourists who, due to their numbers, place pressure on the environment and local people' (Source: Wikipedia).

risk, but where development is necessary, making it safe without increasing flood risk elsewhere. If new development is located within an area at risk of flooding a site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and where possible, will reduce flood risk overall. All future development proposals submitted within the Fluvial Flood Zones of the River Bure (which includes Flood Zones 2 and 3, as defined by the Environment Agency), or elsewhere involving sites of 1ha or more, must be accompanied by a Flood Risk Assessment (FRA).

**POLICY**

**HBE1: Type, size and location of development**

New housing development within Wroxham will be:

- a. Within the Conservation Area, small-scale<sup>11</sup> infill development, or
- b. Outside of the Conservation Area, of a scale that is appropriate to the location within the village, its rural and waterside setting, and current infrastructure.

Larger scale development within the Conservation Area may be permitted where it clearly demonstrates that it is not harmful to the character and appearance of the Conservation Area.

The Wroxham Neighbourhood Plan supports the development of a vibrant and mixed community. The average age of Wroxham residents is relatively high and it is an attractive location for retirees. The mean age of residents of Wroxham is 52 years old, compared with a mean age of 43.9 for Broadland and 42.7 for Norfolk<sup>12</sup>. It is more similar to North Norfolk in its demographic make up, with a mean age of 47.5 years<sup>13</sup>. The estimates for mid-2015 show that the population of Wroxham is older than Norfolk as a whole, with 28 per cent of the population aged 65 and over compared with 24 per cent in Norfolk.

Ensuring that the supply of appropriate housing meets the needs of the local community is therefore important that older people are catered for. A comment that came through consultation said ‘I would LOVE to downsize from my large family house to a bungalow in Wroxham’.

Whilst there are a considerable number of family houses in Wroxham, there isn’t a significant supply of housing for older people to move into. If the community is going to remain mixed, vibrant and attractive to families, then it is important to have the housing stock for older people to move into locally. Gavin Barwell (the then Housing Minister) stated in 2017 that ‘if we can make it easier for elderly people to move into that kind of accommodation, it releases family homes that we’re

<sup>11</sup> For Wroxham, small scale is considered 10 dwellings or less.

<sup>12</sup> Rural Services Online, Census 2011.

<sup>13</sup> <http://rsnonline.org.uk/neighbourhood-planning-in-north-norfolk>.



desperate for'<sup>14</sup>. Local people have commented that they would like bungalows, but it is recognised that to maximize the land value within the village, denser retirement living properties may be needed as well as some bungalows. Any figure guiding the level of provision would need to be applied with some flexibility to reflect the location and characteristics of the site. The proportion of dwellings would need to be determined having regard to such factors as access to services, the nature of the site and the proposals as a whole.

The Steering Group have identified a number of 'retirement living' properties within Broadland district which could be replicated in Wroxham. These include Wherry Court in Thorpe St Andrews and The Limes in Acle.



Figure 17 above: Wherry Court, Thorpe St Andrew.



Figure 18 above: The Limes, Acle.

Policy HBE2 outlines the types of housing for older people that could be delivered within Wroxham, which have been particularly asked for by local residents.

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<sup>14</sup> [www.theguardian.com/society/2017/feb/05/government-to-help-older-people-downsize-to-free-up-family-homes](http://www.theguardian.com/society/2017/feb/05/government-to-help-older-people-downsize-to-free-up-family-homes).



The document 'Retirement Living Explained: a guide for design and planning professionals' includes twelve design characteristics that are desirable for retirement living complexes. These are outlined in Appendix B.

**POLICY**

**HBE2: Housing for older people**

New housing developments designed to meet the needs of older people will be supported and developments of 5 or more dwellings will be required to include some housing to meet the needs of the elderly, unless it can be demonstrated to be unviable or impractical having regard to the location and characteristics of the site. The proportion of such housing will be flexible having regard to location and design considerations. This could include:

- a. A retirement living complex.
- b. Supported housing (including sheltered accommodation).
- c. Bungalows.
- d. Life-time homes, adaptable to the changing needs of its occupants.
- e. Smaller retirement properties designed for downsizing. Extensions to such homes requiring planning permission will not be supported, to maintain their intended purpose as retirement properties.

**Objective 2: To encourage sympathetic, well designed development that complements the distinct character and history of Wroxham.**

Wroxham is a unique and beautiful village with a distinct character. There are some exceptionally well-designed dwellings, which contribute to an overall attractive built form. In the past holiday dwellings have not been built to the high standards of residential properties. In order to remain an attractive village, any holiday dwellings should be similar in quality to residential builds.

Whilst the Neighbourhood Plan does not set out where development should take place in the form of allocating sites, HBE3 attempts to preserve and enhance the current built form of Wroxham, paying particular regard to character, linking to the rural aspect, waterside community and prevailing design. This is critical in achieving the vision for Wroxham presented within this Plan. The policy pays particular regard to the consultation results, and demonstrates some overlap with 'policy PUBDM42: Design' in the emerging Local Plan for the Broads.

Norfolk Fire and Rescue Service advocates the installation of sprinklers in all new developments. Sprinklers have a proven track record to protect property and lives. It would therefore be helpful if the emerging Neighbourhood Plan could refer to the installation of Sprinklers in new development.

**HBE3: High quality design**

All new development (including all holiday dwellings) within the parish must demonstrate high quality design, reinforcing local distinctiveness and not adversely impacting on the rural character and appearance. Design that fails to have regard to local context and does not preserve or enhance the character and quality of Wroxham will not be acceptable.

All new development should:

- a. Respect the scale and character of existing and surrounding buildings, reinforcing local development patterns, form, scale, massing and character of adjacent properties (see Appendix C Character Appraisal). Dwellings should predominantly be no higher than two storeys.
- b. Have high regard for the Conservation Area and the setting of listed buildings in the parish (see HNE4).
- c. Be of a density that is consistent and compatible with the existing prevailing density in the immediate area.
- d. Respect established building set backs and arrangements of front gardens, walls, railings or hedges.
- e. Have substantial tree planting, native to the area, where appropriate.
- f. Use materials that maintain a village character rather than an urban extension, whilst providing richness and variety.
- g. Integrate new residential developments into the established settlement.
- h. Not allow subdivision of garden plots where safe access is compromised.
- i. Incorporate discrete household and business waste storage.
- j. Provide adequate surface and foul water drainage, adopting the principles of sustainable urban drainage where appropriate. Where possible, accessible water features should be incorporated to reflect the waterside community.
- k. Include innovative technologies and embrace sustainable, low carbon construction.
- l. Ensure that new residential developments provide a safe environment, taking account of best practice in designing out crime.
- m. Demonstrate how it will contribute to the achievement of fast broadband and telecommunication in the area.

Where a Design and Access Statement is required proposals must demonstrate how the proposed development is in keeping with Wroxham's character, as defined in the Character Appraisal (Appendix C).

The Wroxham Conservation Area covers most of the village settlement of Wroxham (see figure 5). A Conservation Area is defined as 'an area of special architectural or

historic interest, the character of which is desirable to preserve or enhance'<sup>15</sup>. The problems and pressures identified in the character statement for Wroxham include the pressure for new residential development, pressure to build new dwellings in gardens between the Avenue and the River Bure and along the riverside, leading to harm the special character of the area. Similarly, demolition and redevelopment at higher densities in Charles Close and The Avenue would damage the pleasant landscape-dominated environment of the area. Pressure for extensions that change the architectural character of the dwellings and a lack of off road parking that has led to the loss of front gardens is also a concern. All development should be sensitive to its iconic location, the Conservation Area and the area adjacent to it (referenced by local residents).

There is one Grade I listed building in Wroxham, which is the Church of St Mary's. There are nine Grade II listed buildings in Wroxham. These are a barn approximately 20 metres North of Broad House, Broad House, Church Cottage, Crow Steps, Rivercroft Cottage, The Grange, The Manor House and the Trafford Mausoleum and St Mary's Churchyard.<sup>16</sup> These form an important part of the historic fabric of the parish. There are no buildings on the Historic England 'Buildings at Risk' register in Wroxham.

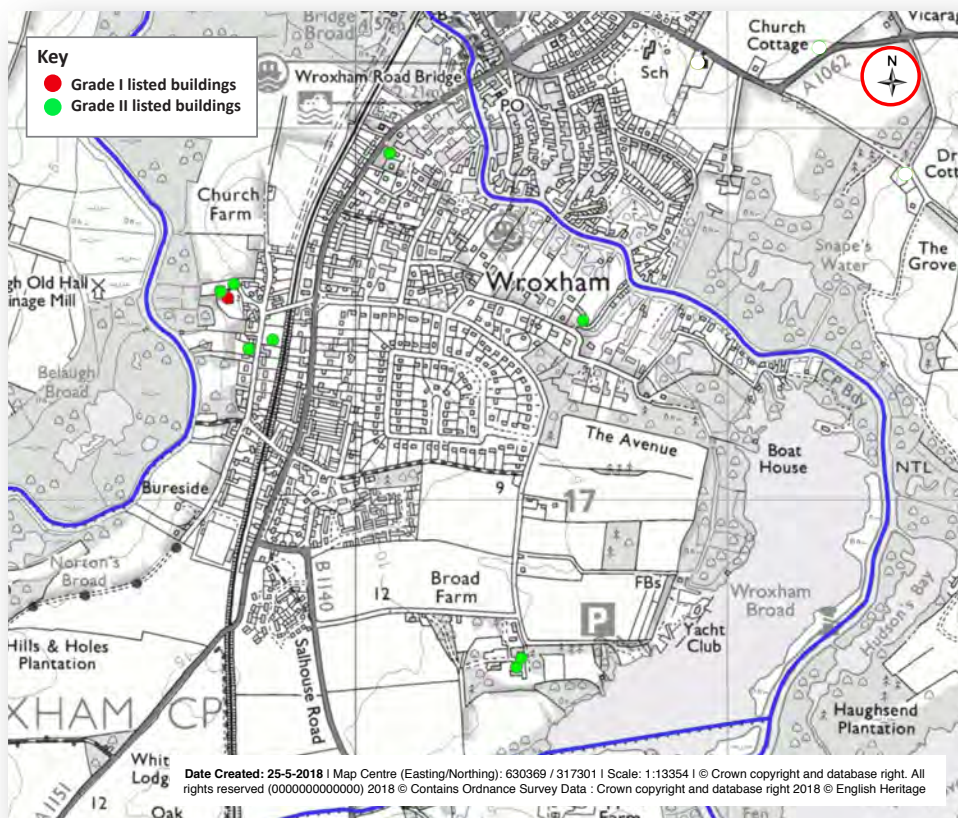


Figure 19 left: Listed buildings in Wroxham (Source: Parish Online), with own annotations. Blue line denotes parish boundary.

<sup>15</sup> Wroxham Conservation Area – Character Statement, Broadland District Council (Adopted by Broadland District Council 20<sup>th</sup> July 2010, adopted by Broads Authority 13<sup>th</sup> August 2010).

<sup>16</sup> [www.historicengland.org.uk/listing/the-list](http://www.historicengland.org.uk/listing/the-list). Data extracted 09.02.2018 from the National Heritage List.



**HBE4: Conservation Area and Listed Buildings**

New development in or adjacent to the Wroxham Conservation Area and Listed Buildings should take account of the historic fabric of the parish and should preserve or enhance the character or appearance of the area (see Appendix C). A statement that outlines how the development will contribute to the character of the parish, taking account of the Wroxham Conservation Area Character Statement, should accompany the application.

Strategic gaps help protect the identity and character of separate settlements, giving a sense of leaving one place and arriving at another. In order to retain this, it is necessary to protect these gaps from development, which could undermine their openness or lead to the coalescence of settlements, particularly where substantial growth is envisaged in nearby Rackheath (part of the 'Growth Triangle' identified in the Joint Core Strategy). One resident at the November 2017 consultation event said 'If we join with Rackheath, Wroxham will become a village from the past'. The map below shows the relative closeness to neighbouring parishes. The size of the gap is not specified in HBE5, however, it should be such that the village settlements remain distinct physically, visually, and preserve wildlife corridors. This does not prevent development, it requires developers to be sensitive to the location.

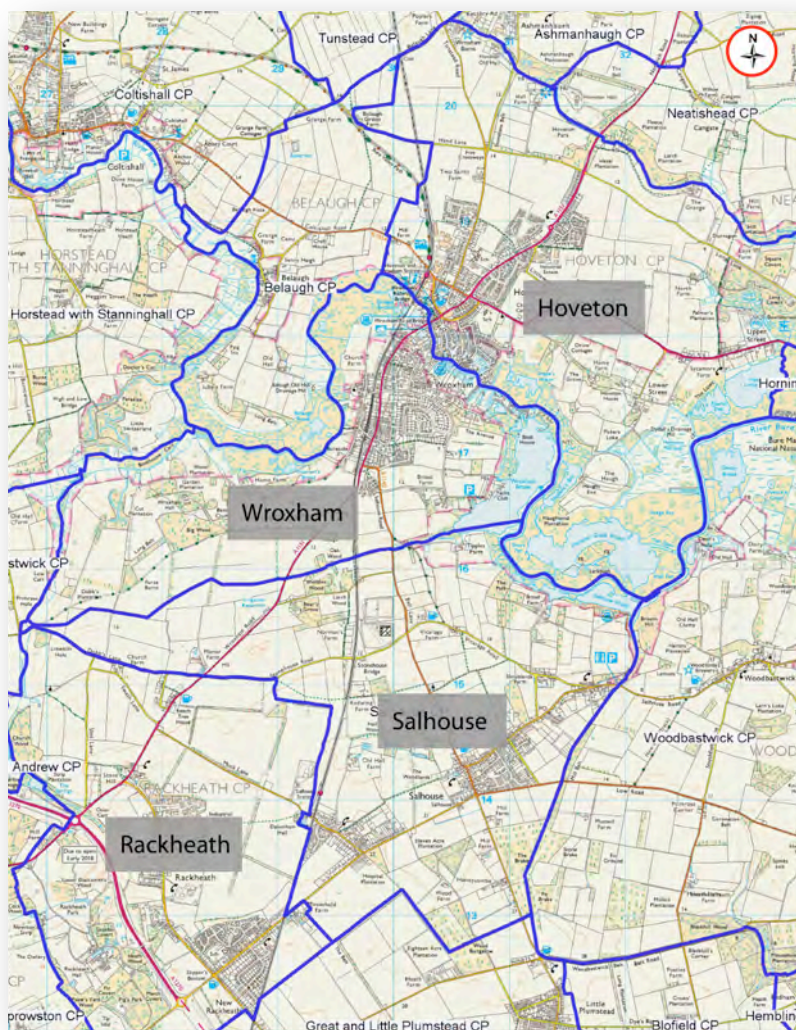


Figure 20 left:  
Neighbouring settlements likely to take significant housing growth (Source: Parish Online), with own annotations. Blue line denotes parish boundary.

**POLICY**

**HBE5: Gaps between settlements**

Wroxham parish is to be protected as a separate settlement by maintaining a green gap to the west, east and south. No development should undermine the physical and visual separation between Wroxham and the settlements of Salhouse and Rackheath.

**Community action projects**

- To actively work with landowners and developers to encourage homes for older people.
- Public realm improvements to the village.
- To work with other neighbouring parishes to ensure gaps between settlements remain in accordance with HBE5.

Figure 21 below: outside St Mary's Church, Wroxham.







## 6.2 Business and Employment

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Of the Wroxham population aged 16 to 74 years old, 60 per cent are economically active, 27.4 per cent are in full-time employment, 14.1 per cent are in part-time employment, 13 per cent are self-employed, 3 per cent are unemployed and 2.5 per cent are students. Wroxham has a lower proportion of the population who are economically active, 60 per cent, compared to Broadland 71.1 per cent and Norfolk 68.1 per cent.

Of the 40 per cent of the population of Wroxham who are economically inactive, 28.2 per cent are retired compared to 18.6 per cent for Broadland and 17.9 per cent for Norfolk, 3.7 per cent are looking after their home and/or family and 3.5 per cent are disabled or have long term sickness.<sup>17</sup>

Wroxham has a higher percentage of the population in managerial jobs, 16.9 per cent compared to Broadland 11.2 per cent and Norfolk 10.4 per cent. Wroxham has a lower proportion of the population in caring, leisure and other service occupations and process plant and machine operatives than the proportion for Broadland and Norfolk.

The parish has a range of businesses, including a florist, a veterinary surgery, bed and breakfasts, boatyards, boat tour operators and car parks for visitors to the Broads, a service station and shop, a barber, Riverside Glass and Art, a launderette, the Canoe Man and the Bridge Restaurant (this list is not exhaustive). The majority of shops, services and businesses that serve Wroxham residents are in Hoveton. There are also many businesses that are run from homes within the parish.

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<sup>17</sup> Census 2011.

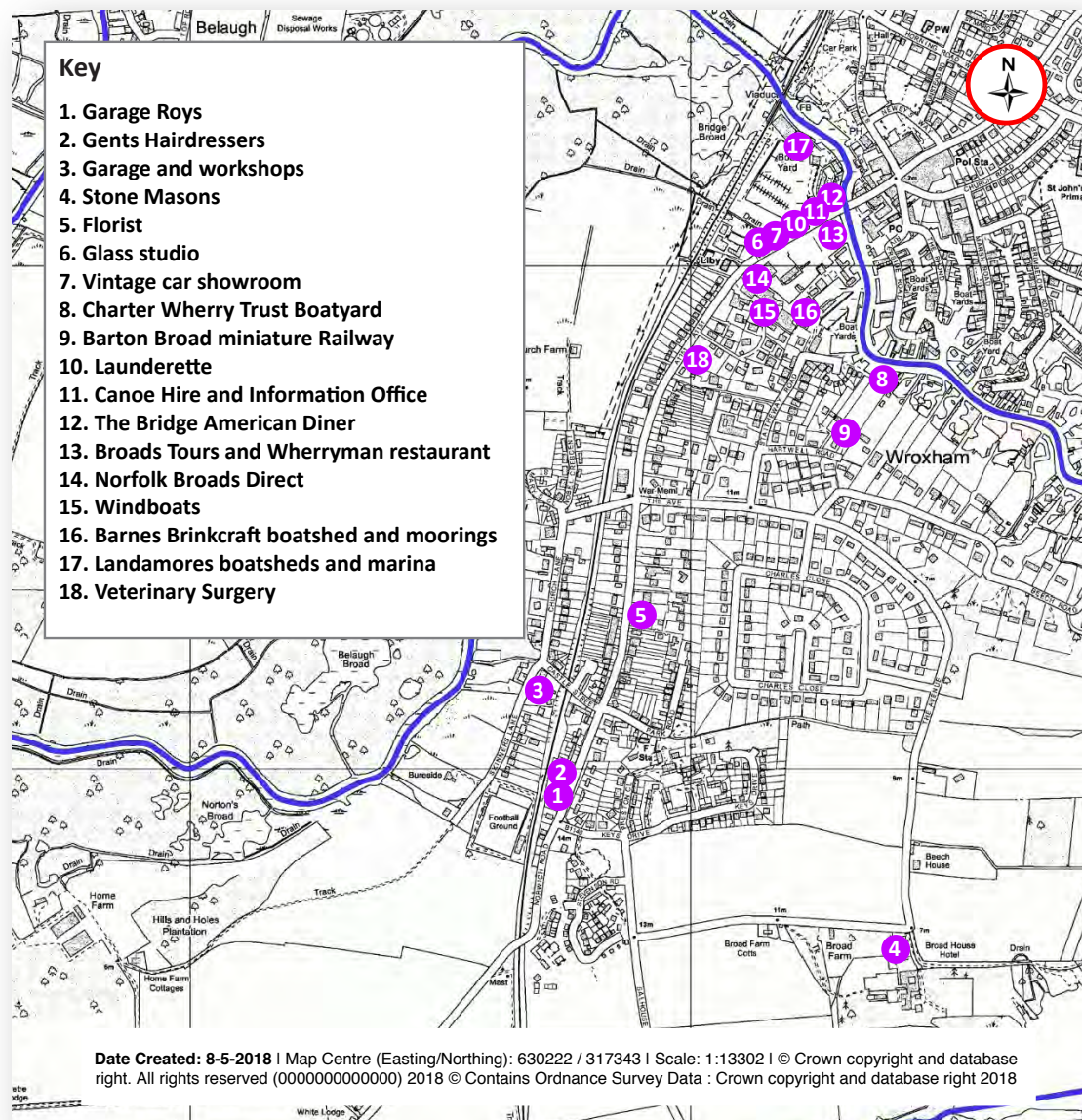


Figure 22 above: Wroxham businesses premises open to the public (Source: Parish Online), with own annotations. Blue line denotes parish boundary. Please note, this is not an exhaustive list.

### Objective 3: To encourage and support appropriate new and existing businesses.

The hire boat industry started in the 1870s in the area around Wroxham Bridge and the village. Together with Hoveton it soon became known as the 'Capital of the Broads'. Visitors tend not to distinguish between Wroxham and Hoveton, but residents do.

In Walter Jerrold's book 'Norwich and the Broads' (published in 1910) he states that 'Wroxham Broad itself is not the bit of water by the bridge, but a far larger woodland-bordered stretch lying about a mile off downstream... it is one of the most

popular pieces of water, owing no doubt to its nearness to the railway and easiness of access from Norwich'. Now Broads tourism is vital for economic development in Norfolk. More than seven million visitors a year support thousands of jobs and contribute around £550 million annually to the local economy.<sup>18</sup>

Consultation showed strongly that local residents perceive Wroxham to be distinct from Hoveton, in terms of its character and retail offer. One resident stated 'We don't want to be a mirror image of Hoveton, we wish to have something different'. There was overwhelming support that this should continue to be the case. Wroxham should not compete with Hoveton for tourist-focused retail opportunities. In particular, the introduction of takeaways to Wroxham is strongly resisted by local residents, which could make Wroxham less attractive for local residents and create direct competition with Hoveton. At the time of writing, across the bridge in Hoveton there is a high density of takeaway establishments, currently at least ten.

Small retail outlets are encouraged, such as those that sell convenience goods.

<b>POLICY</b>	<p><b>BUS1: Retail</b></p> <p>New small retail outlets are encouraged in Wroxham, particularly where they serve the local resident community and respect the character of the local area.</p> <p>In order to preserve the distinctive character of Wroxham, proposals for hot food and takeaway establishments (A5) are not supported, unless it can be demonstrated that the proposal will not have a significant harmful effect on the character of Wroxham.</p>
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As part of a longer-term strategy of local economic development, Wroxham needs a broader range of new businesses to come and establish themselves in the parish. The development of new employment opportunities in Wroxham, that are not seasonal or dependent on tourism are encouraged. Members of Wroxham Parish Council and Hoveton Parish Council are of the same view, that new high-tech and green businesses could be the new emerging industry that takes the economy of the Broads into the future.

In keeping with the character of Wroxham, policy BUS2 outlines a number of new business premises that could encourage new employment opportunities in Wroxham and have overwhelming community support, evidenced through community consultation. The Local Plan for the Broads identifies live/work units as a unique offer of the Broads. 'They offer business space, residential accommodation and off-street parking, and have moorings associated with them. Each unit is relatively small and provides an opportunity for small-scale and new businesses to become established, with reduced overheads as the operators can live onsite.'<sup>19</sup> In contrast

<sup>18</sup> Broads Plan 2017.

<sup>19</sup> Emerging Local Plan for the Broads, pre-submission consultation version, January 2018.



holiday dwellings are not supported due to their visitor impact, seasonal employment and change of townscape character of Wroxham village.

<b>POLICY</b>	<p><b>BUS2: New businesses</b></p> <p>Proposals for new business development, as listed below, that diversify employment opportunities in Wroxham will be supported:</p> <ul style="list-style-type: none"><li>a. Start up/incubator units.</li><li>b. Office facilities.</li><li>c. Training facilities.</li><li>d. Live/work units.</li><li>e. Marine businesses.</li><li>f. Light industry/new technologies.</li></ul> <p>All new businesses need to demonstrate how their size and design respects the immediate surrounding in which they are located (HBE1), are appropriate to the character of Wroxham.</p>
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The rise in popularity of self-catering holiday dwellings has the potential to have a significant impact on the available housing stock of Wroxham. Whilst it is recognised this is an important part of the economic viability of the Norfolk and Suffolk Broads, Wroxham residents have a preference for housing designed to accommodate permanent residents (see HBE1). In particular, the character of development is critical to Wroxham remaining beautiful waterside community. A consultation comment summed up a number of others, 'We must not allow Wroxham to become a Blackpool on the Bure'.

Wroxham residents are not adverse to some small-scale tourism development, but with conditions outlined in policy BUS2. Wroxham should not become a honeypot destination to the detriment of local residents. Holiday dwellings should not be at the expense of traditional marine industries, new high tech businesses or on a scale that would be detrimental to the resident population.

**BUS3: Sustainable tourism**

Small scale tourism developments, including holiday dwellings, will be supported where they:

- a. Do not have an adverse effect on the character of the surrounding area.
- b. Do not have an adverse impact on the landscape or biodiversity.
- c. Respond positively to any opportunity to improve public access and amenity value for residents.
- d. Are of high quality design (see HBE3).
- e. Do not have an adverse impact on the quality of life of adjacent residents.
- f. Are located within easy access of public transport provision and/or provide sufficient car and cycle parking on site, unless there is adequate public parking within easy walking distance.

**Community action projects**

- Work in partnership with the owners of waterside businesses to encourage sustainable tourism that will benefit Wroxham parish, for example, Bridge Broad redevelopment.

Figure 23 below: riverside businesses in Wroxham.





## 6.2 Community and Services

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Wroxham is a small community of people who love living where they do, but feel that the village lacks a physical heart or focus. Its identity is wrapped up with access to the Broads and river. As identified in the Business and Employment chapter, Wroxham is very dependent on Hoveton for services. Community facilities such as schools, medical centre, Post Office, police station, train station, dentist, professional services and banks, supermarkets and the large Roys department store are located in Hoveton.

The Parish Plan, undertaken in 2011, identified the loss of meeting places for local residents as part of the reason why Wroxham has lost some of its identity, in particular citing the lack of a local pub, shops, a Post Office and a school. The Parish Plan consultation suggested more needed to be done for the visual presentation of Wroxham, including flowers and tree planting, and upgrading the Church Hall.

**Objective 4: To encourage engagement and a sense of identity, recreating a recognised village heart, through improved community facilities and public spaces.**

Wroxham has been described as a 'gateway to the Broads'. Non-residents see Wroxham as a through road to Hoveton and the North Norfolk coast. In recent years the Parish Council has improved the public realm<sup>20</sup> of the village through simple projects such as spring bulb planting. However, there is more that can be done to say 'welcome to Wroxham' as people approach the village and drive through it.

There are three vehicle access points into the village, from the southern end of the parish on the Norwich Road (A1151) and the Salhouse Road (B1140), and from the bridge coming from Hoveton. There is significant development potential at each of these approaches, with an opportunity to create an attractive and welcoming public realm, that is in keeping with the character of Wroxham as a whole. The aesthetic aspects of that welcome, should also be accompanied with safe crossing points for

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<sup>20</sup> 'The part of the village... (whether publically or privately owned) that are available, without charge, for everyone to see, use and enjoy, including streets, squares and parks' (The Dictionary of Urbanism, 2005).



pedestrians and cyclists, an issue that has arisen through community consultation, particularly talking to older residents.

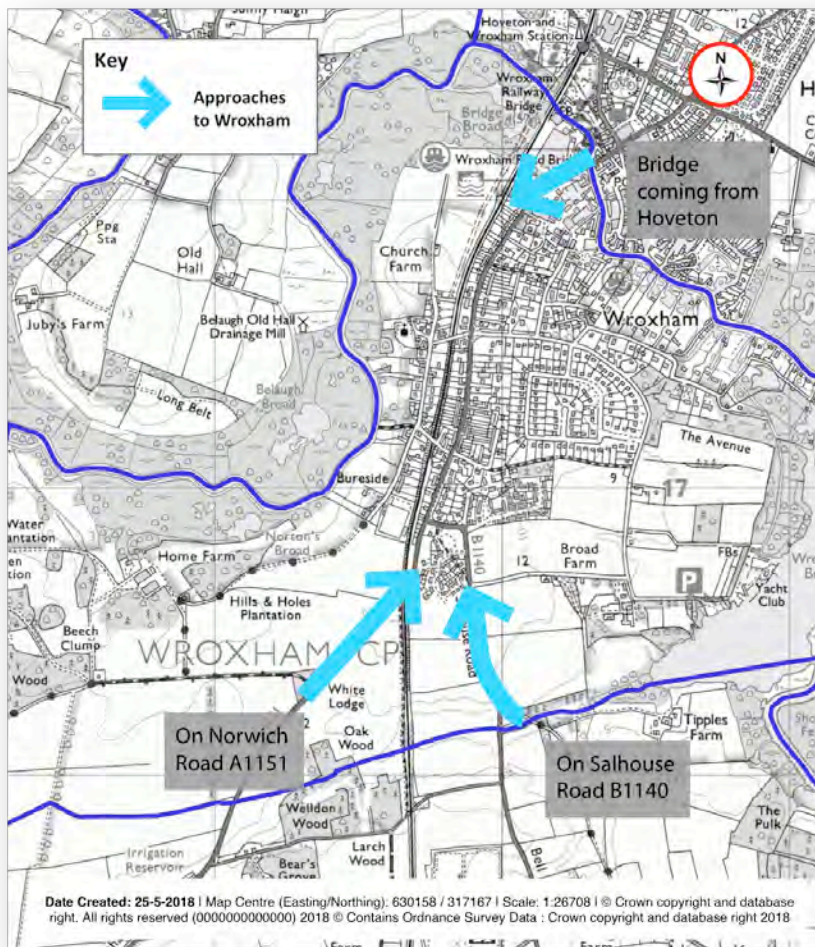


Figure 24 left: Identified approaches to Wroxham (Source: Parish Online), with own annotations. Blue line denotes parish boundary.

## POLICY

### COM1: Approaches to Wroxham

New development located at the village entrances (southern end of parish on Norwich Road and Salhouse Road, and from the bridge coming from Hoveton), should enhance the visual approach or gateway to Wroxham village, for example through the provision of, where appropriate:

- Soft landscaping.
- Signage.
- Speed reduction measures.
- Tree, shrub and flower planting (native species where possible).
- Hedgerows.
- Buildings in character with the village.

All public realm proposals must enhance the overall appearance, safety and functionality of the area. Approaches should maintain visual connections with the countryside, for example through views and vistas (see ENV4).

It has been argued that Wroxham lacks a physical heart to the community and would benefit from an amenity that gives a further sense of identity and belonging. This could further differentiate Wroxham settlement from Hoveton and enable residents to feel more engaged with their village.

There is no school or preschool provision in Wroxham. Local children are in the catchment area for St. John's Community Primary School and Nursery in Hoveton. Most secondary school aged children go to Broadland High School, also in Hoveton. As Rackheath and Salhouse grow substantially in terms of service provision with planned housing growth, the pattern of where Wroxham children go to school may change.

The enabling of a preschool provision through an appropriate community facility was considered of particular importance. One resident commented, 'If we want families in the village we must have preschool provision'.

Wroxham is served by a number of small community amenities and community buildings that play an important role in village life, enabling a range of activities to take place. These are marked on figure 25 below. However, there remains potential for redevelopment, refurbishment or extension of a number of community buildings, which have seen better days or are not big enough to hold large events (more than 100 people). Policy COM2 outlines those that have particular potential, but is not an exhaustive list. Developer contributions will be sought towards the funding and/or buildings of community amenities; whichever is most appropriate for the given site.

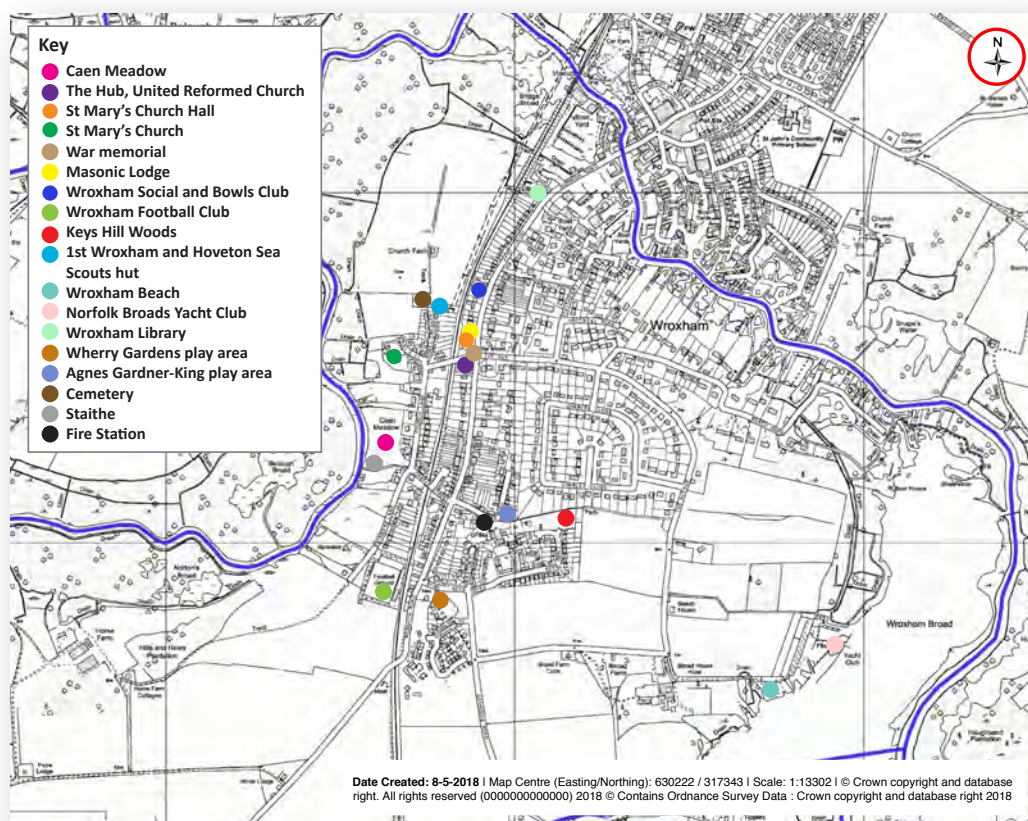


Figure 25 left: Community Amenities in Wroxham (Source: Parish Online), with own annotations. Blue line denotes parish boundary.

**COM2: Community amenities**

The improvement of existing community amenities will also be supported, particularly where they could provide a space for leisure activities and preschool provision.

Potential sites for redevelopment, refurbishment or extension (as shown on figure 24), include the following: St Mary's Church Hall; Wroxham Social and Bowls Club; Wroxham Sea Scout Hut; Wroxham Library; and Wroxham Fire Station.

Proposals that would result in any loss of community amenities will not be supported unless:

- It can be demonstrated that the amenities are no longer needed or viable under the existing ownership;
- It can be demonstrated that suitable alternative provision exists; or
- Suitable alternative provision will be delivered by new development.

Within the 2011 Parish Plan, the 'lack of a village green or a large open space for recreation' were both given as reasons for some lack of community cohesion within the village.

The emerging Local Plan for the Broads identifies that 'the provision of public open space, sports fields, play space and allotments is essential in promoting active living and providing physical, mental and social health and wellbeing benefits for the community'.<sup>21</sup> Part of enabling a heart to Wroxham is meeting the desire for more public open space. Caen Meadow (marked on figure 25) is a well loved and used space within the parish of Wroxham. Local residents would welcome another space of similar quality, whether that be for dog walking, kicking a ball about on, or for holding village events on. Caen Meadow has a significant slope leading down to the river and excludes many older residents and visitors in the village from safe access. An additional site with less of a gradient would be desirable. At the time of writing no sites had been secured. COM3 could tie in with ENV1.

<sup>21</sup> Emerging Local Plan for the Broads, pre-submission consultation version, November 2017.



**COM3: New public open space**

The creation of new public open spaces, particularly with riverside and/or Broad access, or in association with new housing development, will be supported where clear arrangements for their ongoing maintenance are in place.

Schemes of all sizes should be designed to work with the natural environment, benefit local residents, contribute to a network of green spaces and improve the biodiversity of the parish as a whole.

**Community action projects**

- Work with existing community buildings to recognise their potential.
- Investigate the potential for further public open space, to be owned/leased by the Parish Council.
- Secure an additional riverside recreation area, which can be easily accessed by all.

Figure 26 below: Wroxham Library.





## 6.3 Transport and Access

15.6 per cent of households in Wroxham have no access to a car or van, which is greater than the 11.4 per cent of households in Broadland without access to a car or van. 39.2 per cent of Wroxham households have access to one van or car compared to 44.4 per cent for Broadland. Car or van ownership levels for two cars/van or more are similar to the ownership levels for Broadland and Norfolk.<sup>22</sup> Consultation with some residents who do not have their own transport, appreciate the ability to walk to services and shops.

Data from the 2011 Census shows that of the population of Wroxham in employment, 69.2 per cent of people from Wroxham travel to work driving the car, 4.49 per cent as a passenger in a car, 9.17 per cent work from home, 5.21 per cent travel to work by bus, 1.25 per cent travel to work by train, 1.25 per cent travel to work by bike, 6.83 per cent walk to work. The remaining 2.6 per cent of people travel to work by other methods including taxi and motorbike. 31 per cent of people from Wroxham parish travel between 10km and 20km to work. 15 per cent travel 5km to 10km to work and 13 per cent travel less than 2km to work.

For a rural area in Norfolk, Wroxham is relatively well served by public transport. Hoveton and Wroxham train station is in Hoveton, which runs a line from Norwich to Sheringham. At the time of writing there are three day time bus services that come through the village.

A community car scheme operates in Wroxham, Hoveton and Belaugh. Volunteer drivers are matched with people needing lifts to medical appointments.

### **Objective 5: To address the high volume of traffic in and through Wroxham.**

Consultation has shown that traffic volume and congestion is the single biggest issue of concern for Wroxham residents. Being a gateway to the Broads and a through

<sup>22</sup> Census 2011.



road to Hoveton and North Norfolk, means that summer months in particular are very congested through the village on the Norwich Road (A1151). Residents can spend a long time getting out of side roads within the village all through the year. There is concern about the speed at which emergency vehicles can pass through the village.

The solution put forward by many local residents through consultation, is a relief road for the village, i.e. a road that takes traffic over the River Bure, but by-passes Wroxham, leaving it to be a residential area, not a through place. Whilst a relief road is beyond the scope and potentially the geographical area of the Neighbourhood Plan, measures to reduce traffic volume and congestion will be encouraged. In principle a relief road is supported locally.

With congestion come problems of poor air quality. Poor air quality in Hoveton, particularly in the vicinity of Wroxham Bridge, has been an issue of concern to North Norfolk District Council for some time and has been the subject of monitoring. Air quality is perceived to be worse in Wroxham due to the queuing traffic on the Norwich Road, often stretching back as much as several miles in the summer months. Given the Joint Core Strategy and the North Norfolk Core Strategy propose further housing development in the area, there is a potential for an increase in traffic along the Norwich Road (A1151). This is likely therefore to increase levels of Nitrogen Dioxide. Local residents have complained of traffic congestion and air pollution issues all the way along the Norwich Road and through the centre of Wroxham village (as shown on figure 27 below).

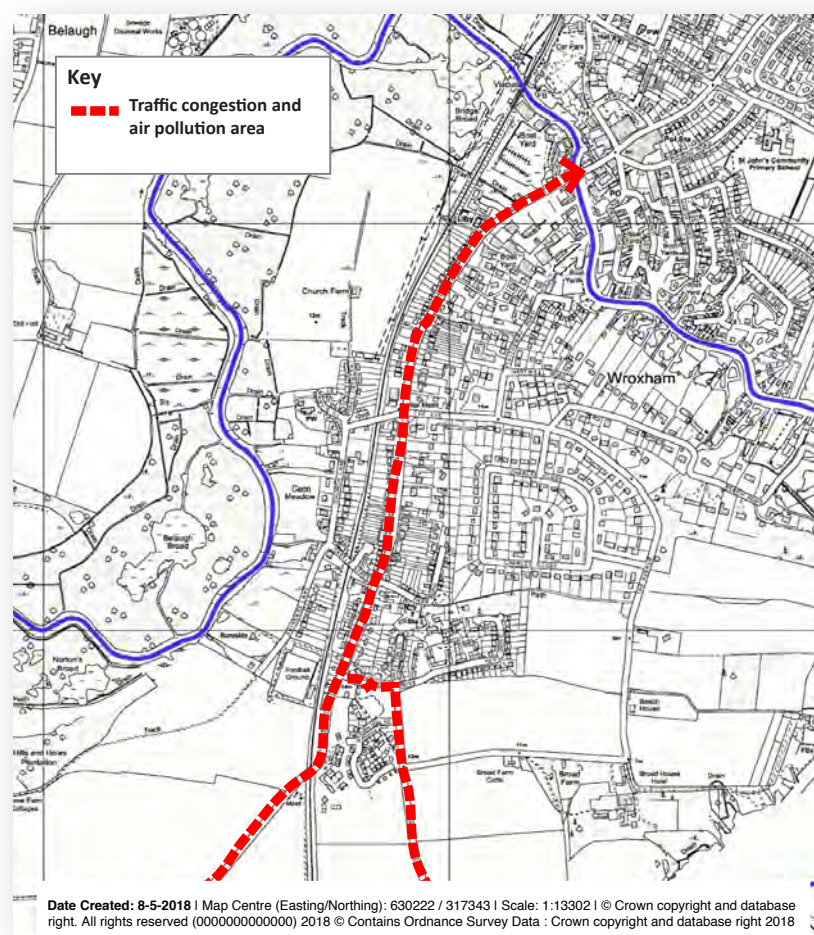


Figure 27 left: Traffic congestion and air pollution in Wroxham, as identified locally (Source: Parish Online), with own annotations. Blue line denotes parish boundary.

**TRA1: Traffic volume and congestion**

Development proposals that include measures to reduce traffic volume and congestion through Wroxham will be supported. New development, which would add significantly to existing levels of congestion or risks to highway safety, that cannot be effectively mitigated, will not be supported.

All developments will be required to demonstrate that they can provide safe access onto the adjacent highway network. New developments of 10 or more dwellings and for new or expanded business premises will be required to:

- a. Quantify the level of traffic movements they are likely to generate.
- b. Include measures to mitigate any negative impacts on congestion and safety, parking and air pollution.
- c. Demonstrate how they will facilitate the use of sustainable transport options (public transport and access to cycle ways).

Figure 28 below: traffic congestion over the Wroxham Bridge.



Adequate and well-designed parking provision is an important element of any new development, whether it is for a single dwelling, business premises or a larger development. Whilst the Neighbourhood Plan encourages sustainable transport options, it is also a reality that private cars will be used to access services and employment beyond the village.

At the time of writing, Wherry Gardens is the newest large estate development in the parish. There has been some provision for allocated parking (garages and bays) for residents, but some obstructions do occur, and residents find garage parking small for the size of modern cars.

The only pay and display public parking within the parish is at Wroxham Broad Beach and at Broads Tours just before the bridge. In peak summer months, some visitors will avoid paying for parking and leave their vehicles in other parts of the village causing problems for local residents. Any new development should clearly define allocated parking for residents or customers.

The following policy adds to the Broadland District Council Parking Standards Supplementary Planning Document (adopted June 2007), and is based on community consultation.

**POLICY**

**TRA2: Parking provision**

Any new residential developments, holiday dwellings, business premises and individual dwellings, must provide adequate parking for the intended users, so as not to create further road obstructions and ensure safety for pedestrians. The visual impact of the car should be minimised. Car parking should therefore be discreet and accessible, in keeping with the character of the proposed development.

Provision should be made for:

- a. private car parking spaces allocated to each dwelling on residential developments.
- b. Parking for visitor and deliveries on residential developments and within the village, through the provision of parking bays.
- c. Electric car charging points, where it is practical and viable to do so.
- d. Bicycle parking.

Where parking is provided in the form of garaging, carports or any other type of enclosed area, it should be capable of accommodating a range of modern vehicles.



## **Objective 6: To ensure safer walking and cycling within the parish.**

The Neighbourhood Plan encourages development that addresses the impact of climate change by reducing the reliance on the private car. New development should provide opportunities for safe footpaths and cycle ways to connect through developments and to village amenities, Hoveton and the surrounding area. Local residents who contributed to consultation events unanimously supported this. The ability to walk or cycle within the village will contribute to social connections being made between residents, in a way that doesn't happen in a car dependent community.

At the time of writing a proposed new route is being considered by Norfolk County Council called the Broadland Way, which could connect up Thorpe St Andrew, with Rackheath and Wroxham. Should this go ahead, new cycle ways within Wroxham parish should feed into this route, encouraging local residents to use any new provision.

There is particular concern from residents about the safety of walking and cycling on roads within Wroxham, particularly the Norwich Road and the Salhouse Road. Ideally separate footpaths and cycle ways should be created, or alternative routes. Residents also highlighted the need for more and safer crossing points.

### **POLICY**

#### **TRA3: Walking and cycling**

Wherever possible, new development must incorporate opportunities for walking and cycling, by providing footpaths and cycle ways that connect to village services, Hoveton and the surrounding area. New footpaths and cycle ways should form part of a coherent joined up network, and aim to encourage pedestrian alternatives to using the private car.

Footpaths and cycle ways should, where possible, always be separate from roads and well overlooked.

The design of new developments must incorporate safe access to and from the site for pedestrians and cyclists, for example through the provision of crossing points.

#### **Community action projects**

- Work with landowners, Norfolk County Council and neighbouring parishes to create a green loop for walkers and cyclists, away from the A1151.
- Work with Norfolk County Council to consider further crossing points.



## 6.4 Environment and Landscape

It is the natural environment of the parish that gives Wroxham village its unique beauty. Wroxham lies in an elevated position, within a loop in the river, flanked by Belaugh Broad to west and Wroxham Broad to east. To the south, there is a gentle undulating landscape with arable fields with boundaries formed by thorn hedge and hedgerow oaks. The village is set within a flat marshland landscape containing broads, large areas of open water formed by medieval peat digging. Broadland District Council's Landscape Character Assessment (September 2013) identifies Wroxham parish as two different landscape character types. The area near to the River Bure is identified as Marshes Fringe and the rest of the parish is Wooded Estatelands<sup>23</sup>.

The Broads Authority Landscape Character Assessment states, 'boat access is the only way to really view this area as much of it is private and inaccessible by foot. As the medieval bridge at Wroxham limits the size of boats upstream (the limit of navigation being Horstead Mill) there is reduced river traffic which helps to promote a strong sense of tranquility, although there is a level of localised intrusion associated with the settlements of Wroxham and Hoveton to the east, in addition to the A1151 and the Bittern Line railway which cross the area on the eastern edge'.<sup>24</sup>

Part of Wroxham parish is within the Broads National Park, Britain's largest protected wetland and third largest inland waterway (see figure 5 showing the Broads Authority area). There are no international designations within Wroxham parish. However, neighbouring Wroxham to the east is the Bure Broads Marshes Site of Special Scientific Interest (SSSI) within the parish boundary of Hoveton. To the west of Wroxham parish is the Crostwick SSSI. Wroxham is within the SSSI Risk Impact Zones for the two nearby SSSIs and any planning applications within Wroxham must be assessed for their impacts on the SSSIs. The Broads Special Area of Conservation and the Broadland Ramsar site is also adjacent to the parish of Wroxham. The Ramsar site is a wetland of international importance and is recognised as being of significant value not only for the country in which it is located but for humanity as a whole.

<sup>23</sup> Broadland District Council Landscape Character Assessment SPD September 2013.

<sup>24</sup> Source: [http://www.broads-authority.gov.uk/\\_\\_data/assets/pdf\\_file/0004/1037164/LCA\\_Part-3\\_Areas-16-23.pdf](http://www.broads-authority.gov.uk/__data/assets/pdf_file/0004/1037164/LCA_Part-3_Areas-16-23.pdf)



Figure 29 above: Aerial photograph of Wroxham showing its rural nature (Source: Parish Online), with own annotations. Blue line denotes parish boundary.

**Objective 7: To both protect existing and develop appropriate new access to the river and broads for recreation.**

The staithe alongside Caen Meadow, on the Trafford Memorial ground, on the banks of the River Bure has three 24 hour moorings, which are the responsibility of the Parish Council. Otherwise, all other moorings are privately owned or rented.

There is an expectation within the emerging Local Plan for the Broads that 'new development proposals will enhance and integrate with the local green infrastructure network'.<sup>25</sup> For a community within such close proximity to the Broads and the River Bure, there is relatively little opportunity for public access. Early consultation with Wroxham residents identified a desire for greater access to the riverside, broads, footpaths and general countryside, one resident saying that 'more general access to riverside would be a dream come true for the village'<sup>26</sup>. Whilst on the Wroxham side of the River Bure, most access on foot to the waters edge is restricted to private dwellings; there are some opportunities for public access off Skinners Lane, at Bridge Broad and where the current Wind Boats site is located. However, there is no network of riverside or broadside walks. Should the two sites of Bridge Broad and Wind Boats be developed, it is important to local residents that

<sup>25</sup> Policy PUBDM7, Emerging Local Plan for the Broads, pre-submission version, November 2017

<sup>26</sup> Parish workshop, 4<sup>th</sup> November 2017.



an opportunity for river and broad public access is not lost. Bridge Broad has potential to be a beautiful public amenity for local residents and tourists.

Not only is access to the water important, but also a link up of public rights of way. Despite it's rural nature, Wroxham lacks a network of linked walks or any circular route around the parish (see figure 29). Any new development should work to improve this where possible.

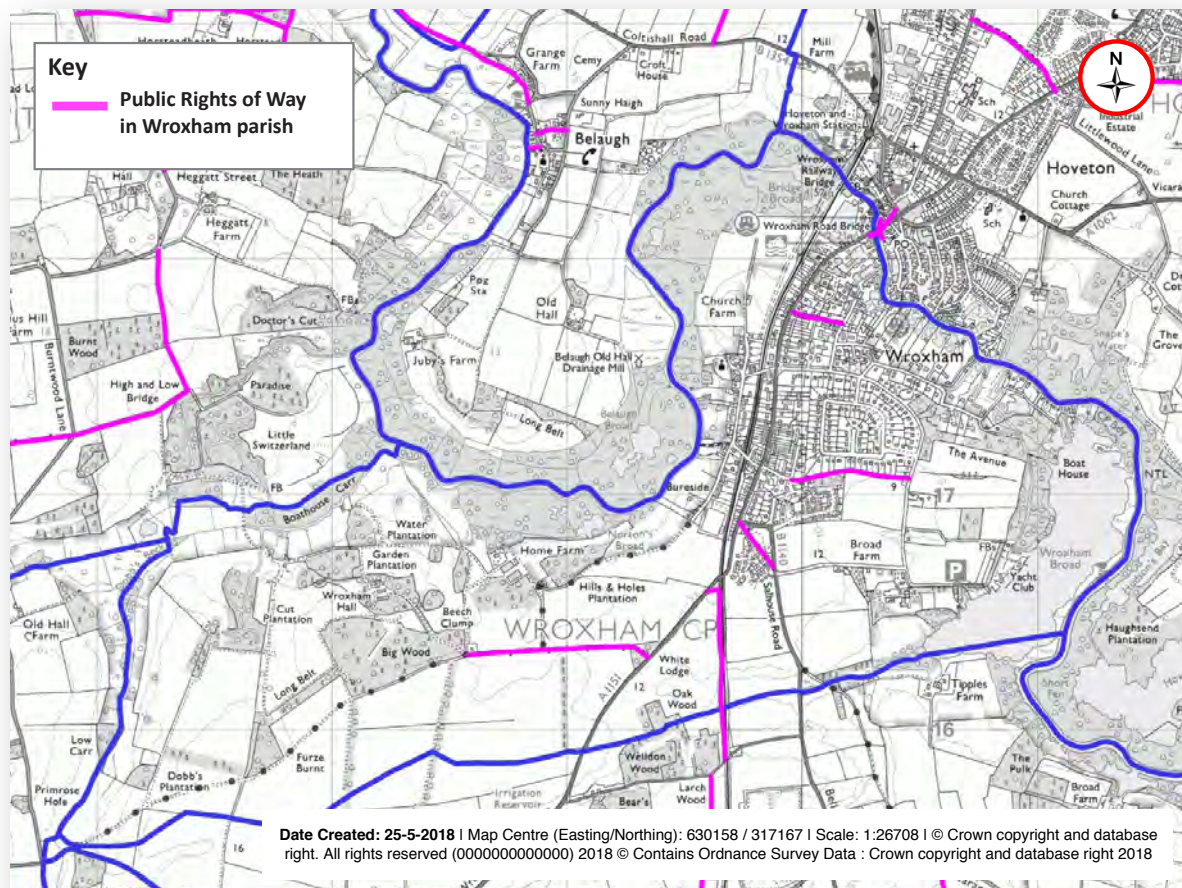


Figure 30: Public Rights of Way in Wroxham parish (source: Parish Online mapping). Blue line denotes parish boundary. Note: Malthouse Lane is also a Public Right of Way, which runs from the Church Lane to the staithe and is shown on the Norfolk County Council definitive map.

**POLICY**

**ENV1: Public access to the river and broads**

Where feasible, new waterside development (of more than a single dwelling) should enable public access to the River Bure, Wroxham Broad or Bridge Broad. Current access points should be enhanced.

Development that detracts from the landscape and ecological value of the river or Broad's will not be permitted.

Broadland District Council requires 4 ha of informal recreation per 1000 population and 0.16 ha of allotments and 2.02 ha per 1000 population of formal recreational space for developments consisting of 5 dwellings or more.<sup>27</sup> It is important to Wroxham residents that more informal and formal recreation spaces are provided, but also that existing spaces are protected.

The Neighbourhood Plan has the opportunity to designate areas as Local Green Space for special protection (i.e. where the community is able to rule out new development other than in very special circumstances, for example, for reasonable expansion of the existing facilities to meet growing needs). The list in ENV2 has come through community consultation and is in conformity with the National Planning Policy Framework (paragraph 77), where designation should only be used:

- Where the green space is in reasonably close proximity to the community it serves;
- Where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquility or richness of its wildlife; and
- Where the green area concerned is local in character and is not an extensive tract of land.

A justification for each of the designated Local Green Spaces is found in Appendix D.

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<sup>27</sup> Broadland District Council, 'Recreational Provision in Residential Development Supplementary Planning Document (SPD)', April 2016.



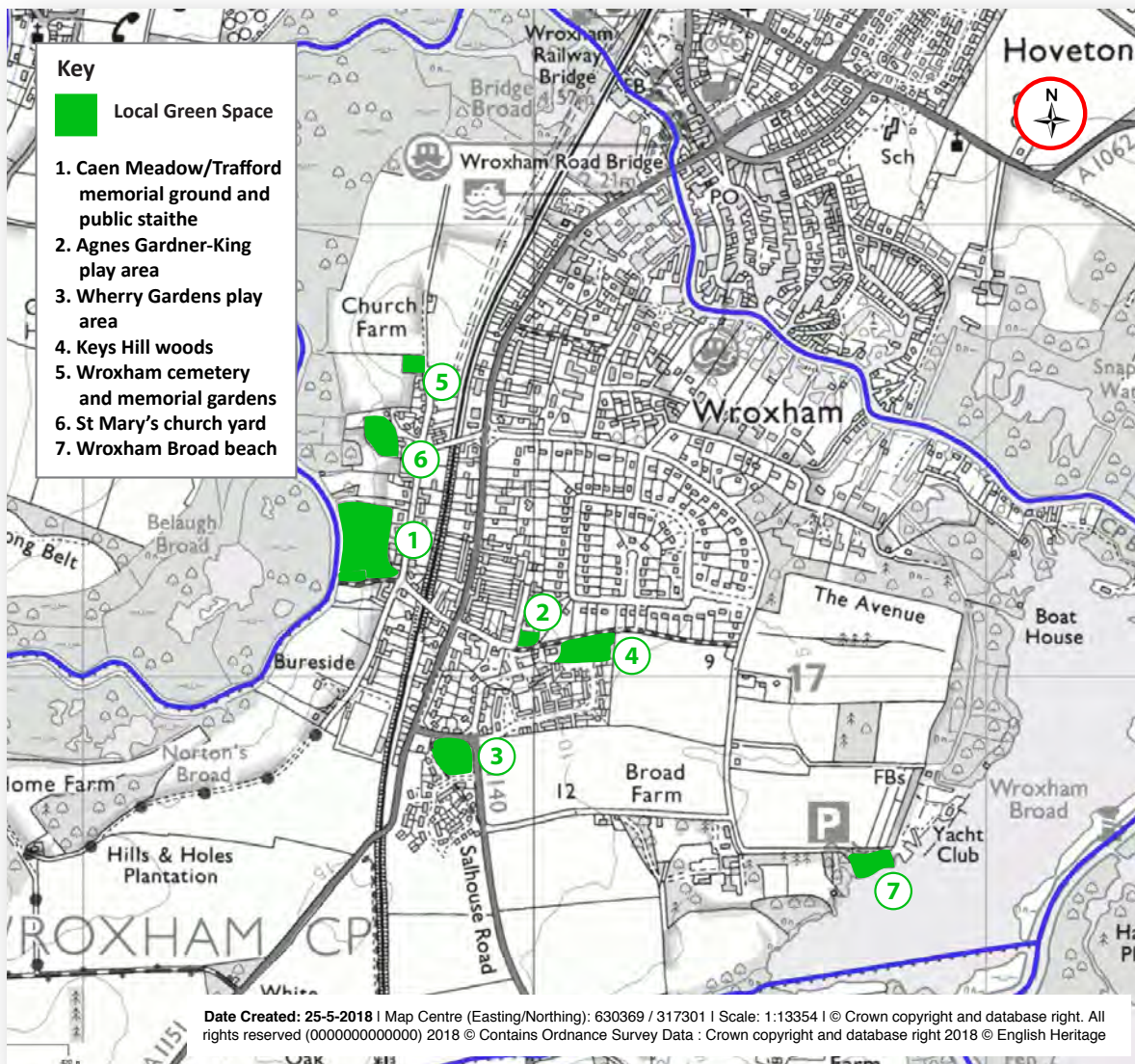


Figure 31 left: Local Green Spaces (Source: Parish Online), with own annotations. Blue line denotes parish

**POLICY**

**ENV2: Local Green Space**

The following areas are designated as Local Green Space for special protection (as shown on in figure 31):

1. Caen Meadow/Trafford memorial ground and public staithe
2. Agnes Gardner-King play area
3. Wherry Gardens Play area
4. Keys Hill woods
5. Wroxham cemetery and memorial gardens
6. St Mary's churchyard
7. Wroxham Broad beach

Development within a Local Green Space will only be permitted where it is consistent with its function and character except in very special circumstances.

**Objective 8: To safeguard and improve the natural environment, wildlife corridors and the unique bio-diversity of the Broads.**

The natural environment is a very important part of living in Wroxham. It is home to a selection of animals and birds. There are otters in the Broad, coots, moorhens, grebes, ducks, herons and kingfishers on the water. Raptors lurk overhead at certain times of the day and owls are in the woods along with a variety of deer. There are also squirrels, swans and geese (Canada, Grey Lag, Egyptian). These extensive wetlands and woods are a wonderful source of biodiversity in their range of plants and insects and a valuable wildlife corridor for many neighbours.

The continued safeguarding plays an important part in Wroxham being an environmentally sustainable place. The prospect of further development in Wroxham provides an opportunity to enhance biodiversity through the creation of ecological networks.

There are two County Wildlife Sites in the parish of Wroxham, which are recognised as being of importance for biodiversity at a county level and an important element of the ecological network for Norfolk.<sup>28</sup> The County Wildlife Site scheme is managed by Norfolk Wildlife Trust. The County Wildlife Sites are the Hills and Holes Plantation and Wroxham Hall Woods.

There are a number of aquatic and terrestrial non-native invasive species in Wroxham. Measures will need to be in place to prevent the risk of spreading these species as a result of any development. Himalayan Balsam is one example of an invasive non-native species found in Wroxham. The Broads Authority has management plans to deal with invasive non-native species. Care should be taken that development does not contribute to the spread of these plants and animals.

A search by the Norfolk Biodiversity Information Service found 655 protected species in a 5km radius of Wroxham. Any development will need to consider impact on the protected species, and ways in which a net gain in biodiversity as a whole can be encouraged.

There are a number of views across the parish that are of particular community significance. To keep Wroxham a unique and beautiful waterside community in which to live and enjoy, residents feel that a connection with the countryside, waterways and beyond is required, by safeguarding particular views and vistas. This is not to stop development within these views, but to ensure the character of Wroxham remains beautiful.

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<sup>28</sup> Norfolk Biodiversity website 3.7.2017.



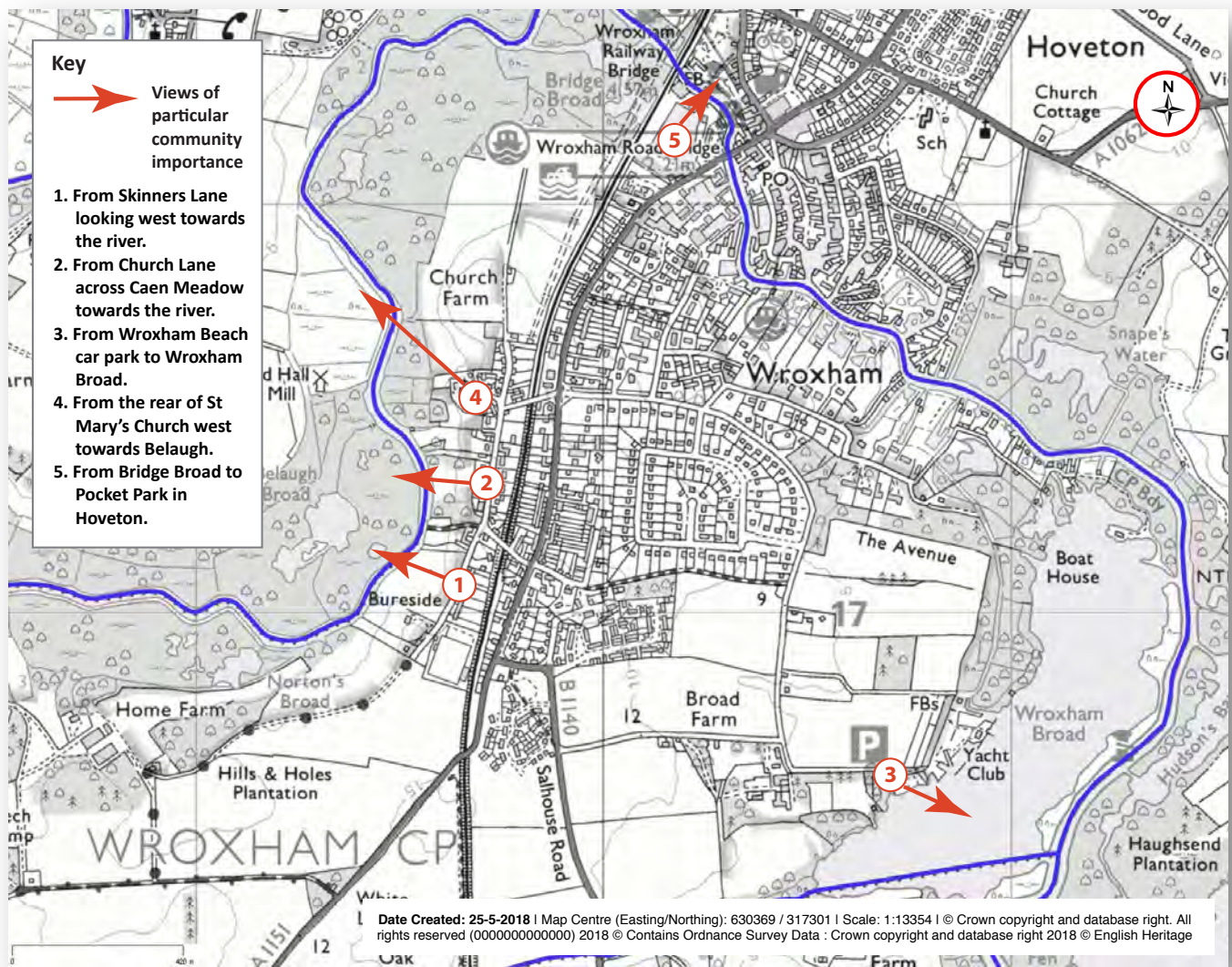


Figure 32 above: Views of particular community importance (Source: Parish Online), with own annotations. Blue line denotes parish boundary.

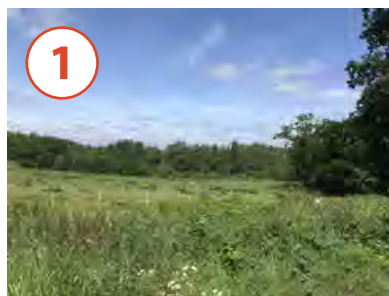


Figure 33 left: Views of particular community importance, see figure 32 for map.

**ENV3: Important local views and vistas**

Development within the following views that is overly intrusive, unsightly or prominent will not be supported:

1. From Skinners Lane looking west towards the river.
2. From Church Lane across Caen Meadow towards the river.
3. From Wroxham Beach car park to Wroxham Broad.
4. From the rear of St Mary's Church west towards Belaugh.
5. From Bridge Broad to Pocket Park in Hoveton.

Also, within new developments, views and vistas of the surrounding open countryside should be created where there are opportunities to do so.

In accordance with the National Planning Policy Framework (paragraph 125) and the emerging Broads Local Plan policy PUBDM21 any new development should limit impact on dark skies. This is part of Wroxham remaining a unique and beautiful waterside community, contributing to a rich biodiversity.

**ENV4: Dark skies**

Developers are strongly encouraged to ensure that all external lighting is designed to minimise the impact on dark skies. Where planning permission is required, all street lighting and the lighting of residential buildings or businesses in Wroxham will be required to be environmentally efficient, sympathetic in design and limited where adjacent to the countryside, broads and river.

A major challenge for this easterly, low-lying freshwater wetland is likely to come from rising sea levels and accelerated changes to the climate, especially in terms of managing water resources and flood risk<sup>29</sup>. Given this, every effort should be made to make a local contribution to addressing climate change. Realistically, this can be done through mitigation measures in the design of all types of buildings. This is in accordance with JCS policy 1. Reuse of rainwater/grey water is encouraged.

<sup>29</sup> Broads Plan 2017, page 12.

**ENV5: Climate change**

Support will be given to buildings that have cost effective and efficient passive solar gain, solar PV panels, use grey water where possible and have electric car charging points. The layout and massing of development should take account of local climatic conditions, including daylight and sunlight, wind, temperature and frost pockets.

Renewable energy developments, including solar options, will be supported, where they are not detrimental to the landscape, as long as they conform to HBE3.

**Community action projects**

- Investigate potential for further public access to the River Bure and the broads.





## 7. Implementation

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### **Delivery of policies and projects**

The Community Infrastructure Levy (CIL) is a planning charge, introduced by the Planning Act 2008, to help deliver infrastructure to support the development of the area. Within Broadland district new development that creates net additional floor space of 100 square metres or more, or creates a new dwelling, is potentially liable for the levy. 15 per cent is passed directly to the Parish Council to be spent on local priorities. Once the Neighbourhood Plan is in place, Wroxham Parish Council will benefit from 25 per cent of the levy revenues arising from development that takes place in Wroxham.

Where appropriate, Wroxham Parish Council will work with appropriate agencies and neighbouring Parish Councils to deliver policies and projects.

### **Monitoring the use of the Neighbourhood Plan**

It is important to note that further development is likely to take place during the Neighbourhood Plan period 2019-2039. Each development will differ and will need to consider the Neighbourhood Plan policies as they stand. It will be the role of the Parish Council to promote and monitor the use of the Neighbourhood Plan for all planning applications.

### **Updates to the Neighbourhood Plan**

The Neighbourhood Plan spans a period of 20 years. It is likely to need reviewing within that timeframe. It will be the role of the Parish Council to update the Neighbourhood Plan at an appropriate time. At the time of writing a number of the first Neighbourhood Plans in the country are starting to be revisited.

Figure 34 below: River Bure at Caen Meadow, public moorings.



# Appendix

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## Appendix A: Neighbourhood Plan Steering Group members

- **Tony Adams** – Wroxham resident and Wroxham Parish Councillor
- **Elaine Allsop** – Wroxham resident, member of St Mary's Church Parochial Church Council and Wroxham Women's Institute
- **Malcolm Allsop (Deputy Chair)** – Wroxham resident and Wroxham Parish Councillor
- **Linda Aspland** – Wroxham resident and Broads Authority Navigation Committee member, Norfolk Broads Yacht Club
- **Kim Claxton** – Wroxham resident and Wroxham Parish Councillor
- **Susan Everett (Chair)** – Wroxham resident and member of Norfolk Broads Yacht Club
- **Philip Everett** – Wroxham resident, Wroxham Parish Councillor and member of Norfolk Broads Yacht Club
- **Barry Fiske** – Wroxham resident and Wroxham Parish Councillor
- **Michael Holden** – Wroxham resident and member of Wroxham and Hoveton Lions (at the time of writing)
- **Moira Holden** – Wroxham resident and member of Wroxham Women's Institute (at the time of writing)
- **Peter Mantle** – Wroxham resident, Wroxham Parish Councillor and member of Norfolk Broads Yacht Club
- **Jo Wicker** – Wroxham resident

Supported by

- **Clare Male** – Wroxham Parish Clerk
- **Rachel Leggett** – Project Manager, principal independent consultant for the Neighbourhood Plan
- **Emma Harrison** – Independent consultant for the Sustainability Appraisal

## **Appendix B: Design characteristics for retirement living accommodation for older people in the UK.<sup>30</sup>**

1. Single-building with internal level access (for reasons of economy and end-user accessibility);
2. Mainly single-aspect apartments (double-loaded corridors necessitated by land values/sustainable land use, though double- aspect achieved where possible);
3. Quality amenity space (quantity is less important where there is a shared garden);
4. Parking ratio of one space per three apartments (supported by precedent, research<sup>5</sup> and appeal decisions);
5. Communal space or 'Owners Lounge' (a central feature of sheltered accommodation, providing space for social interaction, helping mitigate loneliness);
6. Manager's office (and apartment for Lodge Manager in developments over 50 apartments);
7. Guest suite (twin bedroom and shower room for visiting friends and family);
8. Plant room (plant is managed centrally, particularly air source heat pumps for energy-efficient heating);
9. One lift (essential for end-user accessibility, albeit developments promote independent living/active lifestyles i.e. not a residential institution);
10. Internal refuse store (for environmental reasons and end-user accessibility/comfort);
11. Mobility scooter store (for protected storage of mobility scooters and bicycles);
12. Target minimum of 30 apartments (to spread cost of management charge for end-users).

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<sup>30</sup> Page 11, 'Retirement Living Explained: A Guide for Design and Planning Professionals' (April 2017), <https://www.housinglin.org.uk/Topics/type/Retirement-Living-Explained-A-Guide-for-Design-Planning-Professionals/>



## Appendix C: Wroxham village character assessment

Below is a map and a description of distinct character areas within Wroxham, undertaken and written up by the Wroxham Neighbourhood Plan steering group. This complements the Conservation Area Appraisal for Wroxham. Further information on historic character can be found in the Conservation Area Appraisal.

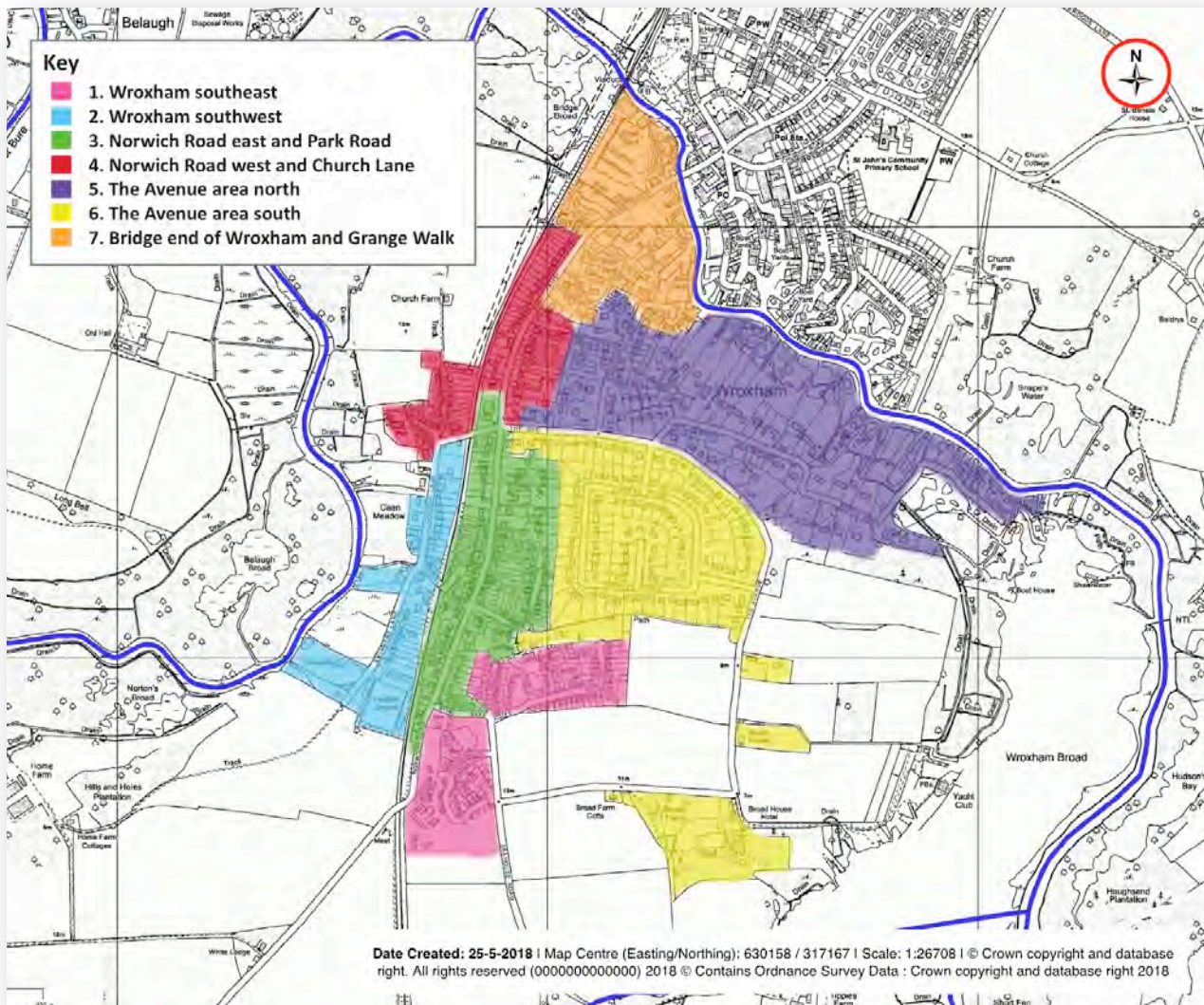


Figure 35 above: Wroxham character areas within the village (source: Parish Online with own annotations). Blue line denotes the Parish boundary.

### General

Wroxham Village is situated on the A1151 which travels north south from Norwich to Stalham, bordered to the North by a medieval bridge over the River Bure. A branch line of the Sheringham to Norwich railway runs parallel to this road with three road bridges over the line. It is surrounded on three sides by the River Bure and there are currently three places where public can have access to the river. To the north of the

river bridge is the larger community of Hoveton, which provides many of the services that the village needs.

### **1. Wroxham southeast: Preston Close, Keys Drive, Trafford Walk, Salhouse Road, Wherry Gardens**

- Preston Close, Keys Drive and Trafford Walk are mixed social housing and detached owner occupied, with a considerable number of warden assisted bungalows and flats. There are some streetlights, bins and benches.
- All three roads are cul-de-sacs with pavements, a modest area of green space and limited off road parking.
- Salhouse Road is a busy route south with limited pavements and lighting. Within 500 metres it becomes open country.
- Wherry Gardens, on the west side is a new development of 100 homes, mixed social and owner occupied, during completion of this document all properties now fully occupied. It has pavements, lighting and a modest area of green space. Residents have to cross the busy Salhouse Road to access main village facilities.

### **2. Wroxham southwest: Castle Street, Skinners Lane, Church Lane**

- This area was the original main road through the village and runs parallel to Norwich Road towards the church. There is a small bridge over the railway line, no pavements along most of this route and no lighting.
- The housing is mixed bungalows, a few flats, some very large houses and a large number of medium sized detached properties. It is also the access route to Caen Meadow which is a sloping meadow with river bank on the west side which has a small boat launch ramp and three 24-hour Broads Authority mooring spaces.
- To the south of Skinners Lane there is the Wroxham Football Club and then the road becomes the farm track to Wroxham Farms.
- Adjacent to the Norwich Road are two small engineering businesses.
- There are some particularly attractive buildings on these roads, views of the river and a well-used, and valued amenity, in Caen Meadow.

### **3. Norwich Road east and Park Road**

- Norwich Road (A1151) is heavily used and frequently congested. Pollution and noise are very unpleasant. It is difficult to cross for pedestrians and unsafe for cyclists. Approximately one mile in length to the river bridge it crosses the railway at the farthest south point of the village. There are two sets of pedestrian lights, streetlights and pavements.
- This is the main bus route for the number 12, X11, and 5b and the only river crossing point for some miles.
- There are several businesses on the road itself, the petrol station and retail outlet, a barbers, florists, undertakers, care home and two Bed and Breakfasts.
- The housing is well established, very mixed in nature. Some of the properties are ex-social housing, and rental properties. There are a large number of terraced houses with parking in front of their houses and larger properties with substantial driveways.
- There are also several community amenities along this route, the United Reformed Church, church hall, masonic hall, social club and bowls lawn.
- There are a number of mature trees, attractive gardens and small areas of public

green space.

- Park Road is mostly un-adopted with quaint, well-maintained cottages and a few new houses. It is a cul-de-sac with access to the well-used footpath to Keys Hill Wood and The Avenue with a popular children playground. There are a couple of small businesses run from home along here and also the part time fire station.

#### **4. Norwich Road west and Church Lane, linking Nobel Crescent and St Mary's Close**

- Church Lane, crosses the railway line to Norwich Road. It is narrow and has no pavements or lighting on the section over the bridge. This is a residential area, mostly ex or current social housing, with pavements.
- Church Lane leads into St Mary's Close and was historically the centre of the village. There is access to St Mary's Church and graveyard, which overlook the River Bure. Wroxham Cemetery is located in Nobel Crescent with a new extension planned. There is a scout hut with playing field.
- To the north of Nobel Crescent the road becomes a farm track and there are fields and alder wood (to the west) between the road end and the river.
- Norwich Road towards Hoveton; on both sides of the road has quite intense housing, with a mixture of tall terraced houses, modest bungalows and some notable large properties. The area is changing rapidly as new owners remodel the older properties.

#### **5. The Avenue area north and Staitheway Road, Hartwell Road, Beech Road**

- The Avenue is a long single track road (approx. 1 mile), which runs from the Norwich Road to the Salhouse Road, formerly the approach to Wroxham Hall (now demolished). To the west it has large properties with mature trees and long front gardens and then to the end of its length (east) it runs through open fields. None of the road has lighting or pavement and at several points it is only one car wide. There are roads to north and south off this main route.
- Staitheway Road is mature houses leading to the centre of Wroxham and Hoveton. There is no pavement or street lighting. It has a number of new houses at the north end most of which have moorings and there are views across the river which is very busy at this point. There is a large care home part way down. There are two pedestrian access points to the Norwich Road, one through the boat yards.
- Along Hartwell Road and Beech Road are mature properties set in substantial grounds and most of the north side houses have river access. No pavements or lighting, and in places very narrow. The tourist attractions of the Wherry Trust and Barton House Railway are at the end of Hartwell Road.
- Beech Road is probably half a mile in length and becomes a private road at the end. Probably the most expensive housing stock in the village on both sides of the road. At the end it offers walkers views of the Broad seen through privately owned meadows.

#### **6. The Avenue area south and Charles Close, footpath to Keys Hill**

- Charles Close is predominantly chalet bungalows in a parkland setting. Since the estate was originally built in the 1960s there have been taller properties added and many extensions to the chalets. This was the grounds of the old hall and many mature trees have been retained. There is no street lighting but there are

pavements.

- At the southern end there is a private drive to the sailing club and access for general public to Wroxham Broad with a pay and display car park (free to local residents). At the time of writing, Broad House is undergoing rebuilding and refurbishment with various out buildings, developed as an artisan hub.
- Running along the back of the south side of the close is a footpath to Park Road. At the end this leads to a favourite dog walking spot Keys Hill Wood.

#### **7. Bridge end of Wroxham and Grange Walk**

- Adjacent to the river is a busy area with the library, vets, Riverside Glass and Art, a launderette, tours office, pub, café, restaurant and boatyards. The boatyards are predominantly offering motor cruisers, day boat hire and day trips. A small number of boat builders remain.
- There are lots of rental properties with river frontage in this area, a pay and display car park and often a lot of surface water.
- To the west of the Norwich Road there is a small development of retirement properties and an access tunnel under the railway line to Noble Crescent (currently not in use). Just to the northwest there is a large area of water called Bridge Broad, which is privately owned and currently used for private moorings. This property has recently changed hands and is destined to be more accessible and attractive for the village.
- Further to the west of Bridge Broad is a large area of privately owned woodland and scrub lining a bend in the river. Very pretty and largely untouched for years.
- Grange Walk is a small private road with detached houses situated just behind the vets surgery. Access is from Norwich Road. There are no pavements or lighting.

## Appendix D: Local Green Space justification

The table below outlines the justification for the inclusion of each Local Green Space identified. The criteria are based on paragraph 77 of the NPPF.

	Green space is in reasonably close proximity to the community it serves	Green area is demonstrably special to a local community and holds a particular local significance	Green area concerned is local in character and is not an extensive tract of land.
1. Caen Meadow/ Trafford memorial ground and public staithe	Yes	Beauty, historical significance and recreational value	Green area backing onto the River Bure. Part of the local character of Wroxham, small memorial ground. Also access to River Bure
2. Agnes Gardner-King play area	Yes	Recreational value	Small play area in residential area
3. Wherry Gardens Play area	Yes	Recreational value	Small play area in residential area
4. Keys Hill woods	Yes	Recreational value and biodiversity	Small woodland in residential area
5. Wroxham cemetery and memorial gardens	Yes	Historic significance	Part of the local character of Wroxham, small cemetery and memorial gardens
6. St Mary's church-yard	Yes	Historic significance, biodiversity	Part of the local character of Wroxham, small churchyard
7. Wroxham Broad beach	Yes	Recreational value	Access point to view Wroxham Broad, slip way/launch for public access to the broad









## Equality Impact Assessment

**Name of Officer/s completing assessment:** Richard Squires

**Date of Assessment:** 18<sup>th</sup> October 2018

### 1. What is the proposed Policy?

The Wroxham Neighbourhood Plan is a community-led document for guiding the future development of the parish. It is about the use and development of land over a 20 year period, 2019-2039. It is the first planning document put together by the community of Wroxham. Once the Plan is made and adopted, it will become part of the statutory Development Plan for Broadland, and Broadland District Council and the Broads Authority will use it, alongside their own Local Plans, to determine planning applications. Wroxham Parish Council will also use the Plan to respond to planning applications.

The Neighbourhood Plan has been developed under the Localism Act (2012) and the Neighbourhood Planning (General) Regulations 2012 (as amended), giving communities the right to shape future development at a local level. The Wroxham Neighbourhood Plan complements existing local and national planning policy, providing a valuable level of local detail attained through consultation with residents and businesses, as well as desk research.

### 2. Which protected characteristics does this Policy impact: (please tick all that apply)

Age	<input checked="" type="checkbox"/>	Sex	<input type="checkbox"/>	Pregnancy/Maternity	<input type="checkbox"/>
Disability	<input checked="" type="checkbox"/>	Sexual Orientation	<input type="checkbox"/>	Gender Reassignment	<input type="checkbox"/>
Race	<input type="checkbox"/>	Civil Partnership/Marriage	<input type="checkbox"/>	Religion or Belief	<input type="checkbox"/>
Health	<input type="checkbox"/>	Rurality	<input checked="" type="checkbox"/>	Low Income	<input checked="" type="checkbox"/>
				None of the above	<input type="checkbox"/>

### 3. What do you believe are the potential equalities impacts of this policy?

Please include:

- Any other groups impacted not detailed above
- Partnership organisations worked with in the development of this policy
- Evidence gathered to inform your decision
- Where you have consulted, Who and How this has informed the decision/policy

**Note:** Impacts could be positive and/or negative and impact groups differently

The Neighbourhood Plan incorporates an overall vision for Wroxham, a series of objectives on different themes, and a range of policies that seek to achieve these objectives. The Plan has been developed over a period of 18 months, and the process has involved an exhaustive programme of evidence gathering and community and stakeholder involvement.

The Neighbourhood Plan vision is as follows:

*‘Wroxham parish must remain a unique and beautiful waterside community. It will have a variety of good quality homes, improved community services, effective traffic management, and a range of businesses, developed in a way that is sensitive to its iconic location and the Conservation Area.’*

The objectives that seek to achieve this are split amongst the themes of:

- Housing and the Built Environment
- Business and Employment
- Community and Services
- Transport and Access
- Environment and Landscape

A sustainability appraisal has been carried out by the parish council alongside the development of the Neighbourhood Plan. This is a statutory requirement of Local Plan documents and is also a recommendation for communities undertaking Neighbourhood Plans. The sustainability appraisal examines the potential economic, environmental and (most relevant in this regard) social implications of each different proposed policy within the Plan and how any potential negative impacts will be mitigated. The following excerpts are taken from the assessment of Neighbourhood Plan policies against identified social objectives (taken from the current Local Plan evidence base), within the sustainability appraisal:

Social sustainability objective	Neighbourhood Plan policies
SOC1: To reduce poverty and social exclusion.	No impact.
SOC2: To maintain and improve the health of the whole population and promote healthy lifestyles.	Improving community amenities (COM2) will encourage healthy lifestyles. Increased walking and cycling opportunities (TRA3) will encourage healthier lifestyles.
SOC3: To improve education and skills.	Training facilities will be encouraged, through policy BUS2.
SOC4: To provide the opportunity to live in a decent, suitable and affordable home.	Homes for residents, rather than holiday dwellings, (policy HBE1) will help provide housing for all social groups. All new housing developments should include a high proportion of housing for older people (HBE2).
SOC5: To build community identity, improve social welfare, and reduce crime and anti-social activity.	All new residential developments should provide a safe environment, taking account of best practice in designing out crime (HBE3). All public realm proposals must enhance the overall appearance, safety and functionality of the area (COM1).
SOC6: To offer more opportunities for rewarding and satisfying employment for all.	New, small retail outlets will provide employment opportunities (BUS1). New business development that diversifies employment opportunities will be encouraged (BUS2). Small scale tourism developments will provide employment opportunities (BUS3).
SOC7: To improve the quality of where people live.	The improvement of community amenities will improve the satisfaction of residents with their village (COM2). The creation of new public space, particularly with riverside and /or Broad access will improve satisfaction of residents with their village (COM3). Improved access to the river and Broads will improve residents' satisfaction with their village (ENV1).

SOC8: To improve accessibility to essential services, facilities and jobs.	<p>New businesses will provide local jobs and services (BUS2). Sustainable tourism will provide local employment opportunities (BUS3). Improved local community facilities will benefit the community (COM2). New development will provide new footpaths and cycleways to improve access to services, facilities and jobs locally (TRA3).</p>
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This therefore details the positive equalities impacts that the policies within the Wroxham Neighbourhood Plan are expected to have within the locality. In terms of groups affected, it is felt that those with the protected characteristics highlighted above will be positively impacted by the policies.

The Neighbourhood Plan includes statements of evidence and justification alongside each of the proposed policies, explaining how public consultation with residents, as well as factual research, has informed the policy being proposed. One of the supporting documents published alongside the NDP is a Consultation Statement which provides more detail of how and when public consultation and engagement was carried out, what the results of this were, and how these results have impacted subsequent development of the policies.

A Neighbourhood Plan Steering Group was formed by the Town Council to lead on the project with the help of an external consultant. Throughout the process the steering group ensured that the local community and stakeholders were kept informed of the process and were able to get involved in the development of the Neighbourhood Plan.

Communications methods used during the process included press releases in the local magazine and other media, posters, the parish council website, social media etc. During the plan process, several public consultation events were held. The statutory, pre-submission Neighbourhood Plan consultation took place between July and September 2018.

Throughout this process the emerging policies were discussed, tested and updated with local residents and stakeholders, before the submission draft and accompanying documents were submitted to Broadland District Council in November 2018.

#### **4. How is it proposed that any identified impacts are mitigated?**

Please include:

- Steps taken to mitigate, for example, other services that may be available
- If you are unable to resolve the issues highlighted during this assessment please explain why
- How impacts will be monitored and addressed?
- Could the decision/policy be implemented in a different way?
- What is the impact if the decision/policy is not implemented?

Supporting information alongside each of the NDP policies explains the evidence for and justification of that policy - in other words, demonstrating how consultation and engagement with residents and stakeholders has influenced the development of the policy on question. This is a statutory requirement of Neighbourhood Plans and is formally required through the production of a Consultation Statement, to be submitted alongside the Neighbourhood Plan. Legislation requires that such a Consultation Statement show how consultation and engagement has been carried out in the preparation of the Plan and how the main issues raised have been addressed within the document.

As discussed above, the Parish Council has consulted with appropriate stakeholder bodies in the development of their Neighbourhood Plan, which include Norfolk County Council, neighbouring parish and town councils, the Environment Agency, Natural England, the Broads Authority and Broadland District Council, amongst others.

Support has been provided by Broadland District Council and the Broads Authority from officer resources and also financially, along with support through Locality. The document, however, has been produced and submitted by Aylsham Town Council, with the help of an external consultant.

This assessment does not identify any particular gaps or equalities-related issues concerning the Wroxham Neighbourhood Plan. If successful, the Plan will be primarily monitored by the Parish Council but Broadland District Council will also be able to assess its implementation from a development management point of view and the determination of planning applications within the parish.



**Signed by evaluator:**

**Signed by responsible head of department:**

Please send your completed forms to [victoria.parsons@broadland.gov.uk](mailto:victoria.parsons@broadland.gov.uk) to be reviewed and stored in accordance with our legal duty. You may also wish to contact the Housing, Health & Partnerships Officer if at any time you need assistance filling in your assessment.