



# **Holme-Next-The-Sea**

## **Neighbourhood Planning Referendum**

### **Thursday 22<sup>nd</sup> July 2021**

### **Information Pack**

#### **Contents:**

- 1.** Information Statement
- 2.** Information for Voters (including general information as to town and country planning and neighbourhood planning)
- 3.** The Draft Holme-Next-The-Sea Neighbourhood Plan
- 4.** Report of the Independent Examiner on the Draft Neighbourhood Plan
- 5.** Summary of representations received in response to publication of the Draft Plan
- 6.** Statement that the Plan meets the Basic Conditions by the local planning authority
- 7.** Decision Statement



**Holme-Next-The-Sea  
Neighbourhood Planning  
Referendum  
Information Statement**

The Borough Council of King's Lynn and West Norfolk hereby gives notice that a Referendum relating to the Holme-Next-The-Sea Neighbourhood Plan will be held. The Referendum will be held on Thursday 22<sup>nd</sup> July 2021 to decide on the question below:

*i. Do you want the Borough Council of King's Lynn and West Norfolk to use the neighbourhood plan for Holme-Next-The-Sea to help it decide planning applications in the neighbourhood area?*

The Referendum area is identical to the area that has been designated as the Holme-Next-The-Sea Neighbourhood Plan area which covers the Parish of Holme-Next-The-Sea, as shown on the following map.



**Holme next the Sea Parish**

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Ordnance Survey 100024314

0 0.1 0.2 0.4 0.8 0.8 Kilometers

A person is entitled to vote in the Referendum if, on **22<sup>nd</sup> July 2021**:

- (a) he/she is entitled to vote in an election of any Councillor of the Holme-Next-The-Sea Parish Council whose area is in the Referendum area and
- (b) his/her qualifying address for the election is in the Referendum area. A person's qualifying address is, in relation to a person registered in the register of electors, the address in respect of which he or she is entitled to be so registered.

The Referendum expenses limit that will apply in relation to the Referendum is £2,362; plus the number of persons entitled to vote in the Referendum by reference to which that limit has been calculated (number of entries in the register x 5.9p).

The Referendum will be conducted in accordance with procedures which are similar to those used at local government elections.

A number of specified documents may be inspected at:

The Borough Council of King's Lynn and West Norfolk  
King's Court  
Chapel Street  
KING'S LYNN  
PE30 1EX

**Opening times:** 9am-5pm Monday – Thursday  
9am-4.45 pm on a Friday.  
**Tel:** 01553 616200  
**Web:** [www.west-norfolk.gov.uk](http://www.west-norfolk.gov.uk)

*ii. The specified documents are:*

- (i) the draft neighbourhood plan or neighbourhood development order;
- (ii) the report made by the independent examiner under paragraph 10 of Schedule 4B to the 1990 (in the case of a neighbourhood plan, as applied by section 38A(3) of the 2004 Act);
- (iii) a summary of any representations submitted to the independent examiner pursuant to paragraph 9 of Schedule 4B to the 1990 Act;
- (iv) a statement –
  - (bb) in the case of a draft neighbourhood plan, that the local planning authority are satisfied that the draft plan meets those basic conditions and complies with the provision made by, or under, sections 38A and 38B of the 2004 Act;
- (v) a statement that sets out general information as to town and country planning (including neighbourhood planning) and the referendum, which is prepared having regard to any guidance issued by the Secretary of State.



For further information about the Holme-Next-The-Sea Neighbourhood Plan, including all background documents, please see our Neighbourhood Planning webpages:

- Introduction to Neighbourhood Plans: [https://www.west-norfolk.gov.uk/info/20127/neighbourhood\\_plans/43/neighbourhood\\_planning](https://www.west-norfolk.gov.uk/info/20127/neighbourhood_plans/43/neighbourhood_planning)
- Neighbourhood Plans in Progress in West Norfolk: [https://www.west-norfolk.gov.uk/info/20127/neighbourhood\\_plans/116/plans\\_being\\_prepared](https://www.west-norfolk.gov.uk/info/20127/neighbourhood_plans/116/plans_being_prepared)



# **Holme-Next-The-Sea Neighbourhood Planning Referendum Information for Voters**

### *iii. About this document*

On 22<sup>nd</sup> July 2021 there will be a Referendum on a Neighbourhood Plan for your area. This document explains the Referendum that is going to take place and how you can take part in it. It explains:-

- Why there are neighbourhood plans and other development plans
- The Referendum and how you can take part

### *iv. Referendum on the Neighbourhood Plan*

A Referendum asks you to vote yes or no to a question. For this Referendum you will receive a ballot paper with this question:

*Do you want the Borough Council of King's Lynn and West Norfolk to use the Neighbourhood Plan for Holme-Next-The-Sea to help it decide planning applications in the neighbourhood area?*

### *v. What does my vote mean?*

You show your choice by putting a cross (X) in the 'Yes' or 'No' box on your ballot paper. Put a cross in only **one** box or your vote will not be counted.

If more people vote 'yes' than 'no' in this Referendum, then the Borough Council of King's Lynn and West Norfolk will use the Neighbourhood Plan to help it decide planning applications in the Parish of Holme-Next-The-Sea.

The Neighbourhood Plan will then become part of the Development Plan. This is a set of documents which sets out planning policies to guide development in King's Lynn and West Norfolk.

If more people vote 'no' than 'yes', then planning applications will be decided without using the Neighbourhood Plan as part of the Development Plan for the local area.

vi. Neighbourhood Plans

**What is a Neighbourhood Plan?**

A local community can prepare a neighbourhood plan to help shape future development in its area.

If it successfully passes all the stages (including being supported by a majority of votes in a referendum) the neighbourhood plan will become part of the official 'development plan' for the area, alongside the Borough Council's local plan. It then must be taken into account when the Borough Council, or a planning inspector, is deciding planning applications in the area.

vii. *Who can prepare a Neighbourhood Plan?*

A neighbourhood plan is prepared by the relevant parish/town council, except in unparished areas (e.g. King's Lynn town centre). In this case a local group must first apply to be designated as a 'neighbourhood forum' before it can prepare a neighbourhood plan.

viii. *What can be in a Neighbourhood Plan?*

Neighbourhood plans are about 'development' (broadly speaking building construction and changes in the use of land). A neighbourhood plan can shape the future development in an area, but it cannot stop all development, or plan for less than that included in the Borough's Local Plan.

A neighbourhood plan must:

- support sustainable development
- generally conform to the strategic policies in the local plan
- have regard to national planning policies, and
- comply with relevant legislation; e.g. ensure environmental matters are taken into account, protect certain species and habitats, human rights, etc.
- specify the period it will cover.

While a neighbourhood plan must in general conform to the local plan strategic policies for the area (e.g. the overall role of the area, the general scale and type of development planned), it can vary in detail from the local plan. This can involve additional or different allocations of land for development, different development boundaries, different design and other criteria to be applied in the area, etc. Where there is a contradiction between a neighbourhood plan and the local plan, it is the most recent one that counts.

Neighbourhood plans often contain policies to reinforce the local character of the area, to protect local green spaces and other features of particular local importance, plus measures to address particular local problems or shortages.

There is no set format for a neighbourhood plan. It could be very brief and focused (perhaps just one policy) or very long and complex. Much will depend on what are the agreed local priorities,

and what resources, interests and skills are available in the local community who prepare it.

ix. *How is a Neighbourhood Plan prepared?*

Because neighbourhood plans will affect what may, or may not, receive planning permission they must go through stages of formal consultation to make sure everyone has an opportunity to comment on them, and that they meet tests laid down in legislation. These procedures include examination by an independent expert, to decide whether the plan meets the legal tests mentioned above, and a referendum to gauge the level of local support for the plan.

The Borough Council (as local planning authority) has to administer key parts of this process. The decisions it has to make in this process are not whether the Borough Council agrees with or supports the content of the neighbourhood plan, but whether the plan complies with nationally laid down rules and policies.

It is the local community's plan, and it is they who will have to do most of the work (or commission consultants to do this for them) and make the decisions on what they want in their plan, although the Borough Council will provide advice and assistance.

For further information on neighbourhood plans see:

Borough Council Information:

- Introduction to Neighbourhood Plans: [https://www.west-norfolk.gov.uk/info/20127/neighbourhood\\_plans/43/neighbourhood\\_planning](https://www.west-norfolk.gov.uk/info/20127/neighbourhood_plans/43/neighbourhood_planning)
- Neighbourhood Plans in Progress in West Norfolk: [https://www.west-norfolk.gov.uk/info/20127/neighbourhood\\_plans/116/plans\\_being\\_prepared](https://www.west-norfolk.gov.uk/info/20127/neighbourhood_plans/116/plans_being_prepared)
- Locality <http://locality.org.uk/projects/building-community/>

x. *Town and Country Planning*

**Background**

The town and country planning system exists to protect and promote the public interest in the way land is used and developed. All advanced economies have formal planning systems, though the details of how they operate vary, while simpler societies usually have less formal controls on new building.

The current British planning system was established in 1947 and grew out of concern that uncoordinated development in the 19th and early 20th century had resulted in severe adverse impacts on health, economic efficiency, quality of life and the environment. Owners of property in Britain do not have a right to build or change the use of land as they please but must obtain planning permission to do so. (Some development, typically minor changes, is 'permitted development'; thus, benefits from an automatic permission).

The planning system endeavours to –

- Coordinate the activities of different developers and agencies,
- Protect features and qualities of acknowledged public interest,
- Provide a degree of certainty for investors, landowners, residents and other stakeholders, and
- Coordinate the provision of infrastructure and other facilities.

More broadly the system aims to balance the needs and aspirations of the immediate site or locality with those for the wider area and country within which it sits, and to balance current concerns against longer term interests.

Inevitably these different aims and considerations are often in tension, and so there are difficult and controversial decisions to be made in balancing them when considering whether to grant planning permission or include something in a plan. (Planning decisions often seem easy if only one consideration is taken into account).

#### *xi. Local Planning Decisions*

The responsibility for making most of these difficult decisions is given by Parliament to the local planning authority which, in this area, is the Borough Council of King's Lynn and West Norfolk.

Planning authorities cannot, however, make a decision any way they may please. Prior public consultation is required in most cases. Decisions on applications must be made in accordance with the adopted development plan, unless there are proper planning considerations suggesting otherwise.

One of the important considerations which must be taken into account is national (government) planning policy, including the National Planning Policy Framework. This tells local planning authorities which issues they should consider most important, how decisions should be reached, how plans should be prepared and what they should contain, etc.

Decisions are made by elected councillors, advised by specialist planning officers, though routine decisions (e.g. planning applications clearly in accordance with, or contrary to, adopted plans) will usually be delegated by councillors to senior officers; because of the volume of work and pressures of time.

There is provision for the planning decisions of the local planning authority to be challenged and reviewed by an independent planning inspector (or, if the issue is the legality of the decision or the way it was reached, the courts).

#### *xii. Local Plans*

The local planning authority has to produce local plans for the future development of the area. Local plans (previously known as local development frameworks) may consist of one or more separate plans or documents. These would commonly include (as is the case in West Norfolk) a core strategy document setting out the overall scale and broad location of development, and a site allocations document identifying the specific sites and the type and amount of development sought on each area.

Local plans usually look forward at least 15 years, and must provide for enough housing and

employment development to meet the anticipated growth in the area over that period, and have to be in general accordance with national planning policy. Ideas for how this might be done are refined and reconsidered through successive rounds of consultation and discussion, often over a period of several years, but rarely is consensus reached; so the local planning authority must make difficult choices between competing views and proposals. Once the local planning authority has decided the plan it wishes to adopt it is tested against legal requirements and national policy by an independent planning inspector; who will consider the views of those who oppose or support the plan, and decide whether it can be adopted and brought into force.

Under current national policy if local plans are not successfully brought up-to-date and adopted, or less housing development than needed actually takes place, it will be difficult for the local planning authority to refuse a planning application for housing development unless it seriously contravenes national policy, even if it contravenes the local or neighbourhood plan.

### *xiii. Neighbourhood Planning*

Parish and town councils are statutory consultees for planning applications and local plans. This means they are consulted about these and are able to put forward any views they may have on these.

The 2011 Localism Act gave them (and communities in unparished areas that had successfully applied for designation as a neighbourhood forum) additional new planning powers to produce neighbourhood development plans, or to grant planning permission for specified developments or types of development (neighbourhood development orders and community right to build orders). Of these, neighbourhood plans have been by far the most popular. (For further information on neighbourhood plans, see section above).

xiv. *Holme-Next-The-Sea Neighbourhood Plan Referendum Area*

The Referendum area is identified on the map below. This is the same as the area of Holme-Next-The-Sea Parish, and the Holme-Next-The-Sea Neighbourhood Plan area.



**Holme next the Sea Parish**

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Ordnance Survey 100024314





## Voting in the Referendum

### xv. *The Referendum area*

The Referendum area is identified on the map shown on Page 12 as the parish area of Holme-Next-The-Sea and is identical to the area which has been designated as the Holme-Next-The-Sea Neighbourhood Plan area.

### xvi. *Referendum Expenses*

The Referendum expenses limit that will apply in relation to the Referendum is £2,362, plus the number of persons entitled to vote in the Referendum by reference to which that limit has been calculated; i.e. number of entries in the current register x 5.9p.

### xvii. *Specified Documents*

A copy of the specified documents, that is the documents listed below, may be inspected at the following:-

- Borough Council of King's Lynn and West Norfolk, King's Court, Chapel Street, KING'S LYNN, PE30 1EX between the hours of 9.00 am to 5.00 pm Monday to Thursday and 9.00 am to 4.45 pm on a Friday. Tel: (01553) 616200 or email [register.electors@west-norfolk.gov.uk](mailto:register.electors@west-norfolk.gov.uk).
- Holme-Next-The-Sea Parish Clerk: Lynn Devereux E-mail: [Chair@Holmentspc.org](mailto:Chair@Holmentspc.org)

The specified documents are:-

- The draft Holme-Next-The-Sea Neighbourhood Plan
- Report of the Independent Examiner
- Summary of the representations submitted to the Independent Examiner
- Statement by the Local Planning Authority that the Draft Plan meets the basic conditions
- A statement that sets out general information as to town and country planning including neighbourhood, the Referendum
- The Decision Statement

All of the above documents can be viewed on the Council's website at: [Holme-next-the-Sea Neighbourhood Plan | Holme-next-the-Sea Neighbourhood Plan | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](http://www.west-norfolk.gov.uk)

### *xviii. Can I Vote?*

You can vote in the Referendum if you live in the Parish of Holme-Next-The-Sea and:-

- You are registered to vote in Local Government Elections, and
- You are 18 years of age or over on Thursday 22<sup>nd</sup> July 2021. You have to be registered to vote by Tuesday 6<sup>th</sup> July 2021 to vote in the Referendum. You can check if you are registered to vote by calling (01553) 616773 or 616200.

The Referendum will be conducted in accordance with the procedures which are similar to those used at Local Government Elections.

### *xix. Ways of Voting*

There are three ways of voting:-

#### *xx. In person on Thursday 22<sup>nd</sup> July 2021*

- Most people vote in person at their local polling station. It is easy and the staff on duty will always help if you are not sure what to do.
- In Holme-Next-The-Sea, the Polling Station is: Holme Village Hall, 24 Kirkgate, Holme-next-the-Sea, Hunstanton, PE36 6LH
- You will receive a poll card telling you that this is your polling station.
- If you do not receive your poll card you can contact Electoral Services on (01553) 616773 to ensure you are registered.
- The polling station will be open from 7am to 10pm.
- If you are not in the queue for a ballot paper by 10pm you will not be able to vote; so make sure you arrive in plenty of time.

#### *xxi. By post*

- To vote by post you need to complete an application form and send it to Electoral Services, Borough Council of King's Lynn and West Norfolk, King's Court, Chapel Street, KING'S LYNN. PE30 1EX to arrive by 5pm on Wednesday 7<sup>th</sup> July 2021. NB: If you already have a postal vote, there is no need to complete another application form.
- Ballot papers can be sent overseas, but you need to think about whether you will have time to receive and return your ballot papers by 10pm on Thursday 22<sup>nd</sup> July 2021.
- You should receive your Postal Vote about a week before polling day. If it does not arrive in time, you can get a replacement up to 5pm Thursday 22<sup>nd</sup> July 2021.

*xxii. By Proxy*

- If you cannot go to the polling station, and do not wish to vote by post, you may be able to vote by proxy. This means allowing somebody you trust to vote on your behalf.
- To vote by proxy, you need to complete an application form and send it to Electoral Services, Borough Council of King's Lynn and West Norfolk, King's Court, Chapel Street, KING'S LYNN. PE30 1EX to arrive by 5pm on Wednesday 14<sup>th</sup> July 2021.

This is for a new Proxy only. Changes to existing arrangements need to be made by 5pm on Wednesday 7<sup>th</sup> July 2021.

- When you apply for a proxy vote you must say why you cannot vote in person.
- Anyone can be your proxy as long as they are eligible to vote and are willing to vote on your behalf. You will have to tell them how you want to vote.

Postal and proxy vote application forms are available from Electoral Services on (01553) 616773 or by downloading from the Council's website at:

[www.west-norfolk.gov.uk](http://www.west-norfolk.gov.uk).

*xxiii. Am I Registered to Vote?*

- If you are not registered you will not be able to vote.
- If you are not on the Electoral Register, you will need to complete an Invitation to Register form and send it to Electoral Services, Borough Council of King's Lynn and West Norfolk, King's Court, Chapel Street, KING'S LYNN. PE30 1EX to arrive no later than Tuesday 6<sup>th</sup> July 2021, or go online [WWW.GOV.UK/REGISTERTOVOTE](http://WWW.GOV.UK/REGISTERTOVOTE)

Registration forms are available from Electoral Services on (01553) 616773 or alternatively you can register yourself at [www.gov.uk/registertovote](http://www.gov.uk/registertovote).

*xxiv. How to find out more*

- Further general information on neighbourhood planning is available on the following websites <https://www.gov.uk/government/get-involved/take-part/make-a-neighbourhood-plan> and [https://www.west-norfolk.gov.uk/info/20127/neighbourhood\\_plans](https://www.west-norfolk.gov.uk/info/20127/neighbourhood_plans)
- For queries about planning issues, please contact the Borough Council of King's Lynn and West Norfolk, Planning Policy on (01553) 616200. For queries about the Referendum and voting please contact Borough Council of King's Lynn and West Norfolk, Electoral Services on (01553) 616773 or e-mail: [register.electors@west-norfolk.gov.uk](mailto:register.electors@west-norfolk.gov.uk)

**HOLME-NEXT-THE-SEA**

**NEIGHBOURHOOD PLAN**

**PLAN PERIOD 2016-2036**

**DRAFT NEIGHBOURHOOD  
PLAN POST EXAMINATION  
VERSION**

**REGULATION 18**

# HOLME-NEXT-THE-SEA

## NEIGHBOURHOOD PLAN 2016-2036

### PART A: INTRODUCTION TO THE PLAN AND BACKGROUND TO THE PARISH



**DRAFT NEIGHBOURHOOD PLAN: Post Examination Version (Regulation 18)**

**January 2020**

## Foreword

Holme-next-the-Sea is a very special place with a wonderful environment, a small but active and cohesive community plus a thriving economy.

Although Holme is a small parish, it faces significant and complex challenges. Amongst these the resident population is coming under increasing pressure from external competition in the housing market, visitor pressure is mounting and our environment and property face threats from climate change and sea level rise. Increases in traffic, noise and falling biodiversity are all linked to these trends.

The Neighbourhood Plan provides a real opportunity to help to respond to these issues and for the whole community to develop a shared vision for the future. This means influencing the type and location of new development, how buildings should be laid out and what they should look like. It also means ensuring that our businesses can continue to thrive and that new people can join our community and become residents of our parish. It means protecting our precious natural environment, our green spaces and our historic assets and most of all it means that both we and future generations can continue to enjoy the exceptional quality of life that Holme has offered in the past. Looking to the future it is inevitable that Holme will change. The Plan must ensure that it changes in a way that suits the needs and aspirations of our community and prevents unwelcome and inappropriate change from being thrust upon us.

The Submission Plan represents the outcome of three year's work by a Parish Council Working Party. During that period an enormous amount of research has been carried out to inform the development of the Plan. We have consulted widely with stakeholders. All the advice and comments received throughout that time have been carefully considered and we believe that the Plan and the policies it contains are well balanced and grounded in solid evidence. Of particular importance, the policies have been designed to reflect the very specific circumstances pertaining to our parish and they closely reflect the feedback from our community as expressed through the NDP Questionnaire Survey and the consultation events held in 2017, 2018 and 2019.

The Plan has been subjected to independent examination and this Draft Plan reflects the outcome of that process. It is now being taken forward to referendum by the Borough Council and everybody on the electoral roll will be invited to vote. If more than 50% of those who vote support the plan it will be adopted and incorporated into the Local Development Framework for Kings Lynn and West Norfolk and the policies it contains will be used in the determination of planning applications.

The Plan could not have reached this stage without the fantastic support of our community. To all those of you who have given up your time to distribute leaflets, set up exhibitions, bake cakes and serve teas, attend consultation events, study large amounts of background material, answer questions and fill in long forms expressing your views – a very big Thank You!

Lynn Devereux

Chair, Holme-next-the-Sea Parish Council

## Acknowledgements

Creating a Neighbourhood Development Plan was first proposed at a lively and heavily attended meeting of Parishioners on 2 February, 2016. Getting the Plan to its current stage is the end result of coordinated efforts by the community and a wide range of contributions.

In no particular order thanks are due to all of the volunteers who have distributed flyers, helped set up consultation events, organised cakes and refreshments and attended meetings to provide ideas, constructive criticism and encouragement. Special thanks are due to Tony Foster for distributing information via the Village Information Network and for providing photographs from the village archives. Martin & Sally Crown and Robbie Burton also contributed historic maps, records and documents. Too many parishioners to mention have contributed local knowledge and understanding which has helped make the resulting plan relevant to the community, its history and its ideals.

Local organisations, businesses and individuals have also made a valuable contribution. The NOA and NWT have contributed their time, data, access to their land and field support to the NDP team. The late Peter Melchett of Courtyard Farm Trust provided advice and encouragement on conservation issues and Andrew Jamieson of Drove Orchards contributed ideas and helped to fill gaps in our local knowledge. Chris Witley and his team at the Witley Press have provided a sterling service printing and binding publicity and documents – often at very short notice but always with a smile. Hunstanton Town Councillor, Andrew Murray was a source of encouragement during the early stages, helping with ideas for the questionnaire survey and more recently, along with Sue Crump of Sedgford Parish Council, organised the loan of exhibition panels for our open days.

The community effort has been extensively supported by professionals from a wide range of organisations. Particular thanks go to Alan Gomm and Alex Fradley in the Borough Council's Planning Policy team. They have provided expert guidance and information and coordinated detailed and critical review of the proposed policies with their colleagues in Development Management. Nikki Patton, Karl Patterson, (Housing Strategy) and Richard Jermany (Shoreline Management Plan and flood risk) all provided advice and information for their specialist areas. Katie Evans has helped the Plan through the final stages, liaising with the Examiner and coordinating the process.

The team at Natural England in Norwich, including Tamara Rowson, Victoria Wight and Debbie Gosman helped develop our approach to formulating policies to protect and promote Holme's Natural Environment. Debbie in particular contributed practical support, many ideas and enthusiastic encouragement. This included written input to and feedback on evidence documents which has been extremely valuable.

The Norfolk Coast Partnership under the management of Estelle Hook, along with the Norfolk Rivers Trust (especially Ursula Juta) contributed support for water quality analysis. Together, they managed to find funding for a programme of water quality testing on the River Hun and Broadwater Lagoon.

Gary Watson at the Environment Agency gave advice and help in formulating our approach to climate change and the Shoreline Management Plan. Despite having very many Neighbourhood Plans on his patch, Stuart Patience at Anglian Water found time to read and provide constructive comment on our policies.

David White at Norfolk County Council (Environment Team) provided data, advice on footpaths and visitor pressure issues which influenced our thinking. Jack Davidson in the National Trails Team supplemented the data. Also at Norfolk County Council the NBIS team (Lizzy Oddy, Martin Horlock and Sam Neil) provided excellent support with extensive biodiversity records and advice while Tom Townsend (Norfolk Records Office) and Peter Watkins (Historic Environment Service) provided significant data and support on heritage matters. Charis Abraham at Historic England also provided data and helpful advice in this area.

Finally, a special word of thanks must go to our trusted professional advisor Richard High who throughout has acted as an enthusiastic sounding board for our ideas and whose support and expert guidance have contributed enormously to the end product.

### **Neighbourhood Plan Team**

Lynn Devereux (Chair, Parish Council)

Christina Jones (NDP Project Coordinator)

Gill Morley (Parishioner and former Parish Councillor)

Bob Bowman (Parishioner)

Bernard Devereux (Parishioner)



# CONTENTS

	Page
FOREWORD	
ACKNOWLEDGEMENTS	
1 INTRODUCTION	A-1
1.1 The planning context	A-1
1.2 Holme-next-the-Sea Neighbourhood Plan	A-2
1.3 The Evidence Base for the Neighbourhood Plan	A-3
1.4 Structure of this document	A-5
2 HOLME-NEXT-THE-SEA	A-6
2.1 About the Parish	A-6
2.2 Community profile	A-7
2.3 Housing in Holme-next-the-Sea	A-8
2.4 Economy	A-9
2.5 Heritage	A-12
2.6 Terrestrial environment and ecology	A-14
2.7 Water environment	A-16
2.8 Community facilities, recreation and transport	A-17
3 ISSUES AND OPPORTUNITIES FOR THE NEIGHBOURHOOD PLAN	A-18
3.1 Key issues	A-18
3.2 Imbalance in the resident population and housing stock	A-18
3.3 Visitor pressure and damage to the environment	A-19
3.4 Pollution and water quality	A-20
3.5 Climate change, coastal erosion and flood risk	A-20
3.6 Risk of tidal inundation	A-20
3.7 Dependency on the environment	A-22
3.8 Opportunities	A-22
3.9 Pointers to the way ahead	A-23

## 2 INTRODUCTION

### 2.1 The planning context

- 2.1.1 Neighbourhood Development Plans were introduced by the Government through the 2011 Localism Act. They signalled a new approach to planning that encourages local communities to play more of a role in shaping the future use and development of land in their own area. By developing a Neighbourhood Plan, even a very small parish such as Holme-next-the-Sea can map out a vision for its future and realise community objectives by formulating policies that reflect specific local circumstances and benefit from detailed local knowledge and understanding.
- 2.1.2 Neighbourhood Plans cannot block development. Having a Neighbourhood Plan does however mean influencing where new homes and other development should be built. This includes how development should be laid out, what buildings should look like and identifying and protecting the important environmental features, valued green spaces and other locally valued or historic assets. Once adopted the Plan forms part of the statutory planning framework and the policies and proposals it contains must be taken into account in the determination of planning applications.
- 2.1.3 All Neighbourhood Plans must satisfy a number of *Basic Conditions* set out in the Town and Country Planning Act 1990 which means that they:
- must have regard to national policies and advice contained in guidance issued by the Secretary of State, notably including the National Planning Policy Framework (NPPF)
  - must contribute to the achievement of sustainable development
  - must be in general conformity with the strategic policies in the development plan for the local area ie the Borough of Kings Lynn and West Norfolk in the case of Holme-next-the-Sea
  - must be compatible with human rights obligations
  - do not breach and are otherwise compatible with EU obligations including the following Directives - Strategic Environmental Assessment (SEA), Environmental Impact Assessment (EIA), the Conservation of Natural Habitats and of Wild Fauna (Habitats Directive) and the Conservation of Wild Birds (Wild Birds Directive)
- 2.1.4 The preparation of the Neighbourhood Plan has taken place against a backcloth of changes to relevant higher order plans and policy. It has been guided by The National Planning Policy Framework (NPPF) and the associated National Planning Practice Guidance (NPPG) published by the Ministry of Housing, Communities and Local Government (MHCLG) which towards the latter stages of preparation has undergone review (2018, 2019). In addition, as plans have been made to leave the European Union, which introduced and has controlled some of the most important levers of environmental policy, a 25 Year Environment Plan has been published by the Department for Environment, Food and Rural Affairs (DEFRA, January 2018). This is underpinned by Government's commitment to make ours the first generation to leave the natural environment in a better state than we found it.
- 2.1.5 The Neighbourhood Plan has also been prepared against the background of the ongoing review of the Kings Lynn and West Norfolk Local Plan (*the Borough Plan*). The adopted Borough Plan comprises two parts:
- The 2011 Core Strategy which provides the spatial planning framework for the development of the Borough up to 2026. This provides guidance on the scale and location of future

development and strategic policies covering the environment, employment, infrastructure, and housing.

- The 2016 Site Allocations and Development Management Policies Plan (*SADMP*) which provides detailed policies and guidance covering development management, development boundaries and site specific policies and allocations.

2.1.6 Many other plans influence the Parish. These include the Shoreline Management Plan and the East Inshore and East Offshore Marine Plans which overlap with the Neighbourhood Plan in the area of our beach between mean high and mean low water.

## **2.2 Holme-next-the-Sea Neighbourhood Plan**

2.2.1 The Parish Council (HNTSPC - *the Qualifying Body*) started to look into the possibility of developing a Neighbourhood Plan in 2015. The motivation came from concerns about the nature of changes that were taking place in the village and the mounting pressures on the resident community. These included the environmental impacts of what local people considered to be inappropriate development, the replacement of modest homes by top end properties beyond the reach of locals and retirees and what was perceived to be excessive growth in second homes. Linked to this, issues with the five year land supply in the Borough had led to unprecedented levels of speculative land acquisition for housing development and mobile holiday accommodation giving rise to uncertainty about the future and encouraging some residents to seek out a less-pressured home environment.

2.2.2 On the other side of the coin a Neighbourhood Plan was seen as an opportunity to have a bigger say in shaping the character of the built and natural environment, to get the type of houses wanted by local people in the right locations and, very importantly, to create a more sustainable future for the resident community and the parish environment as a whole.

2.2.3 Work on The Plan started in earnest in spring 2016. In consultation with the Borough Council, despite the complexities of the natural environment which might have argued for a more limited approach, it was decided to designate the whole of the parish as the Neighbourhood Area (see map). Following a six week consultation period during which much encouragement and no objections were received, the Parish of Holme-next-the-Sea was designated as a Neighbourhood Area (the Neighbourhood Area) with effect from 24 April 2016.

2.2.4 The period covered by the Plan extends over 20 years, from 2016 to 2036. The time horizon was chosen to coincide with the update to the Kings Lynn and West Norfolk Local Plan which has been in progress since 2016 and which will incorporate provisions for Neighbourhood Plans which are made prior to its adoption.

2.2.5 The Plan has been developed through extensive consultation with residents, second home owners, land owners, developers and business interests as well as statutory consultees and other organisations with an interest in the Parish.

2.2.6 Details of the consultations, including material presented and feedback received can be found on the Neighbourhood Plan website (<http://www.holme-next-the-sea-plan.co.uk>) along with downloadable reports which provide further background information and evidence to support the plan policies.



### Neighbourhood Area

## 2.3 The Evidence Base for the Neighbourhood Plan

- 2.3.1 Government’s guidance on preparing Neighbourhood Plans notes that whilst *“there is no ‘tick box’ list of evidence required for neighbourhood planning, ...proportionate, robust evidence should support the choices made and the approach taken”* (Paragraph: 040 Reference ID: 41-040-20160211, MHCLG Neighbourhood Planning Guidance).
- 2.3.2 A wide variety of evidence has been captured to support the development of the Plan. This includes information from the following official sources.
- Official statistics including Census and Valuation Office Agency data published by the Office of National Statistics (ONS)
  - Reports and data relating to the natural and historic environment supplied by statutory bodies including Natural England, Historic England and the Environment Agency
  - Map data and aerial photography supplied under licence from Ordnance Survey and aerial photography and lidar data from the Environment Agency / DEFRA

- Information and plans supplied by the Planning Policy and Housing Strategy teams of the Borough Council
- Data supplied by Norfolk County Council, notably GIS records extracted from the Norfolk Biodiversity Information System (NBIS) and the Historic Environment Record (NHER)), socio-economic and housing data from the Norfolk Insight database
- Information on visitor numbers drawn from counts and surveys commissioned jointly by the Borough and County Councils, the Norfolk Wildlife Trust and National Trails.

2.3.3 In addition to the above, further surveys were carried out by the NDP Team. These included:

- A buildings survey which recorded the main types and features of existing development
- A survey to help identify property ownership (see NDP Housing Report)
- A field survey to support the validation of a map specifically developed as the basis for understanding the complex pattern of land cover and landscape structure in the parish (see NDP Environment, Landscape and Biodiversity Report)
- An investigation of water quality supported by the Norfolk Coast Partnership and the Norfolk Rivers Trust, based on a seven month period of sampling in the River Hun and Broadwater Lagoon (see NDP Water Quality Report)

2.3.4 Empirical evidence of community views and preferences has been collected as part of the ongoing consultation process. This included two surveys covering residents, second and mobile holiday homeowners, landowners/developers and representatives of businesses and charity organisations operating within the Parish.



**Community consultation in the Village Hall (January 2017)**

2.3.5 The first of these, carried out in mid-May 2016 was designed to establish the wider views of the community about the parish both now and in the future, including likes and dislikes, role of the village, type of housing and the natural and cultural environment. A total of 206 completed questionnaire survey forms were returned representing a response rate of more than 40% of the total distributed to all houses, caravans and business addresses in the Parish. Details of the response, together with an overview (NDP Questionnaire Survey: Analysis and Overview of Findings, November 2016) can be found in a series of reports downloadable from the NDP website.

2.3.6 The second survey was carried out in January 2018 in conjunction with an exhibition which presented draft policies and proposed options for a small housing allocation. More than 80 people attended the event and 67 returned questionnaire forms that asked for views on the policies and preferences with respect to a housing allocation (see NDP Housing Report).

## 2.4 Structure of this document

2.4.1 The Neighbourhood Plan is divided into five parts as follows:

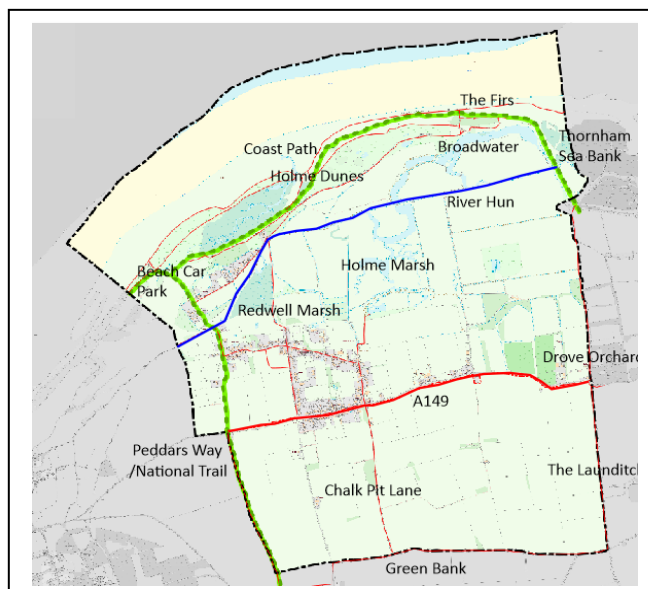
- **Part A – Introduction and Background to the Parish:** Following this introductory section, the remainder of Part A sets the scene by going on to describe the Neighbourhood Area and to examine the underlying changes that have been taking place. It concludes with a section summarising the issues and opportunities facing the Parish.
- **Part B - Policies:** Presents the Vision and Objectives followed by the policies which are organised into Area-Specific (Zoning) and Area-Wide (General, Economic, Social and Environmental). Each policy wording is preceded by a short statement describing its purpose and is followed by supporting text which provides background together with brief justification and references to key higher order policy.
- **Part C – Glossary:** Including a glossary of terms used in the Plan.
- **Part D – Maps:** Large scale documents for detailed use.
- **Part E – Appendix: Building Styles Sheet:** Photographic examples of typical AONB design features.

The Plan is supported by an Evidence Library which presents factual material in the form of reports which were used to inform its development and to justify the policies. These are referenced at relevant points in the text. Together with other supporting documentation (including details of the Neighbourhood Area Designation, Basic Conditions Statement, Consultation Statement, SEA Screening Report) they are available via the Neighbourhood Plan website (<http://www.holme-next-the-sea-plan.co.uk>).

### 3 HOLME-NEXT-THE-SEA

#### 3.1 About the Parish

- 3.1.1 The small village of Holme-next-the-Sea lies on the Norfolk coast some 30kms north of Kings Lynn and 5 kms north east of the seaside town of Hunstanton. Situated within the Borough of Kings Lynn and West Norfolk, the Parish falls entirely within the Norfolk Coast Area of Outstanding Natural Beauty (AONB).
- 3.1.2 In 2018 there were less than 220 people on the electoral register and even fewer full-time residents. Despite its small size however, Holme is by no means a simple place and understanding the parish is a good place to start building a plan for its future.
- 3.1.3 In the Domesday Book of 1086, Holme-next-the-Sea was referred to as 'Holm', a Scandinavian name meaning a *small island, dry ground or river meadow*. The name provides a clue to the Parish's watery connections and is thought to have been adopted by invaders from across the North Sea sometime after the Romans left Britain.
- 3.1.4 In the north of the parish lies Holme Beach backed by sand dunes and drained freshwater marshes. This area includes the National Nature Reserve of Holme Dunes and a large brackish lagoon known as Broadwater. The River Hun, a rare chalk stream fed by natural springs, flows through the marshes to reach the sea via a sluice at Thornham Sea Bank.
- 3.1.5 The village is located centre west, adjacent to and partly within the marshes. Elsewhere there are a number of more isolated houses, and farmland including traditional grazed pasture. The village is divided on the south side by the A149 coast road, bordered by a line of houses which draw a tight boundary with the countryside. Beyond this boundary the topography rises from around 10m above sea level to reach a 50m high ridge known as Green Bank which offers stupendous views across The Wash to Lincolnshire. To the east, close to the boundary with Thornham, lies Drove Orchards, a diversified farm business comprising a traditional farm shop plus a variety of retail, restaurant and tourism activities.



**Sketch map of Parish indicating the location of selected features**

- 3.1.6 More than two thousand years ago Holme clearly was a place of some importance and today it remains well known for its historic connections, particularly with the historic route known as the Peddar's Way. The route follows the line of a Roman Road which runs south from Holme, over the hill via the neighbouring parish of Ringstead to Castle Acre and eventually to

Suffolk. North of the village it passes through the marshes to meet the Norfolk Coast Path, forming an important link in the National Trail.

- 3.1.7 Holme's relationship with the Sea has always been an uneasy one – it is both asset and liability. The coast and the marshes contribute to an outstanding environment which supports a diverse array of Protected and Priority Species. This draws lovers of nature and wildlife and indeed underpins much of what goes on in the local economy. On the other side of the coin, the sea has brought destruction and misery to the parish's inhabitants, most recently in 2013 when the dunes were overtopped leading to flooding and damage to properties in the north of the village.
- 3.1.8 The first sea wall in Holme was raised in 1827 and improved some 40 years later, preventing the sea from invading the homes of its inhabitants. Today the village continues to depend on the sea defences for its survival but rising sea levels, climate change and coastal erosion pose new challenges for Holme's residents and their environment.

## 3.2 Community profile

- 3.2.1 Most of the information describing the socio-economic characteristics of the population today, and any underlying patterns or emerging trends, comes from the 2001 and 2011 Census Surveys. These are the only consistent and comprehensive source of published data on which to base a satisfactory analysis but there are some caveats on interpretation. Firstly, the survey is restricted to usually resident households (in the case of Holme this therefore excludes second home-owners) and secondly, the most recent data was collected in 2011 and change is ongoing.
- 3.2.2 Full details of the Census analysis carried out to inform the Neighbourhood Plan can be found in the NDP Report on the Socio-Economic Profile of the Neighbourhood Area. A summary of the key statistics is presented below.
- **Population:** In 2011 the Census recorded 239 people and 126 households normally resident in the Parish. The most striking feature revealed by the statistics is the huge fall in population between 2001 and 2011 (households -28%; all residents -26%).
  - **Household Size and Composition:** Average household size in 2011 was low at less than 2 and more than 80% of households contained fewer than 3 people, compared to 68% in the Borough and less than 65% in the Region. Only 10% included children.
  - **Age Structure:** More than 50% of the resident population was aged 60 or over in 2011, a 7% increase over 2001. The most marked feature of the age structure however is the lack of young people and the fall in the 25-44 year old group (-12%) between the two Census years.
  - **Economic Activity:** 38% of residents aged 16-64 are retired - almost twice the percentage for the Borough and two and a half times the figure for the Region. A particular feature of the economically active population is the very large proportion of self-employed residents, 18% in the Parish compared just over 10% in the Borough and the Region.
  - **Occupation:** In 2011, 24% of working residents in Holme were classed as having management roles. A further 20% gave their occupation as professional. The proportion of residents in these two categories is approximately double that in the Borough and Region.
  - **Employment Sectors:** By far the largest sector of employment for Holme's residents is the Wholesale & Retail trade (24% compared to 17% and 16% in the Borough and Region



respectively), followed by Health & Social Work (14%), Accommodation & Food Services (13%) and the Construction sector (9%).

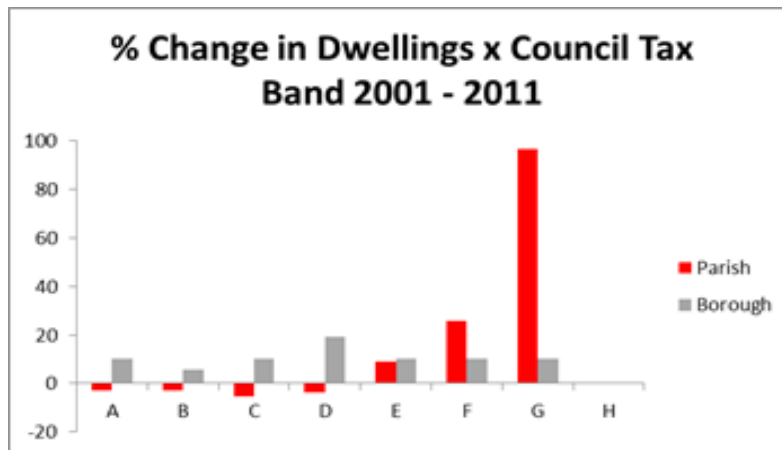
- **Place of Work:** An unusually large proportion of residents work mainly at or from home (14% compared to only 6% in both the Borough and the Region) - a good basis for sustainable development in a rural area that is poorly served by public transport.
- **Household Mobility:** Car availability is high in the Parish. In 2011, only 7% of households were recorded as having no access to a car or van and the overall proportion of 2+ car households in the parish (53%) is significantly greater than the comparable figures for the Borough and the Region (both c 39%).

### 3.3 Housing in Holme-next-the-Sea

3.3.1 Information on housing has been based on a combination of Census and VOA data, supplemented by local NDP surveys carried out in 2017-18. There are some definitional differences between sources but the emerging picture is consistent.

3.3.2 The main features are summarised below and details can be found in the NDP Report on Future Housing in Holme.

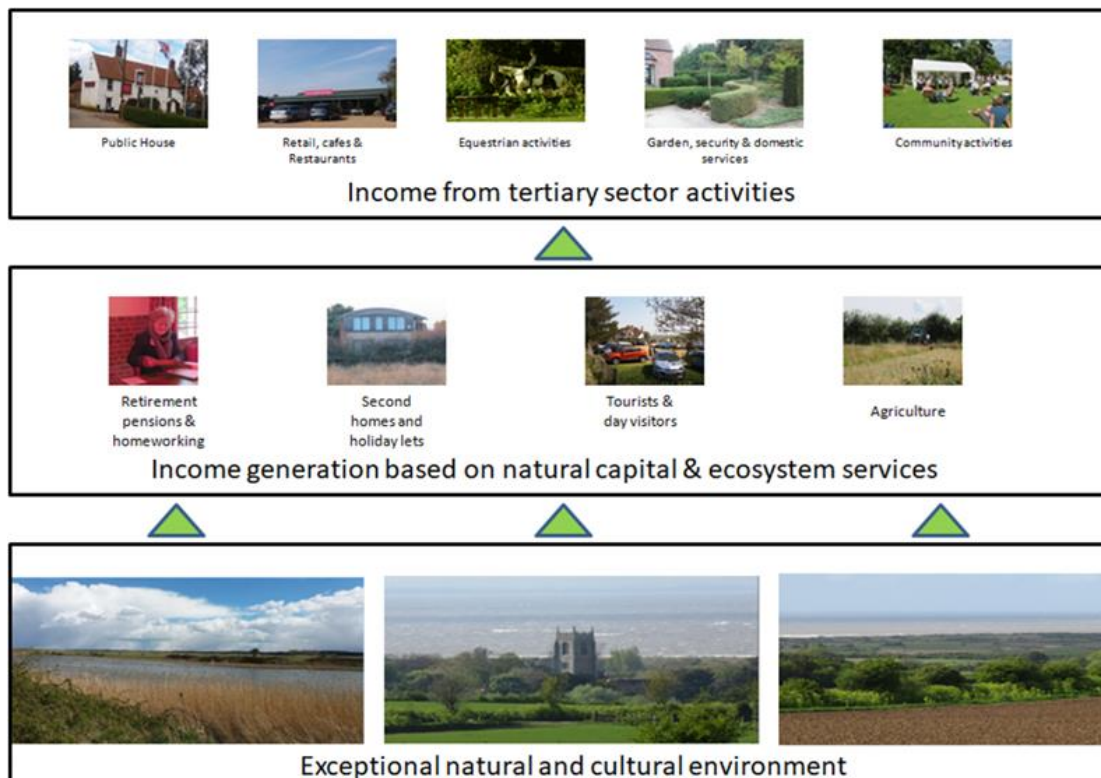
- **Housing Stock:** In terms of the *fixed housing stock* at the time of the 2011 Census, 69% of homes were of classed as detached house or bungalow, 17% as semi-detached and 13% as terraced. The Census counted some 275 “*permanent structures*” in the Parish in 2011.
- **Residence:** Adjusting the Census count for household spaces with at least one usual resident (126) indicates that 149 permanent structures were not usually occupied in 2011 (ie 55% of the parish housing stock, was in use as a second home, holiday let or empty). Surveys carried out for the NDP in 2017 and 2018 suggest that this figure has grown to more than 60% (see NDP Economy Report).
- **Household Tenure:** 90% of all normally resident households in the Parish are home-owners – an extremely large proportion.
- **Size of Dwelling:** More than 33% of residents’ homes have four or more bedrooms. In the Borough and the Region the comparable figure is only around 20%.
- **Changes in Permanent Dwelling Stock:** The composition of the dwelling stock in Holme is distinctly different from that of the Borough as a whole. Taking 2011, in Holme, less than 25% of dwellings fall within Council Tax Bands A and B and more than 25% fall in Bands F to H. In the Borough the comparable figures are 58% and 4% respectively. Differences in the pattern of changes through time are even more pronounced with the growth in Holme entirely within the higher Tax Bands (see Figure).



Changes in the housing stock – Holme vs Borough (Source: VOA)

### 3.4 Economy

- 3.4.1 Promoting a healthy economy is an essential element of achieving sustainable development and the NPPF sets out guidance for proactively encouraging sustainable economic growth.
- 3.4.2 At the time of the 2011 Census 42% of the resident population of Holme was employed. Just over half were working in sectors closely related to tourism and the elderly population where jobs generally are associated with low incomes. With some 52% of residents classed as retired it is clear however that Holme's main source of *income* does not revolve around the 'conventional' earnings model but rather one that relies on pensions and related investment earnings.
- 3.4.3 Another interesting feature of the economy is that the main activities which underpin the economic base all depend to a greater or lesser extent, either directly or indirectly on the natural environment which attracts retirees, second homeowners and property investors as well as visitors and the businesses which these support (see Figure below).
- 3.4.4 Income from pensions and investments makes a direct contribution to resident households. This plays the central role in the Parish economy, contributing to Council Tax, retail spend and purchase of household goods and services. Crucially, given the seasonal nature of the economy it provides a stable economic base throughout the year. Second homes (which account for over 50% of the parish's fixed housing stock) also contribute to the local economy and demand for employment, albeit at a lower level associated with frequency of visits.
- 3.4.5 In addition to around 135 mobile holiday homes located on five sites in the parish (some of which function like second homes), around 20% of the fixed parish housing stock is marketed as holiday lets. This accommodation generates substantial levels of seasonal income and again contributes to the local economy via Council Tax, spend in local shops, and support for service companies as well as general tourist spend. Income generation is likely to be higher than for second homes due to higher occupancies but equally, pressure placed on local services and the environment is much higher. Moreover, most of the rental income benefits more distant parts of the UK.
- 3.4.6 Unchecked growth in second homes and holiday lets may bring economic benefits in terms of increased income. However, the social and environmental costs would be very considerable - firstly in terms of damage to the viability of the *resident* community which has declined dramatically in the face of the associated competition in the housing market and secondly in terms of damage to the environment associated with increasing visitor pressure.



### **Conceptual overview of the Parish Economy highlighting the dependence of economic activity on the natural and cultural environment**

- 3.4.7 The parish is home to two significant visitor attractions that generate income: Holme Dunes National Nature Reserve managed by the Norfolk Wildlife Trust and Drove Orchards mixed retail and leisure development. The Dunes income stream is probably the largest in the Parish but despite this, the majority of the direct income generated is spent outside. Furthermore it comes at substantial cost to Holme. Of the estimated 100 000 visitors pa, 80% arrive by car (Norfolk Wildlife Services, 2012) via the narrow village roads and at busy times the NNR car park overflows leading to uncontrolled parking in the village. On top of this much of the direct costs of providing/maintaining verges, dog bins, footpaths, bus stops etc falls directly on the village community. Visitor pressure and associated environmental damage is a recognised issue at the Reserve which as early as 1995 was classified as a 'Red Zone' in the AONB Management Plan.
- 3.4.8 Historically agriculture drove the economy and although in real terms farm incomes have declined, agriculture still plays an important role in the economy by supporting a small number of employees and importantly by helping to maintain the quality of the AONB landscape. Increasingly however, agriculture is coming under pressure for speculative development aimed at the second homes market. This trend not only poses a threat to maintaining the best quality agricultural land but also to the AONB landscape and hence the attraction of the Parish as a visitor destination.
- 3.4.9 Income from retirement pensions, second homes, holiday lets, visitor spend and agriculture is clearly what drives the parish economy. There is virtually no secondary economic activity but a layer of tertiary activity has grown up which depends on these income streams and forms the basis for conventional and home-based employment in the Parish. This activity includes The White Horse Pub, Drove Orchards, equestrian activities, outdoor pursuits,

property services plus a variety of other income generating activities mainly based around home office and studio working.

- 3.4.10 The Government's 25 Year Environment Plan (2018) advocates a natural capital approach to planning, recognising the importance of the environment as a natural asset and contributor to the overall economy. This chimes with the analysis above which demonstrates that almost all economic activity in Holme depends on the parish's natural capital. The monetary value of the ecosystem services that this supports is obviously very significant and well above their inherent intrinsic value. This suggests that based on its natural capital, the Parish is punching well above its weight and for its size generates disproportionately large benefits for the region.
- 3.4.11 Although the special nature of the environment provides an economic opportunity it also embodies a threat: inappropriate development for short run economic gain will quickly damage the environment, making it a less attractive place and undermining its economic potential.
- 3.4.12 Easy to overlook but important to recognise are threats to the continued prosperity of the parish that are linked to its deteriorating environment. The Protected Sites, particularly within the National Nature Reserve are at or exceeding carrying capacity in terms of visitor numbers and there is evidence of serious damage arising from development pressure (see NDP Parish Economy plus Environment, Landscape and Biodiversity Reports). Continued development and failure to address the issue of visitor pressure has already begun to impact negatively on the ecosystem services delivered by the sites and this in turn will reduce attractiveness to both visitors and residents impacting negatively on economic well-being.
- 3.4.13 A second major threat is climate change and associated sea level rise. The planned response outlined in the Shoreline Management Plan (2010) is likely to result in 42% of the Parish reverting to salt marsh and inter-tidal zone. This threatens c. 80 properties and will have a 'major negative' impact on key features of the Protected Sites. Notwithstanding the Cost-Benefit Analysis of the SMP, the economic impact of its realisation would be immense with a direct negative impact on Holme's environmental capital and income
- 3.4.14 Downgrading of the dunes sea defence function to "Managed Re-alignment" (see below) already represents a step towards reducing the value of the Parish's environmental capital and as the SMP concedes, the loss of habitats would also have a major negative impact. Without effective compensation and resilience planning this would substantially undermine the ecosystem services that support Holme's economy. *Ecological Compensation* for the impacts of the SMP is already being provided by expansion of alternative freshwater wetland habitats. These are distant from the Parish however and it is clear that no planning has gone into the economic and social impacts on the local community whose amenity will be very significantly reduced.
- 3.4.15 Unless addressed the issue of Holme's weakening community will be compounded by accelerating environmental damage leading to economic decline. Short run economic gain could be achieved by giving way to mounting pressure for poorly controlled tourism development. Whilst benefitting businesses located largely beyond the Parish, this would damage Parish interests which depend on the environment as well as those of the broader community who value the related recreational opportunities and associated well-being benefits.
- 3.4.16 In keeping with the Governments 25 Year Environment Plan (2018), the NDP must ensure that the natural capital of the parish and the ecosystem services it supports are both protected and strengthened to ensure ongoing prosperity. Failure to protect will not only result in irretrievable damage to an environment of international significance but will also undermine

its substantial contribution to the local economy. There is a strong case for a *precautionary approach*. Further details of the natural capital and ecosystem services approach may be found in the NDP Report on the Parish Economy.

### 3.5 Heritage

- 3.5.1 Holme's heritage also lends itself well to a natural capital approach in which the associated assets can be combined into four groups: The Conservation Area, Listed and Important Unlisted Buildings, Archaeology, Drainage Systems and Flood Defences. These assets contribute a broad spectrum of ecosystem services of which four are identified as being of national importance in Natural England's Character Assessments for Holme: Sense of Place/Inspiration, Sense of History, Recreation & Leisure and Biodiversity. These ecosystem services are important to the local economy and it is clear from the NDP consultation responses that they explain the considerable value that residents and second homeowners attach to parish heritage.
- 3.5.2 The Conservation Area stretches around the central part of the parish from Westgate in the north-west, eastwards via Kirkgate and then north via Eastgate to Main Road. Much of its character stems from the form of the settlement and use of locally found building materials including chalk and flint. However, the wealth of mature trees and hedgerows are a distinguishing green feature of the village which sets it apart from its coastal neighbours. The tightly defined boundary with the AONB countryside, punctuating green spaces and traditional grazing pasture all contribute to the character and feel of the place.
- 3.5.3 Including Grade I listed St Mary's Church, there are eight listed buildings within the Conservation Area and many "important unlisted buildings" which both singly and in groups play a key role in shaping its character.
- 3.5.4 The parish benefits from a wealth of fascinating archaeology, some of the best known and earliest being its rare Bronze Age timber circles which date back 4000 years and the Peddars Way (now part of the National Trail) which can be traced back more than 2000 years to Roman times. There have however been many earlier prehistoric finds across the parish and it is thought that a trackway along the boundary with neighbouring Ringstead coincides with a prehistoric ridgeway.
- 3.5.5 The Peddars Way is the first real evidence of a communications link between Holme and other places. It is of strategic significance by virtue of its length, the places it links in East Anglia and the fact it may have terminated in a port with a ferry across the Wash to Lincolnshire.
- 3.5.6 Examination of historic maps in conjunction with recently released Environment Agency lidar data indicates that the influence of the Romans on Holme's development has been substantial. Of particular importance, there is evidence that the first formal planning exercise for Holme was undertaken in Roman times and this explains the organisation of the parish landscape, including its distinctive rectangular configuration of roads and tracks as well as the associated form of the settlement.
- 3.5.7 That this pattern has survived is remarkable. Centuriation, a process of land compartmentalisation based on a rectangular network of roads is rare in the UK having largely been overwritten by village expansion plans involving infilling of punctuating green spaces and backland development. It has shaped the evolution of the settlement and its five-fold legacy is the organisation and structure of today's rich and distinctive parish landscape:
- A grid-based pattern of roads forming the basic building blocks of the landscape
  - The open form of village development with a linear though not repetitively regular arrangement of buildings facing village streets

- A pattern of punctuating green, open spaces which are too small for modern arable cropping and have survived as traditional grazed grassland
  - Relatively small fields with many good quality hedgerows and copses that support a rich diversity of wildlife – especially birds
  - An excellent network of tracks, byways and paths offering a rich variety of attractive walks many of which present opportunities to re-connect to the historic landscape and help dissipate pressure on the Protected Sites.
- 3.5.8 Less is known about the parish through Anglo Saxon times and the Dark Ages though the discovery of a significant complex of fish traps on the beach indicates that Holme probably continued to spread eastwards along the fringe of the marshes remaining a small farming and fishing community. Following the Norman Conquest Holme was sufficiently established to be included in the Domesday Book in 1086 as a small community with 1.5 plough shares.
- 3.5.9 By the 16th century the village had started to expand southwards along Eastgate and west along Main Road, a pattern evidenced by surviving areas of ridge and furrow which suggest many years of a stable farming pattern based on open field systems.
- 3.5.10 In modern times two world wars have left their scars in fortifications along the coast. By 1928 the extent of the village was not dissimilar to that of 1798 but by 1939 growth had started to spread along Main Road and during the 1960's and 70's houses were built along the east side of the Peddars Way completing the characteristic layout of the village we know today. In the intervening period infill between existing houses has continued – latterly reinforced by Local Plan policies. Community views make it clear that this pattern should continue as the basis for organic growth.
- 3.5.11 The pattern of settlement is rare but has stood the test of time. Despite its historic origins it continues to provide a functional basis for accommodating growth, maintaining a sense of openness plus an attractive street scene and avoiding the problems associated with back-land development. It is valued by parishioners and compatible with Local Plan policy.
- 3.5.12 The sea defences and associated drainage works in Holme are of major significance in terms of the Parish's historic and cultural heritage as well as its security. They represent vision, toil, and investment by the local community over a period of several hundred years. Today they protect over 40% of the Parish, along with some 80 houses, from tidal inundation. They have enabled the creation of fresh water grazing marshes which provide a source of agricultural income and employment and also maintain an internationally important environment which is protected under the Birds and Habitats Directives.
- 3.5.13 During the 19th century several sea defence banks were constructed as part of the works to create freshwater grazing marshes and in 1860 efforts were made to reclaim the entire salt marsh north of Holme by constructing Thornham Sea Bank on which the parish continues to depend today for its protection from the sea.
- 3.5.14 The significance of this aspect of Holme's heritage cannot be overstated. Its management represents a major challenge to the NDP against the background of rising sea levels and the EA's Shoreline Management Plan (2010) which designates the northern dunes as 'managed realignment'. With ongoing coastal erosion and a substantial area of the parish at risk from tidal inundation there is a considerable threat to many of Holme's heritage assets and the associated ecosystem services which are so important to the local economy.
- 3.5.15 Holme's distinctive heritage assets define the character, sense of place and sense of history that deliver nationally important ecosystem services. From the consultations carried out to inform the development of the Neighbourhood Plan, it is clear that parishioners attach a great

deal of importance to the historic aspects of their environment and feel fortunate to have access to such a rich and tangible heritage. This should be conserved for the benefit of future generations and opportunities should be sought to improve the parish's connections with its heritage, particularly by (re)connecting archaeological features in the AONB landscape with the historic route network.

### 3.6 Terrestrial environment and ecology

- 3.6.1 Measured by any standards the Parish has an exceptional landscape, unusually high levels of biodiversity and remarkable wildlife. Its location, on the north east corner of the Wash facing the continent, makes it a key landfall site for migrating birds and it is recognised as a vital node in the Natura 2000 Network.
- 3.6.2 Not surprisingly, this environment is heavily protected and within the Parish there is an exceptionally large number of environmental designations. With 42% of Holme protected under International, EU and National law it is important to appreciate the significance of these designations and ensure that the Neighbourhood Plan is in harmony with the objectives of the legislation.
- 3.6.3 Whilst other settlements along the Norfolk Coast also have close proximity to designated sites, Holme is relatively unusual because the form of the settlement is such that its northern extremity (Broadwater Road) is almost surrounded by European Protected Sites and the northern boundary of properties along Westgate and Kirkgate share boundaries with them.
- 3.6.4 The sites summarised below (which overlap to some extent ) have been officially *designated* or *defined* for conservation purposes (% coverage of the Neighbourhood Area is given in brackets). Details can be found in the NDP Environment Designations Report.
- **North Norfolk Coast Ramsar Site** (international significance, 42%): Includes key habitats (intertidal mudflats, beach/shingle ridges, dunes, salt marshes, grazing marshes and brackish lagoons) supporting a wide variety of Protected and Priority Species.
  - **North Norfolk Site of Special Scientific Interest - SSSI** (national significance, 42%): Conservation objectives are set by Natural England. Of relevance to the NDP, the SSSI is surrounded by 'SSSI Impact Zones' where development may be judged to threaten conservation status.
  - **North Norfolk Coast Special Area of Conservation - SAC** (European significance, 34%): Designation aims to ensure a coherent network of habitats for all species, but migrating birds are a key feature of the rationale. Damage to nodes or links in the chain of sites holds the potential to have a major impact on migrating species.
  - **North Norfolk Coast Special Protection Area - SPA** (European significance, 41%): Protects migratory and threatened bird species. The single, biggest reason for damage to bird populations is development-related habitat fragmentation which is compounded by loss of hedgerows and woodland, traffic, intensive farming using agro-chemicals and use of pesticides.
  - **Norfolk Coast Area of Outstanding Natural Beauty - AONB** (national significance, 100%): The main purpose of the designation is to conserve the natural beauty of the area's landscapes with special reference to landscape character, biodiversity, geodiversity and the historic and cultural environment. Issues identified as needing attention and management in the area around Holme are the impact of sea level rise and climate change alongside increasing recreational pressure from visitors and development. NPPF (para 172) indicates that for planning purposes AONBs have the same status as National Parks.

Under the Countryside and Rights of Way Act, 2000 (CRoW) ‘relevant authorities’ (including Parish Councils) have a ‘duty of regard’ to conserving and enhancing their natural beauty.

- **North Norfolk Heritage Coast** (national significance, 60%): The role of Heritage Coasts is to conserve, protect and enhance the natural beauty of the coastline; the terrestrial, coastal and marine flora and fauna; and its heritage features. The remit also extends to promoting public enjoyment of the coast and conservation of its appearance/quality.
- **Holme Dunes National Nature Reserve** (national significance): The reserve includes some of the country’s most important habitats and wildlife areas which enjoy the highest level of conservation protection under UK law. The remit is complex and extends to supporting wildlife, conservation, research and tourism. Holme Dunes is managed by the Norfolk Wildlife Trust (NWT) and is also home to the Norfolk Ornithologists Association which operates the Holme Bird Observatory.

### 3.7 Water environment

3.7.1 Reference was made earlier to Holme’s watery connections and these lead to a further set of environmental designations and definitions which are described below.

3.7.2 **East Coast Shoreline Management Plan - SMP:** The non-statutory SMP incorporates a strategy for managing risk from coastal erosion and flooding subject to technical feasibility and funding. It divides the coast into ‘Super Frontages’ and Policy Development Zones (PDZs) and covers three ‘Epochs’ representing the short (2010-2025), medium (2026-2055) and long term (2056 -2105). It sets out policy options including *Hold the Line* (maintain existing defences), *Advance the Line* (build new defences), *Managed Realignment* (enable the shoreline to adjust to a more natural shape with less or no reliance on man-made defences) and *No Active Intervention* (let nature take its course).

3.7.3 Holme Dunes was changed to Managed Realignment in 2010. The first two epochs are directly relevant to the Neighbourhood Plan period. The third, because of its potential consequences (see Issues section below) calls for a precautionary planning approach in preparation for events beyond the Plan period (see Table).

Policy Development Zone	Epoch 1 Now To 2025	Epoch 2 2026 - 2055	Epoch 3 2056 - 2105
PDZ1a – Old Hunstanton Dunes	Hold the Line	Managed Realignment	Managed Realignment
PDZ1b – Holme Dunes	Managed Realignment	Managed Realignment	Managed Realignment
PDZ1c – Thornham Sea Bank	Hold the Line	Hold the Line	Hold the Line or Managed Realignment

#### Policy Options affecting Holme-next-the-Sea in the Shoreline Management Plan (2010)

3.7.4 **The Wash and North Norfolk Coast European Marine Site - EMS** (European significance) This site effectively draws together a number of SPAs, SACs and SSSIs in and around the Wash to provide the area with protection under the relevant European Habitats and Birds Directives. The EMS focuses on their qualifying features in relation to specifically offshore, marine activities.



- 3.7.5 **Flood Risk Zones** (local significance): A significant part of Holme is in *Flood Zone 3* where there is a high risk from flooding in any year ie 1 chance in 100 or greater from rivers or 1 chance in 200 or greater from the sea (assuming no flood defences). A further area on the margins lies in Flood Zone 2 which covers areas that would be affected by an extreme flood event happening with between 1 in 100 and 1 in 1000 chance of in any year.
- 3.7.6 Climate change is expected to cause rises in sea level of 4 to 8mm per year between now and 2055 (ie 8 to 16 cm in the NDP period) and this will have a number of impacts in Holme including increasing the risk of flooding in zones described above. Furthermore, climate change is also expected to bring about an increasing number of extreme weather events which will increase risk in vulnerable areas still further.
- 3.7.7 **Nitrate Vulnerable Zones** (local significance). Covered by the EU Nitrates Directive and the broader Water Framework Directive this designation aims to prevent pollution of surface and ground water by Nitrates. Within these zones limits are placed on the use and storage of those fertilizers which are the main source of water pollution by nitrates. Excepting the immediate coastal zone all of Holme is a Nitrate Vulnerable Zone because the underlying ground water is susceptible to Nitrate pollution. In parts it may be abstracted for drinking water and it also feeds freshwater springs and the River Hun which have the capacity to pollute the environmentally sensitive protected sites along the North Norfolk Coast.
- 3.7.8 **The River Hun Catchment** (local significance). The Parish lies entirely within the catchment of the River Hun – one of a number of internationally rare chalk streams in Norfolk and a Priority Habitat for conservation under Section 41 of the NERC Act. A catchment plan for the Hun has been produced by the Norfolk Rivers Trust in collaboration with the Environment Agency ([https://norfolkriverstrust.org/wp-content/uploads/2019/02/River\\_Hun\\_CatchmentPlanOnlineCopy.pdf](https://norfolkriverstrust.org/wp-content/uploads/2019/02/River_Hun_CatchmentPlanOnlineCopy.pdf)) and this recognises the need for improvements to a catchment that supports internationally recognised wildlife conservation sites. NDP research carried out with the Norfolk Rivers Trust has highlighted significant additional problems associated with water quality. There is a clear need for future work on the catchment which might be carried forward under the auspices of the North & North West Norfolk Catchment Partnership. The NDP team has worked very closely with the Norfolk Rivers Trust to help develop HNTS 24 Water Resource Management Policy that applies to the Hun and its catchment.

### **3.8 Community facilities, recreation and transport**

- 3.8.1 There is a limited range of community infrastructure within Holme village: St Mary's Church, the Village Hall and The White Horse public house. In addition there are a number of green spaces which offer opportunities for quiet recreation, including Park Piece, purchased by the Parish Council some years ago and in part maintained in a semi-natural condition to encourage wildlife.
- 3.8.2 Around 1km to the east of the village, Drove Orchards offers a surprising number restaurants and retail outlets. The site is accessible only by road from Holme and in response to the Neighbourhood Plan Survey there were a number of suggestions and requests for a footpath/cycleway to improve access from the village.
- 3.8.3 There is an hourly coastal bus service providing a link to Hunstanton some 5km to the west and Wells-next-the-Sea, 20km to the east. Both provide a range of services including shopping, public library and health care. There is however no public transport serving the Reserves or the beach and as all of the publicly available car parking space lies to the north of the village this means that the 80% of visitors arriving by car must pass through the narrow village roads and tracks.

## 4 ISSUES AND OPPORTUNITIES FOR THE NEIGHBOURHOOD PLAN

### 4.1 Key issues

4.1.1 The background research carried out for the Plan, together with feedback received from the NDP consultations, has highlighted (and confirmed) a number of inter-related problems and issues facing the Parish, both now and in the future. Not all of these can be dealt with by the Neighbourhood Plan but many can be taken on board and addressed by NDP policies.

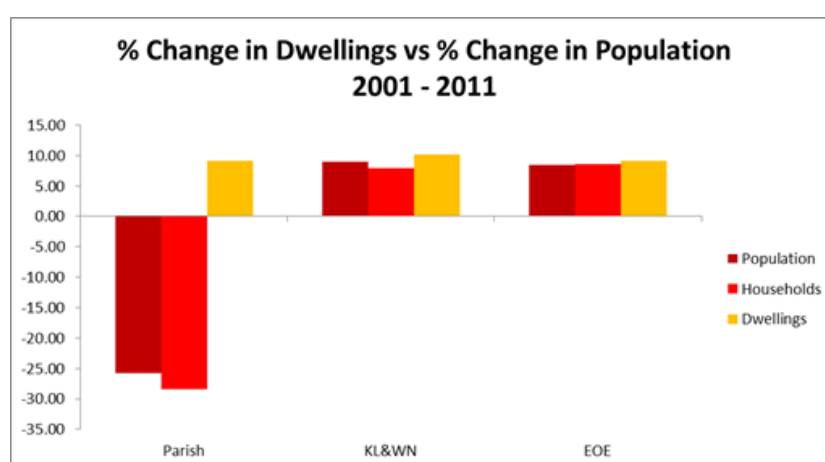
### 4.2 Imbalance in the resident population and housing stock

4.2.1 There is growing imbalance in the population and housing stock evidenced by the following:

- A decline in resident population (-26%) and households (-28%) between 2001-2011
- A reduction in the 25-44 year olds group (-12%) and an increase in the 60+ group (+7%)
- A majority of the fixed housing stock (55%) in use as a second or holiday home (or empty)
- A disproportionately large element of mobile holiday accommodation (greater than the number of homes with at least one usual resident)
- A mismatch between housing stock and household size (75% dwellings have three or more bedrooms, 83% of households consist of two or fewer people)
- An imbalance in the housing supply reinforced by growth in the higher Council Tax Bands

4.2.2 It is important to note that despite a 28% reduction in resident households between the Census periods, there was a growth in the overall dwelling stock of almost 10%. This reinforces the point that residents are being excluded from the housing market - the growing imbalance in the housing stock and a housing market driven by external demand is restricting the opportunities for young people and intending retirees to enter the market.

4.2.3 The trend is in stark contrast to that experienced throughout the Borough or the Eastern Region as shown in the Figure below. It is weakening the resident population and undermining the social cohesion of the community as a whole. As retirement incomes provide an important source of stability in a seasonal economy it also has implications for the economic performance of the Parish.



### Imbalance between resident population and housing (Holme of the Borough and Region)

Source: Census and Valuation Office data, 2001 – 2011 (ONS)

### 4.3 Visitor pressure and damage to the environment

- 4.3.1 Visitor pressure and associated environmental damage is a recognised issue in the Parish, notably in relation to the Protected Sites.
- As early as 1995 Holme Dunes was classified by The Norfolk Coast Partnership as a 'Red Zone' (AONB Management Plan, 1995) where *'fragile habitats'* of *'almost wholly international importance'* were under *'considerable visitor pressure'*. NCP guidance indicated that the Site should not be promoted and that car parking should be reduced on-site and nearby.
  - In 2012, Norfolk Wildlife Services highlighted the very sensitive nature of Holme Dunes in terms of its ecology based on a narrow consideration of impacts on the *Qualifying Features* of the Protected Sites (NWS Review of Visitor Pressure, 2012).
  - In 2015, the EIP for the SADMP raised concerns about possible recreational pressures associated with new housing allocations. A package of measures to mitigate potential impacts on the Natura 2000 sites was subsequently agreed (see SADMP Policy DM19) and as part of this The West Norfolk Habitats Monitoring & Mitigation Fund was established. The fund covers impacts on Holme Dunes but is not designed to mitigate for the much greater effects of general tourism-related pressures.
  - More recently Natural England has published the results of its investigation into the State of the North Norfolk Coast (2018/19). Against a background of declining biodiversity UK-wide, this provides important new evidence of declines and damage to the County's Protected Sites including specific evidence relating to Holme Dunes (habitats and wildlife) consistent with the findings of the NDP Team's research (NDP Environment, Landscape and Biodiversity Report). Natural England has concluded that the environment and the ecosystem services which it delivers are facing growing challenges and conflict and warns that if we do not act to manage the impacts effectively, it is not just the natural environment that will have a poor outcome, but also the people who live within and visit it.
- 4.3.2 In response to the NDP Questionnaire Survey, 85% of respondents considered it very important to adopt a positive approach to managing local habitats and wildlife. 78% considered it very important to adopt a positive approach to managing the landscape. Lack of planning control over biodiversity impacts, improvements to The Hun and associated habitats and proposals for Green Corridors were all raised as specific issues to be addressed by the NDP.
- 4.3.3 Visitor pressure is also linked to a broader range of negative environmental impacts, notably including traffic and various kinds of pollution. Given the lack of consistent and comprehensive data describing visitor numbers, it is difficult to isolate these from impacts due to changes in background levels of growth. It is however clear that the situation today is significantly worse than it was 20 years ago.
- 4.3.4 In recent years traffic conflict in particular has grown. During the peak tourist season when the Reserve car parks fill, the NWT has been forced to close the narrow access track to The Firs Visitor Centre, leading to further traffic conflict and uncontrolled, overspill parking in the village.
- 4.3.5 Damage to verges and residents' properties as a result of uncontrolled and inconsiderate parking is a recurrent source of complaint and there are growing concerns for the safety of pedestrians and other road users who share the narrow village roads. These traffic problems will continue to grow as an issue for the Parish (especially the village) unless they are addressed more effectively than they have been to date.

#### **4.4 Pollution and water quality**

- 4.4.1 Pollution and water quality have become a particular issue for the Parish. In principle Holme's underlying chalk geology should lead to excellent quality water draining into the marshes and the River Hun. Water in the river, local drainage ditches and the coastal lagoons is however heavily polluted with nitrates and phosphates (see NDP Water Quality Report) related to a diffuse range of sources including farming practices and the sewerage system.
- 4.4.2 Broadwater Lagoon, a qualifying feature for the North Norfolk SAC has recently exhibited a persistent algal bloom due to excessively high levels of phosphorous and the Hun itself suffers from Nitrate levels that are well above Water Framework Directive standards. These once thriving water bodies are now virtually devoid of aquatic life.

#### **4.5 Climate change, coastal erosion and flood risk**

- 4.5.1 Given that much of the Parish lies in Environment Agency Flood Zones 2 and 3 and also that climate change is expected to accelerate associated rises in sea level, the risks posed by coastal erosion and tidal flooding in Holme are anticipated to increase over the Plan period.
- 4.5.2 Flash flooding is also a concern in parts of the Parish. The east-west escarpment which forms Holme's most prominent geological feature is dissected by dry valleys which run from south to north and during extreme rainfall events these valleys can carry significant volumes of flood water down into the lower lying parts of the village. Again this problem is likely to increase as climate change progresses.
- 4.5.3 The National Planning Policy Framework aims to discourage most types of development in Flood Risk Zones requiring that a 'sequential test' and/or an 'exception test' must be passed before development can take place. Minimising flood risk to the community and property and managing surface water run-off are clearly high priorities for the NDP (see NDP Environment, Landscape and Biodiversity Report).

#### **4.6 Risk of tidal inundation**

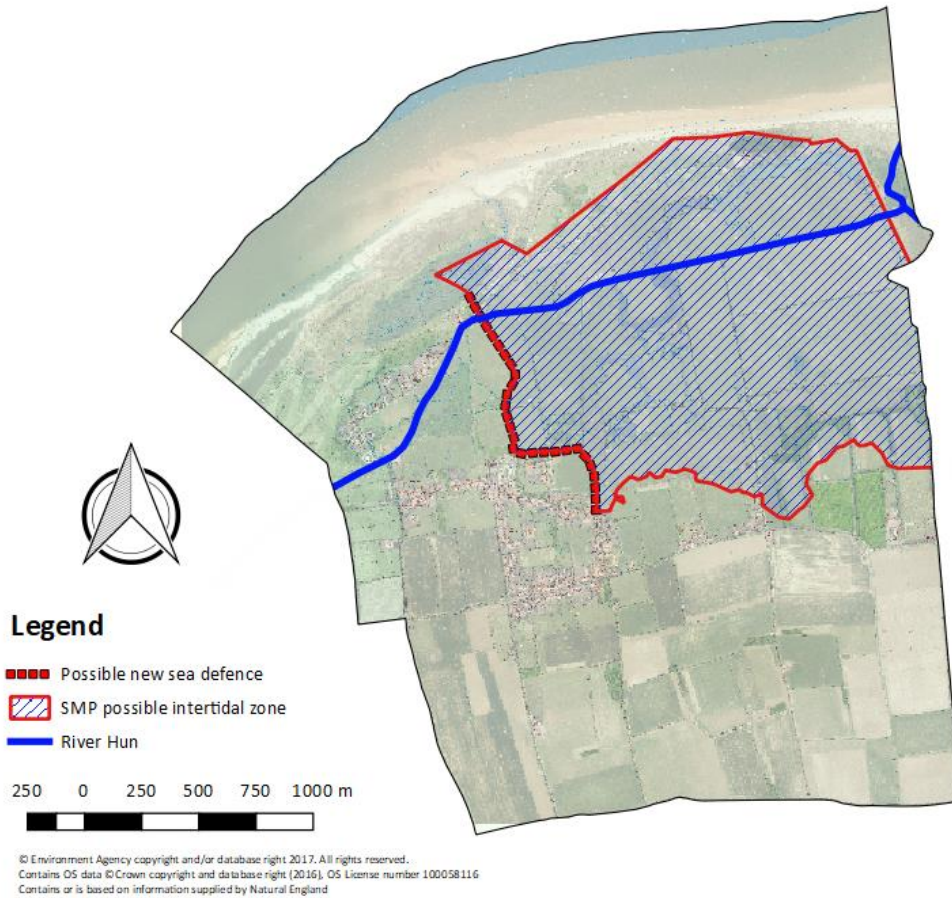
- 4.6.1 If anyone living in Holme had become complacent about the risk of tidal flooding, the December 2013 floods provided a wake-up call. The overtopping of the dunes just inside The Firs approach road and the inundation of Lavender Marsh resulted in flooding and damage to properties on Beach Road and Broadwater Road (which was cut off) and the retreating waters deposited debris and silty deposits in their wake.

Based on discussions with the Environment Agency (February 2017) it is understood that the *intention behind* the SMP policies is to ensure ongoing maintenance and protection of Thornham Sea Wall in the medium term (Epochs 1 and 2) and to review the situation towards the end of Epoch 2. The dunes (also critical to the ongoing defence of Holme) will be maintained but there is no funding available to improve their defence function to cope with sea level rise. The policy is subject to funding and technical feasibility.

- 4.6.2 Currently there is a budget to cover recurrent costs of maintenance but finance may not be available to cover the costs of any major capital investment. Current funding arrangements may change in the future but with sea level rising and no capital pot to fund improved defences to match, the threat is very real.
- 4.6.3 There is significant uncertainty about what will actually happen in the event that the Sea Defences fail but more than 40% of the land area of the Parish could be affected by tidal inundation.
- 4.6.4 Responding to the threat posed to property is clearly of paramount importance when planning for the future. There would however be further stings in the tail of a tidal inundation.

# SHORELINE MANAGEMENT PLAN

## INDICATIVE INTERTIDAL ZONE



4.6.5 Firstly, according to the Strategic Environmental Assessment (Addendum) of the SMP, these changes will have a major negative effect on the European Protected Sites, turning Broadwater Lagoon plus a significant area of grazing marsh, into saline intertidal mudflats/marsh. This would impact negatively on a significant number of qualifying species that depend on these and other habitats that would be affected.

4.6.6 Secondly, there would be a very significant loss of amenity for both residents and visitors with potentially serious consequences for the local economy. The Habitats Directive (92/43/EEC) and the Birds Directive (2009/147/EC) require that mitigation and compensation measures be put in place for any action that would damage the qualifying features of the Protected Sites. Creation of similar, replacement habitat elsewhere might meet this compensation requirement – but it would certainly not address the huge economic and social impact on the Parish of Holme (see NDP Parish Economy report). Assuming appropriate habitat could be created, planning and implementation would need to begin now to give any certainty of success.

## 4.7 Dependency on the environment

4.7.1 The fact that the local economy is driven by the natural environment is not in itself an issue. However In terms of sustainable development the evidence suggests that the Parish has reached the limit of its carrying capacity in terms of further expansion of second homes,

holiday lets (including caravan accommodation) and visitor numbers/activities (see NDP Economy Report).

- 4.7.2 Whilst income currently being generated by these activities is important and must be protected, further growth is not only likely to damage the community but is also likely to lead to damage to the environment, both directly due to excessive visitor pressure on the Protected Sites and indirectly due to associated traffic growth and parking issues in the Sites as well as in Holme village.
- 4.7.3 The balance needs to be restored with a larger proportion of external costs being met and more of the income generated being returned for re-investment aimed at improving the Environmental Capital and the welfare of the local community.

## **4.8 Opportunities**

- 4.8.1 Many of the issues described above were raised by parishioners at the various stages of the Neighbourhood Plan Consultation, notably in response to the free text questions in the Questionnaire Survey and in response to a poster at the January 2017 exhibition inviting people to identify the Strengths, Weaknesses, Opportunities and Threats in the Parish (see Consultation Area on website)
- 4.8.2 In addition there were many ideas and suggestions for opportunities that could be promoted. These are too numerous to list here (see Consultation Feedback posters on NDP website) but revolved around a number of common themes:
- Improving development control – including re-instating a boundary to prevent the spread of development and provide greater certainty for the future
  - Building a stronger community by introducing controls on the size and occupancy of new homes and replacement dwellings
  - Investigating sites for new homes including land owned by the Parish
  - Building new car parking facilities, traffic calming schemes
  - Exploiting the environment – through the AONB setting, green corridors for their amenity and wildlife value, improvements to The Hun and ecosystem services, Dark Skies initiative
  - Protecting and exploiting views – particularly those linked to heritage and landscape features, especially views of Grade 1 Listed St Mary's Church, across the marshes and from the footpaths across the southern slopes / Green Bank towards the sea and the village
  - Improving and extending the footpath network - especially to provide access to Thornham / Drove Orchards and The Peddars Way / National Trail towards Old Hunstanton
  - Improving and promoting new community facilities - Park Piece, a new village hall, a village shop

## **4.9 Pointers to the way ahead**

- 4.9.1 If the Parish is to have a sustainable future, it is clear that the issues discussed above will, where possible, need to be addressed through the Neighbourhood Plan. Some of these will require a long term view of where we want to be in the future – looking beyond the horizon of the current Neighbourhood Plan.
- 4.9.2 On the other side of the coin the opportunities need to be grasped now and in doing this it should be possible to address, or at least start to address some of the more serious issues. This has been a key consideration in drafting the Vision, Objectives and policies set out in Part B of the Plan.



# HOLME-NEXT-THE-SEA

## NEIGHBOURHOOD PLAN 2016-2036

### PART B: THE POLICIES



**DRAFT NEIGHBOURHOOD PLAN: Post Examination Version (Regulation 18)**

**January 2020**

# CONTENTS

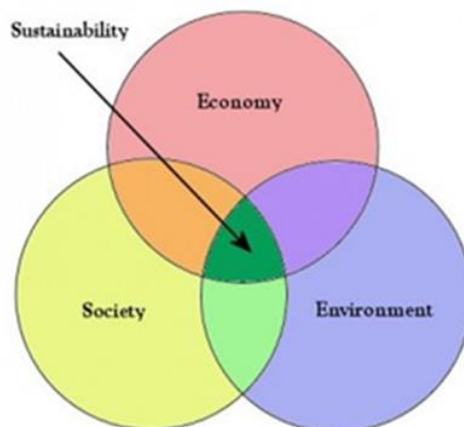
	Page
<b>1. VISION, OBJECTIVES AND APPROACH</b>	<b>B-1</b>
1.1 Sustainable development - the underpinning principle	B-1
1.2 The Vision	B-1
1.3 Neighbourhood Plan Objectives	B-2
1.4 Guiding approach	B-3
<b>2. INTRODUCTION TO THE POLICIES</b>	<b>B-5</b>
<b>3. POLICY HNTS 1: Principle of sustainable development</b>	<b>B-11</b>
<b>4. POLICY HNTS 2: Holme Village Zone</b>	<b>B-14</b>
<b>5. POLICY HNTS 3: Protected Sites</b>	<b>B-16</b>
<b>6. POLICY HNTS 4: Adaptation and Resilience Zone</b>	<b>B-18</b>
<b>7. POLICY HNTS 5: Countryside Zone</b>	<b>B-21</b>
<b>8. POLICY HNTS 6: Drove Orchards</b>	<b>B-23</b>
<b>9. POLICY HNTS 7: Natural capital and ecosystem services</b>	<b>B-26</b>
<b>10. POLICY HNTS 8: Sustainable travel and tourism</b>	<b>B-29</b>
<b>11. POLICY HNTS 9: Touring and permanent holiday accommodation</b>	<b>B-32</b>
<b>12. POLICY HNTS 10: Overall form and pattern of settlement</b>	<b>B-35</b>
<b>13. POLICY HNTS 11: Street scene, character and residential environment</b>	<b>B-37</b>
<b>14. POLICY HNTS 12: Conservation Area</b>	<b>B-40</b>
<b>15. POLICY HNTS 13: Heritage Assets</b>	<b>B-43</b>
<b>16. POLICY HNTS 14: New homes</b>	<b>B-46</b>
<b>17. POLICY HNTS 15: Site allocation at Eastgate Barn</b>	<b>B-48</b>
<b>18. POLICY HNTS 16: Replacement dwellings</b>	<b>B-51</b>
<b>19. POLICY HNTS 17: Extensions, annexes and outbuildings</b>	<b>B-53</b>
<b>20. POLICY HNTS 18: Principal residences</b>	<b>B-55</b>
<b>21. HNTS POLICY 19: Local Green Space</b>	<b>B-57</b>
<b>22. POLICY HNTS 20: AONB landscape quality</b>	<b>B-61</b>
<b>23. POLICY HNTS 21 : Advertising and signage</b>	<b>B-65</b>
<b>24. POLICY HNTS: 22 Biodiversity</b>	<b>B-67</b>
<b>25. POLICY HNTS 23: Pollution</b>	<b>B-69</b>
<b>26. POLICY HNTS 24: Water resource management</b>	<b>B-71</b>
<b>27. POLICY HNTS 25: Traffic and car parking</b>	<b>B-73</b>



## 5 VISION, OBJECTIVES AND APPROACH

### 5.1 Sustainable development - the underpinning principle

- 5.1.1 Sustainable development is an underpinning principle for all Neighbourhood Plans. The most frequently quoted definition states that "*Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs*" ('Our Common Future', Brundtland Commission, 1987). The concept has been interpreted in many different ways, but at its core is an approach to development that aims to strike a balance between economic, social and environmental Objectives.



**Sustainable development objectives**

- 5.1.2 Too often, the approach to development is unbalanced, driven by one particular objective without fully considering the wider or indirect (secondary) impacts. The longer such unbalanced approaches are pursued, the more damaging and unsustainable the consequences are likely to become. **This is an important point and highly relevant to the situation in Holme.**
- 5.1.3 For the small community of Holme-next-the-Sea the word 'sustainable' currently carries connotations of an uncertain future, influenced by the changes and growing imbalance that we see all around - particularly in our resident community and in our natural and physical environment.
- 5.1.4 The main driver for this Plan has been the recognition that the community needs to act now to address these issues through the development of a set of planning policies tailored to local conditions and designed to help restore the balance needed to deliver a more sustainable future.
- 5.1.5 The next section sets out the vision for the future of the Parish, together with a set of objectives designed to help restore the balance during the period covered by the Neighbourhood Plan and an approach designed to win the support of stakeholders.

### 5.2 The Vision

- 5.2.1 Our vision for the future is primarily based on a 'model' of organic growth that will deliver the overarching objectives of sustainable growth and will allow the special characteristics of the Parish to be protected and enhanced. The three components of this are as follows:

- **V1: Environment** – Decline will be halted and the character of the natural and built environment will be conserved and improved to reflect the Parish’s AONB setting, its special planning designations and its contribution to the local economy.
- **V2: Society** - The small but strong community will be strengthened by exploiting opportunities to improve health and well-being and ensuring that opportunities for principal home ownership are not lost as a result of changes to the structure of the housing stock.
- **V3: Economy** – The thriving economy will be sustained by addressing both short and longer term risks to the natural capital of the parish and by strengthening the ecosystem services it supports in order to ensure ongoing prosperity for the future.

### 5.3 Neighbourhood Plan Objectives

5.3.1 The long term vision for the Parish gives rise to the specific objectives set out below. These are closely linked to the issues and opportunities described in Part A and reflect the feedback from community consultations. They are considered to be achievable within the Plan period and provide the starting point for the Plan policies.

- **O1: Heritage:** To respect the past by identifying, conserving and where possible enhancing our heritage assets for the benefit of the local community, visitors and future generations.
- **O2: Natural environment and ecology:** To conserve and enhance our natural environment, reverse decline, reduce pollution and promote biodiversity including habitats of ecological significance for protected and threatened species. This includes sites with special environmental designations, the surrounding countryside and the associated biodiversity network characterised by trees and hedgerows, watercourses, ponds and ditches.
- **O3: Landscape:** To conserve and enhance the local AONB landscape valued for its peace and tranquillity and its wide and naturally dark skies and to conserve important local and far-reaching views whilst exploiting opportunities to enhance valued landscape features and historic assets.
- **O4: Global environmental change - mitigating risks:** To recognise areas of the landscape at risk of loss or damage through managed realignment of the coastal sea defences and to identify alternative areas within the parish capable of delivering similar levels of biodiversity and amenity.
- **O5: Community:** To maintain the vitality of the village, including the amenity and well-being of its small but active community, particularly by addressing issues related to the balance between both residents and non-residents and older and younger age groups.
- **O6: Built environment:** To conserve and enhance the traditional form and character of the settlement and create an environment that is as safe and secure as possible from natural hazards and man-made threats.
- **O7: New and replacement dwellings:** To accommodate sustainable infill development in accordance with Local Plan policy and to ensure that the scale of both new and replacement dwellings respects the character of their surroundings and the needs of the community.
- **O8: Community facilities:** To enhance and protect green spaces of particular value to the local community.
- **O9: Economy:** To reinforce the Parish’s essential ecosystem services contribution to the local economy by conserving and enhancing the natural and historic environment (see above),

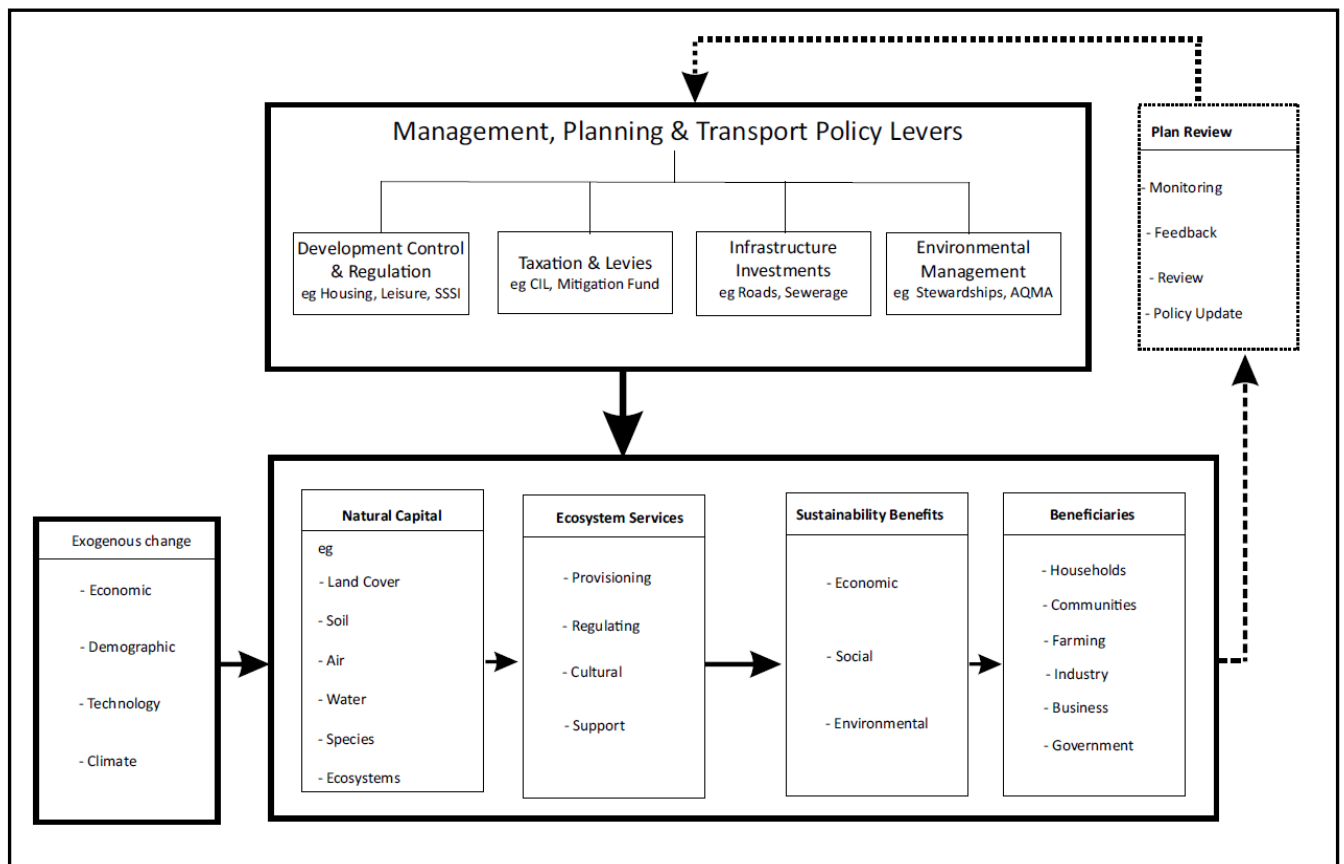
supporting the management of visitor pressures and encouraging low impact activities appropriate to the AONB setting and special designations of the parish.

- **O10: Transport:** To ensure that the village is as safe as possible for all road users, to reduce traffic conflict and to prevent unnecessary growth in vehicle traffic, congestion, emissions and on-street car parking which is damaging the fabric of the village and contributing to the degradation of the natural and residential environment.

## 5.4 Guiding approach

5.4.1 The practical approach that has guided the development of the Plan has been instrumental in helping to shape the end product, particularly in defining the policies and gaining the support of stakeholders. It is based on the following five principles:

- **A1: Inclusive** - Planning for the benefit of the wider community – residents, second homeowners, business, visitors and future generations and proactively engaging a wide section of the neighbourhood community (NPPF 2, 3)
- **A2: Comprehensive** - Recognising the interrelationships between the environment, the economy and society and in particular the underpinning contribution of ecosystem services to the local economy and local amenity (NPPF 2, 15). Our interpretation of the way the ecosystem services approach will deliver benefits for Holme within the framework of the NDP is shown in the figure below.



The ecosystem services approach in the Neighbourhood Plan

- **A3: Co-operative** – Liaising with local organisations and land owners to help overcome the range of social and environmental pressures facing the Parish (NPPF 3, 12).
- **A4: Precautionary** - Acknowledging the risks posed by changes in the global environment including climate and sea-level change and planning short and medium term responses (ie within the time-frame of the Neighbourhood Plan) that will mitigate longer term impacts on the local environment, the economy and the wider community (NPPF 2, 14).
- **A5: Progressive** - Striving to achieve change for the better by improving, restoring, reconnecting and taking advantage of changes in technology to build a better environment for the future. Encouraging a step change in attitudes and behaviours towards the environment and making a lasting, positive impact on people’s quality of life (NPPF 2, 9, 12, 14, 15, 16).

## 6 INTRODUCTION TO THE POLICIES

- 6.1.1 The following sections contain the Neighbourhood Plan policies. These are organised as follows:
- Policy HNTS 1 sets out the approach to sustainable development
  - Policies HNTS2 to HNTS6 are Area-Specific policies based on a Parish Zoning System indicating where different types of development can be located
  - The remaining Area-Wide policies are broadly divided according to their main economic, environmental or social/community focus.
- 6.1.2 A complete list of policies is shown in Table 1 below. For each policy the table indicates the contribution made to the vision, objectives and approach adopted by the Neighbourhood Plan. The overall percentage contribution made by each policy is shown in the final column.
- 6.1.3 Unless stated otherwise, each policy in the Neighbourhood Plan is subject to all other policies in the Plan and to the policies of the Local Plan and the National Planning Policy Framework (NPPF).**
- 6.1.4 The Plan divides the Parish into five zones which are designed to help guide and shape development in accordance with the principles set out in the Localism Act 2011 and the NPPF, 2019. They take account of the suitability of different parts of Holme to sustain different types of activity and reflect local preferences as expressed through the consultation process.
- 6.1.5 The zones underpin an over-arching, area-based approach to locating development. They are Holme Village, the Protected Sites, an Adaptation and Resilience Zone, the Countryside and Drove Orchards. Holme Village is further divided into a Development Envelope and a Flood Risk Area. The five zones are shown on the Zones Map and the Village Inset Map presents Holme Village in greater detail. *Both maps are shown below for quick reference and large scale versions for more detailed use can be found in Part D of the Plan.*
- 6.1.6 The Zones support the delivery of the vision for a strong and thriving community taking account of the need to balance Social, Economic and Environmental objectives. They aim to conserve and enhance the existing form and character of the Parish including its special natural and cultural environment whilst providing a vehicle for addressing the pressures brought about by growth against a background of climate change and sea level rise.
- 6.1.7 Whilst giving clarity to developers and landowners the zones also remove the uncertainty and pressures experienced by the local community as a result of speculative development activities. They discourage the banking of land and houses by developers which currently impacts negatively on the housing supply and agriculture. They also help to provide a consistent basis for determining planning applications.
- 6.1.8 The zone policies provide a mechanism for ensuring that development necessary to meet the needs of the community can be achieved whilst at the same time ensuring that the designated areas can be conserved and enhanced in a way that is consistent with their designation objectives and the demands of the Local Plan and the NPPF.
- 6.1.9 Given the many environmental constraints on the Plan, the Zones facilitate a positive approach to sustainable development as required by the NPPF but control development where it is inappropriate or unsustainable.

Policy	Short Policy Description	Vision			O1	O2	O3	O4	O5	Objectives					Approach					% Contribution
		V1	V2	V3						O6	O7	O8	O9	O10	A1	A2	A3	A4	A5	
		Environment	Society	Economy	Heritage	Natural Environment & Ecology	Landscape	Global Environmental Change	Community	Built Environment	New & Replacement Dwellings	Community Facilities	Economy	Transport	Inclusive	Comprehensive	Cooperative	Precautionary	Progressive	
HNTS 1	Principle of Sustainable Development	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	100
HNTS 2	Holme Village Zone	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓					✓	✓	72
HNTS 3	Protected Sites	✓	✓	✓	✓	✓	✓	✓	✓				✓		✓	✓	✓	✓	✓	78
HNTS 4	Adaptation & Resilience Zone	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓	✓	✓	✓	✓	✓	✓	89
HNTS 5	Countryside Zone	✓	✓	✓	✓	✓	✓		✓				✓				✓			50
HNTS 6	Drove Orchards	✓		✓	✓	✓	✓		✓				✓		✓		✓			50
HNTS 7	Natural Capital & Ecosystem Services	✓	✓	✓	✓	✓	✓	✓	✓				✓		✓	✓	✓	✓	✓	78
HNTS 8	Sustainable Travel and Tourism	✓	✓	✓	✓	✓	✓	✓	✓				✓	✓	✓	✓			✓	78
HNTS 9	Touring and permanent holiday accommodation	✓		✓		✓	✓	✓					✓			✓	✓	✓	✓	56
HNTS 10	Overall form & pattern of Settlement	✓			✓	✓	✓				✓	✓								33

Policy	Short Policy Description	Vision			O1	O2	O3	O4	O5	Objectives					Approach					% Contribution	
		V1	V2	V3						O6	O7	O8	O9	O10	A1	A2	A3	A4	A5		
		Environment	Society	Economy	Heritage	Natural Environment & Ecology	Landscape	Global Environmental Change	Community	Built Environment	New & Replacement Dwellings	Community Facilities	Economy	Transport	Inclusive	Comprehensive	Cooperative	Precautionary	Progressive		
HNTS 11	Street scene, character and residential environment	✓	✓		✓		✓		✓	✓	✓			✓	✓				✓		61
HNTS 12	Conservation Area Policy	✓			✓	✓	✓			✓	✓	✓			✓	✓			✓		56
HNTS 13	Heritage Assets	✓		✓	✓		✓					✓	✓		✓	✓	✓	✓	✓		61
HNTS 14	New homes		✓	✓					✓	✓	✓		✓						✓		39
HNTS 15	Site allocation at Eastgate Barn	✓	✓	✓					✓	✓	✓		✓				✓		✓		50
HNTS 16	Replacement dwellings		✓				✓		✓	✓	✓										28
HNTS 17	Extensions, annexes and outbuildings		✓	✓			✓		✓	✓			✓		✓						39
HNTS 18	Principal residences		✓	✓					✓				✓		✓		✓		✓		39
HNTS 19	Local Green Space	✓	✓		✓	✓	✓		✓			✓							✓		44
HNTS 20	AONB landscape quality	✓	✓	✓	✓	✓	✓	✓	✓	✓			✓	✓	✓	✓	✓	✓	✓		89

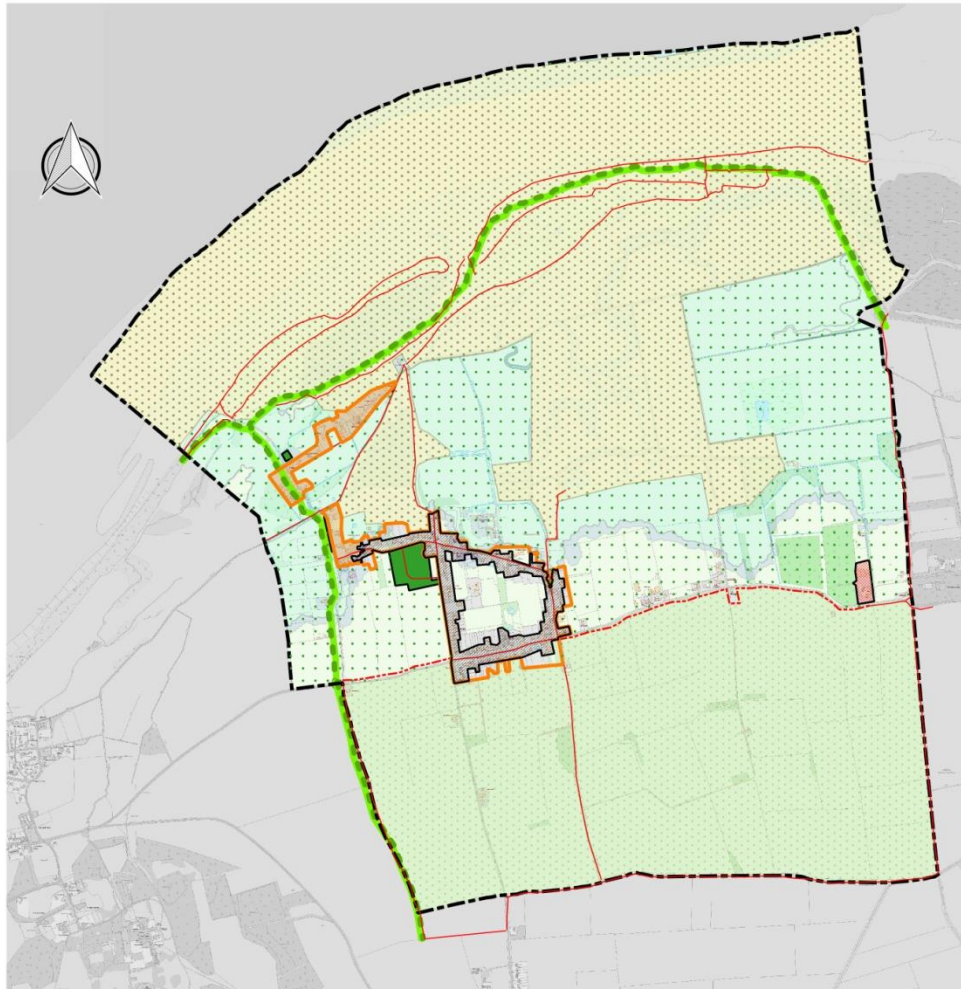
Policy	Short Policy Description	Vision			O1	O2	O3	O4	O5	Objectives					Approach					% Contribution	
		V1	V2	V3						O6	O7	O8	O9	O10	A1	A2	A3	A4	A5		
		Environment	Society	Economy	Heritage	Natural Environment & Ecology	Landscape	Global Environmental Change	Community	Built Environment	New & Replacement Dwellings	Community Facilities	Economy	Transport	Inclusive	Comprehensive	Cooperative	Precautionary	Progressive		
HNTS 21	Advertising and signage	✓			✓		✓			✓				✓	✓				✓		39
HNTS 22	Biodiversity	✓		✓		✓	✓			✓			✓		✓	✓	✓	✓	✓		61
HNTS 23	Pollution	✓	✓			✓	✓	✓	✓					✓	✓	✓		✓	✓		79
HNTS 24	Water resource management	✓	✓	✓		✓	✓	✓	✓	✓			✓		✓	✓	✓	✓	✓		78
HNTS 25	Traffic & Car Parking	✓	✓			✓	✓	✓	✓	✓				✓	✓	✓					56

**Table 1:** Contribution of each NDP Policy to the vision, objectives and approach of the NDP. All policies contribute to all sections. The final % is a very rough indicator of contribution assuming every column carries an equal weight.



# HOLME-NEXT-THE-SEA NEIGHBOURHOOD PLAN

## PLAN ZONES



### Legend

- Neighbourhood Area
- Local Green Space
- Zones**
- Village Boundary
- Development Envelope
- Flood Risk Area
- Protected Sites
- Adaptation & Resilience Zone
- Countryside
- Drove Orchards

### Footpaths & Walks

- Proposed
- Paths and Walks
- National Trail & Coast Path

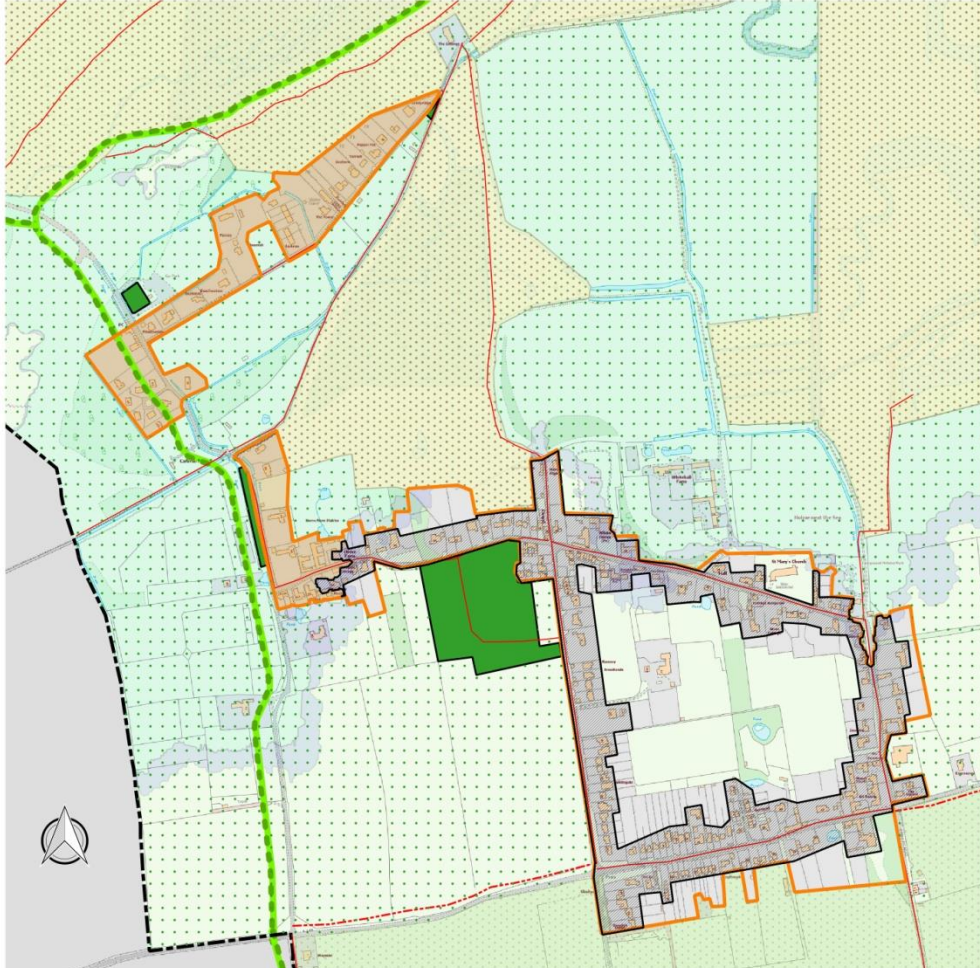
### EA Flood Map

- Flood Zone 2
- Flood Zone 3


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# HOLME-NEXT-THE-SEA NEIGHBOURHOOD PLAN

## VILLAGE INSET MAP






### Legend

-  Neighbourhood Area
-  Local Green Space

### Zones

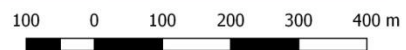
-  Village Boundary
-  Development Envelope
-  Flood Risk Area
-  Protected Sites
-  Adaptation & Resilience Zone
-  Countryside
-  Drove Orchards

### Footpaths & Walks

-  Proposed
-  Paths and Walks
-  National Trail & Coast Path

### EA Flood Map

-  Flood Zone 2
-  Flood Zone 3



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## 7 POLICY HNTS 1: PRINCIPLE OF SUSTAINABLE DEVELOPMENT

### 7.1 Purpose

- 7.1.1 The purpose of this Policy is to define an approach to sustainable development that is consistent with the provisions of the NPPF taking account of the particular opportunities and constraints that apply to Holme-next-the-Sea. The approach explicitly recognises the need to balance the presumption in favour of sustainable development with the need to protect areas and assets of particular importance and to adapt to the likely impacts of climate change and sea level rise (NPPF 2 (11); NPPF 15 (177)).

#### **POLICY HNTS 1: PRINCIPLE OF SUSTAINABLE DEVELOPMENT**

The Neighbourhood Plan will adopt a positive approach to sustainable development and development proposals will be supported where they are consistent with this principle and they accord with the other policies of the Neighbourhood Plan, the Local Plan and the NPPF, and in particular where they:

- (i) Contribute to the economic and social vitality of the Parish's resident community
- (ii) Respect the natural capital and ecosystem services generated by the Parish including its heritage assets (all of which underpin the Parish Economy).
- (iii) Take opportunities to secure a positive impact on habitats, including the designated sites (SPA, SAC, RAMSAR, SSSI, Heritage Coast), taking account of the cumulative impacts of incremental development
- (iv) Have due regard to the status of the AONB where great weight should be given to conserving and enhancing landscape and scenic beauty and where the conservation of wildlife and cultural heritage are important considerations
- (v) Promote adaptation and resilience to climate change, sea level rise and flood risk

Development proposals will not be permitted where they fail to meet these criteria unless exceptionally, the benefits of the proposed development can be demonstrated to outweigh the disbenefits and the great weight attached to the assets associated with the AONB.

### 7.2 Supporting Text

- 7.2.1 Over 40% of the Parish consists of land which is designated as SAC, SPA, RAMSAR, and SSSI. The entire Parish is designated as AONB and over 60% is Heritage Coast (NDP Report on Environmental Designations). This means that the presumption in favour of sustainable development is tempered by the need to protect, conserve and enhance these sites.
- 7.2.2 Development pressure on the SSSI and associated sites in Holme has now reached a level where even very small developments within walking distance will contribute cumulatively to the adverse impacts from visitor pressure (Panter and Liley, 2016). Furthermore, there are visible signs of environmental degradation (NDP Report on Environment, Landscape and Biodiversity, NDP Report on Water Quality).
- 7.2.3 NPPF 15, (175) sets down principles to be applied when determining planning applications in order to avoid harm to biodiversity resulting from development, especially on land within or outside a SSSI. In particular, "*development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted...*" unless "*...the benefits of the*



*development in the location proposed clearly outweigh both its likely impact on the features of the site.... and any broader impacts...”*

- 7.2.4 Against this background this NDP policy recognises that any development in Holme that contributes to increased visitor pressure or pollution will, either alone or in combination with other plans or projects, have a likely significant effect on the designated sites. The Appropriate Assessment carried out for the SADMP indicates the scope of its impacts and SADMP policy provides mitigation for Borough housing allocations where impacts may be expected.
- 7.2.5 It is clear that delivering a sustainable future for Holme means restoring and maintaining a more appropriate balance between social, economic and environmental priorities and dealing with this explicitly as part of the development management process.
- 7.2.6 For the NDP this means prioritising the needs of the resident community and adopting a precautionary approach that anticipates increasing visitor pressure, the impacts of climate change and rises in sea level. All development must acknowledge this and respect the constraints imposed by Holme’s environmental designations.
- 7.2.7 However, NPPF 11 also requires that “plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change”. The NDP meets these requirements through policies that:
- i) Make provision for principal homes suited to promoting a strong and vibrant resident community
  - ii) Promote and enhance economic growth by protecting and enhancing the Parish’s natural capital and ecosystem services (including its Protected Sites) that underpin the economy
  - iii) Make specific provision for adapting to the likely (and possibly sudden) impacts of climate change and sea level rise  
and
  - iv) Reflect local preferences as expressed through community consultations.
- 7.2.8 In accordance with NPPF 15 (172) planning permission should be refused for major development in the AONB other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest.

### **7.3 Evidence and policy framework**

#### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Future Housing in Holme-next-the-Sea
- Parish Economy
- Heritage Report
- Environmental Designations
- Water Quality
- Environment, Landscape and Biodiversity

- NPPF 15 - Conserving and enhancing the natural environment

#### *Local Plan*

- DM1 – Presumption in favour of sustainable development
- CS08 – Sustainable development

#### *National Policy and Guidance*

- NPPF 2 - Achieving sustainable development

#### *Other relevant material*

- Panter, C. and Liley, D. (2016), Visitor surveys at European Protected Sites across Norfolk during 2015 and 2016 (Norfolk County Council).

**Sustainable development for Holme means:**



Correcting the imbalance in the resident population and housing stock



Responding to the impacts of climate change and sea level rise as anticipated by the policies of the Shoreline Management Plan and promoting resilience to flood risk and tidal inundation



Managing Visitor Pressure and traffic impacts



Maintaining and enhancing natural capital and ecosystem services in order to sustain the local economy, conserve and enhance the AONB landscape and arrest the decline in biodiversity



Restoring the quantity and quality of water resources

## 8 POLICY HNTS 2: HOLME VILLAGE ZONE

### 8.1 Purpose

- 8.1.1 Holme Village is the area contained within the orange boundary line on the Zones Map. It has been divided into a *Development Envelope* where housing and other types of appropriate development can take place and a *Flood Risk Area* where development will be more limited.
- 8.1.2 *The purpose of the Development Envelope* is to guide development to suitable locations whilst ensuring sufficient infill sites to deliver organic growth of housing at a rate similar to that of previous plan periods. It enables Holme to make a contribution to the overall supply of new homes in the Borough consistent with its status as a Smaller Village and Hamlet.
- 8.1.3 *The purpose of the Flood Risk Area* is to ensure that the village and community are protected from the ever-increasing impacts of climate change, sea level rise and flooding. In this area development is limited to that which does not increase direct or indirect exposure to flood risk or impact on sensitive conservation sites, protected species or the tranquil AONB setting. Development may include extensions to and replacement of existing dwellings and will be encouraged where it improves resilience to flooding subject to policies in the Core Strategy (CS07), SADMP (DM15) and elsewhere in this Plan.

#### POLICY HNTS 2: HOLME VILLAGE ZONE

**Development Envelope:** Within the Development Envelope the sensitive infilling of small gaps within an otherwise continuously built up frontage facing the existing road network will be permitted provided that it conforms to the other policies of the NDP and the Local Plan.

To protect the form and character of the settlement, neighbouring amenity and privacy, and to promote biodiversity **(i)** the open core of the village between Peddars Way, Kirkgate, Eastgate and Main Road is excluded from the Development Envelope and **(ii)** where large gardens extend beyond the Development Envelope, development will be restricted to that allowed under permitted development rights.

**Flood Risk Area:** Appropriate development will be permitted in the Flood Risk Area provided that it does not increase direct or indirect exposure to flood risk or impact negatively on sensitive conservation sites, Protected Species or the AONB setting. Appropriate development is that which facilitates adaptation and resilience to climate change, sea level rise and flooding against the background of The Shoreline Management Plan and does not impact negatively on the Protected Sites. It may include extensions, or replacement of existing dwellings on a one for one basis, subject to other policies in the NDP and Local Plan. All development in and adjacent to the Flood Risk Area should have regard to the most recent BCKL&WN Strategic Flood Risk Assessment and satisfy the most recent EA, LPA, LLFA and NPPF provisions with respect to flood risk.

Development of new infrastructure will be permitted where it is necessary to protect existing properties. Such development must demonstrate that any negative effects on protected habitats, wildlife and the AONB landscape are minimised and that the benefits substantially outweigh any harm it may cause.

### 8.2 Supporting Text

- 8.2.1 Holme-next-the-Sea is classed as a smaller village and hamlet in the BCKLWN settlement hierarchy. Its distinctive open form with well spaced houses along linear frontages has evolved organically based on a plan dating back to Roman times. Much of the village is built along or just above the 1:200 event flood contour but some parts are below this level. This leaves the

village open to significant risk of tidal flooding. These low lying areas are also vulnerable to the impacts of climate change as set out in the Shoreline Management Plan.

8.2.2 The Holme Village Zone is designed to include the main settled areas of the Parish leaving only relatively isolated homes beyond the boundary in the countryside.

8.2.3 It is divided into an area where infill development is permitted (the Development Envelope) subject to the Local Plan and other policies in the Neighbourhood Plan and an area where development is restricted (the Flood Risk Area) due to risk of tidal flooding and to reflect the Managed Realignment status of the Holme Dunes sea defence (SMP, Policy Zone PDZ1B).

8.2.4 The Development Envelope:

- Excludes the open core of the village between Peddars Way, Kirkgate, Eastgate and Main Road to protect Holme’s historic plan form which is much valued by the community.
- In common with the approach adopted in the Local Plan and to reflect community preferences it excludes parts of large rear gardens where undesirable back land development might take place. This does not affect existing permitted development rights.
- Prevents sprawling development along the A149 which is a Corridor of Movement

8.2.5 The Flood Risk Area:

Suffers direct risk to property and people due to flooding and indirect risk due to loss of access and egress which may impact on emergency services. In this Area:

- Development will be encouraged where it improves resilience of property to flooding.
- In order to minimise flood risk new infill development or development that increases intensity of use will not be permitted.

8.2.6 The policy recognises that sea level rise is an uncertain process and flood modelling techniques are constantly improving. This means that the boundaries of flood risk areas may be subject to change. As a result, proposed development on either side of the Flood Risk Area boundaries should have regard for the Borough Council’s latest Strategic Flood Risk Assessment and the flood risk requirements of the NPPF and the Environment Agency.

8.2.7 The availability of possible development sites within the Development Envelope implies that development proposed in the Flood Risk Area will not meet the requirements of the Sequential Test. Lack of a suitable site in the Development Envelope implies that the sequential test would need to proceed as set out in Planning Guidance “Flood risk assessment: the sequential test for applicants” (April 2012, last updated February, 2017).

### 8.3 Evidence and policy framework

#### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Future Housing in Holme-next-the-Sea
- Parish Economy
- Heritage Report
- Environmental Designations
- Water Quality
- Environment, Landscape and Biodiversity

#### *National Policy and Guidance*

- NPPF 2 - Achieving sustainable development
- NPPF 5 – Delivering a sufficient supply of homes
- NPPF 8 – Promoting healthy and safe communities (anticipating and addressing natural hazards)

- NPPF 14 – Meeting the challenge of climate change, flooding and coastal change
- NPPF 16 – Conserving and enhancing the historic environment
- North Norfolk Shoreline Management Plan, Environment Agency, 2010

#### *Local Plan*

- DM1 – Presumption in favour of sustainable development
- CS01 – Spatial Strategy (flood protection strategies)
- CS07 – Development in coastal areas (SMP compatibility)
- CS08 – Sustainable development (flood risk and climate change)



## 9 POLICY HNTS 3: PROTECTED SITES ZONE

### 9.1 Purpose

- 9.1.1 The Protected Sites Zone covers 42% of the total land area of the Parish and includes those areas of Holme currently designated as RAMSAR, SPA, SAC and SSSI. The purpose of the zone is to ensure the long term protection and sustainability of the habitats and species it supports. It aims to ensure that the existing designated sites continue to perform their conservation functions including those established under the umbrella of the Natura 2000 network. It further aims to ensure that this very special place can continue to provide an enjoyable visitor experience both now and into the future.

#### **POLICY HNTS 3: PROTECTED SITES ZONE**

Development will only be permitted in the Protected Sites Zone where it maintains the value of the Parish's natural capital and contributes directly to one or more of the objectives listed in this policy for conserving and improving habitats, wildlife, biodiversity and protected species. Priorities for this zone are:

- (i) Dissipating visitor pressure
- (ii) Retaining a sense of peace, tranquillity and wilderness
- (iii) Reducing traffic and car parking whilst facilitating access for disabled visitors
- (iv) Encouraging walking patterns that avoid sensitive habitats and conflict with wildlife
- (v) Ensuring all forms of pollution are minimised (air, water, noise and light)
- (vi) Maintaining the associated amenity for the benefit of the Parish and the wider community
- (vii) Maintaining ecosystem services for the benefit of the Parish, the local economy and the wider community

Development plans and proposals which may impact on the Protected Sites Zone will be subject to a full environmental assessment. Those which contribute to enhancement and conservation of the environment and facilitate adaptation and resilience to climate change will be permitted. Plans or proposals that may result in any adverse environmental impacts will be refused unless they are justified on grounds of imperative reasons of overriding public interest and compensatory provision has been secured for the benefit of the Parish and its community.

### 9.2 Supporting Text

- 9.2.1 The Protected Sites Zone contains landscapes, habitats and species of international significance. It encompasses the Holme Dunes National Nature Reserve which is one of the jewels in the Crown of the North Norfolk Coast. This, together with its outstanding beach and dune environment plus the unusual degree of accessibility afforded by its network of footpaths sets it apart from its coastal neighbours.
- 9.2.2 The Zone is a place of exceptional biodiversity attracting large numbers of visitors who come to enjoy the wildlife, the recreational opportunities and the rare sense of wilderness and tranquillity on offer. Its exceptional setting is the reason many people choose to live in Holme and income from the visitors it attracts underpins the Parish economy. Inevitably there are growing conflicts between conservation, visitor pressure and development interests. These



pressures are leading to clear signs of environmental degradation (Natural England, 2019) witnessed by declining levels of biodiversity and growing levels of surface water pollution.

9.2.3 A better balance between recreational use and conservation is needed in order that the special features of this zone can be preserved and enjoyed for generations to come. A major threat to this objective lies in the impact of climate change as envisaged in the Shoreline Management Plan. Together with other policies in the NDP, Policy HNTS 3 facilitates adaptation and resilience to this threat.

9.2.4 The policy is designed to be compliant with current environmental legislation. However it is recognised that this legislation might change substantially in the near future. Notwithstanding any such changes the intention is that the provisions of the policy will continue to apply.

### 9.3 Evidence and policy framework

#### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Parish Economy
- Environmental Designations
- Water Quality
- Environment, Landscape and Biodiversity

#### *National Policy and Guidance*

- NPPF 2 - Achieving sustainable development
- NPPF 14 – Meeting the challenge of climate change, flooding and coastal change
- NPPF 15 – Conserving and enhancing the natural environment
- North Norfolk Shoreline Management Plan, Environment Agency, 2010
- A green future: Our 25 year plan to improve the environment, HMG, 2018

- Biodiversity 2020: A strategy for England’s wildlife and ecosystem services, DEFRA, 2011
- State of the North Norfolk Coast, Natural England (2019).

#### *Local Plan*

- DM 15 – Environment, Design and Amenity
- DM19 - Green Infrastructure/Habitats Monitoring and Mitigation
- CS01 – Spatial Strategy (protecting environmental assets)
- CS07 – Development in coastal areas (balancing sustainability objectives)
- CS12 – Protection of environmental assets (impacts on biodiversity)
- CS08 – Sustainable development (flood risk and climate change)



Panoramic views from the Coast Path looking across Holme Marsh and the South East part of the Protected Sites Zone towards Green Bank. The area has exceptionally rich biodiversity but is under growing pressure from climate change and sea level rise, visitors and pollution.

## 10 POLICY HNTS 4: ADAPTATION AND RESILIENCE ZONE

### 10.1 Purpose:

10.1.1 The purpose of this zone is to:

- Facilitate an appropriate precautionary planning response to the '*major negative*' impacts of climate change, sea level rise and flood risk envisaged as a result of the Shoreline Management Plan policies for Holme and authorised by the Secretary of State for the Environment on the grounds of 'Imperative Reasons of Overriding Public interest'.
- Facilitate diversion of visitor pressure from the Protected Sites Zone, exploiting the opportunities offered by the open AONB countryside, outstanding scenery and footpaths in this part of the Parish
- Establish a larger scale, more integrated area for conservation and enhancement of biodiversity in an area that will not be affected by sea level rise and which is well suited to promoting farmland birds which have been in major decline across the UK.

#### **POLICY HNTS 4: ADAPTATION AND RESILIENCE ZONE**

Development in this zone will be permitted where it supports the following:

- (i) Existing agricultural uses
- (ii) Replacement of habitats which may be lost due to tidal inundation
- (iii) Creation of new habitats to enhance or compensate for loss of biodiversity
- (iv) Maintenance and improvements to access and amenity for the community consistent with diverting visitor pressure from the Protected Sites Zone

Appropriate development might include:

- (i) New footpaths and cycleways
- (ii) Small buildings needed to support low intensity, sustainable organic farming or wildlife conservation
- (iii) Visitor information points, bird hides, shelters and secure cycle stands
- (iv) Schemes for effective management of non-potable water resources including water related habitats such as small lakes and reservoirs for the purposes of agriculture and/or improvement of biodiversity
- (v) Limited car parking for disabled visitors and for drop-off purposes at access and information points on the edges of the zone

Priorities include maintaining uninterrupted views of the AONB countryside, coast and Dark Night Skies, improving biodiversity and creating a peaceful and tranquil environment that will improve Parish amenity and attract visitors. This will help to reduce pressures on the Protected Sites. There is no public access for cars within this zone and development which would introduce additional vehicular traffic will not be permitted.

### 10.2 Supporting Text

- 10.2.1 In line with the objectives and provisions of the Climate Change Act 2008, NPPF 14 (149) states that “Plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes”.
- 10.2.2 The SMP anticipates a substantial area of the Parish (245 hectares – over 40% of its existing land area) reverting to intertidal zone during its lifetime. In addition to loss of habitat and impacts on wildlife, over 80 properties are at risk along the Holme Dunes section of Super Frontage 1.
- 10.2.3 The Holme Dunes sea defence was downgraded in 2010 from ‘Hold the Line’ to ‘Managed Realignment’ and the dunes were overtopped in 2013. There is no certainty about when major weather events might occur. These will be sudden and sea level is expected to rise at an increasing rate by 8 – 16 cm during the plan period. Significant change may be equally sudden and could take place within the period covered by the NDP - hence the need for a precautionary planning approach.
- 10.2.4 The Adaptation and Resilience Zone is the only remaining, coherent area of landscape in the Parish suitable for making compensatory adjustments for the loss of Parish amenity and biodiversity. It is identical in size to the area threatened by tidal inundation, virtually devoid of development and its use for this purpose is consistent with its current agricultural use.
- 10.2.5 The Zone has existing footpaths which connect to the National Trail and a wider network of paths in neighbouring Parishes. These offer outstanding views over unspoiled AONB landscape, are relatively underused at present and provide opportunities for extension. With signage, promotion and due regard to safety considerations for different user groups, they offer a realistic alternative to the over-subscribed routes through the Protected Sites Zone and will contribute to diffusing visitor pressure (Natural England, 2019).
- 10.2.6 Whilst it is a different type of landscape, this zone nevertheless offers possibilities for improvements to habitats and biodiversity throughout the lifetime of the NDP. These will go some way to replacing those which will be lost. The Zone also offers the possibility of creating new habitats and implementing management practices that will bring about significant increases in biodiversity – especially farmland birds.
- 10.2.7 Its location links the Protected Sites with areas of established high biodiversity to the south. This means it will enable a more integrated, larger scale approach to conservation and is entirely consistent with the Government’s 25 year plan for the environment (2018), the current biodiversity strategy (2011), the recommendations of the National Ecosystem Services Assessment (2011, 2014) and the UK National Adaptation Strategy (2018) for dealing with climate change.

### 10.3 Evidence and policy framework

#### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Parish Economy
- Environmental Designations
- Environment, Landscape and Biodiversity

#### *National Policy and Guidance*

- NPPF 2 - Achieving sustainable development
- NPPF 14 – Meeting the challenge of climate change, flooding and coastal change
- NPPF 15 – Conserving and enhancing the natural environment

- North Norfolk Shoreline Management Plan, Environment Agency, 2010
- A green future: Our 25 year plan to improve the environment, HMG, 2018
- Biodiversity 2020: A strategy for England’s wildlife and ecosystem services, DEFRA, 2011
- State of the North Norfolk Coast, Natural England, 2019.
- UK National Ecosystem Assessment (2011), The UK National Ecosystem Assessment: Synthesis of the Key Findings. UNEP-WCMC, Cambridge.
- UK National Ecosystem Assessment Follow-on (2014), The UK National Ecosystem Assessment

Follow-on: Synthesis of the Key Findings. UNEP-WCMC, Cambridge.

- The National Adaptation Programme and the Third Strategy for Climate Adaptation Reporting: Making the country resilient to a changing climate, DEFRA, 2019.

*Local Plan*

- DM19 - Green Infrastructure/Habitats Monitoring and Mitigation

- CS07 – Development in coastal areas
- CS12 – Protection of environmental assets (impacts on biodiversity)
- CS08 – Sustainable development (flood risk and climate change)

East Inshore and Offshore Marine Plans, ECO1, CC1



Views of the proposed Adaptation and Resilience Zone (top and middle left), together with some examples of appropriate development (interpretation board, footpaths/shelter/bird hide and non-potable water reservoir). This zone is almost identical in size to the area threatened by climate change/sea level rise that would become intertidal zone under the Shoreline Management Plan. It is part of a precautionary, long term planning approach intended to counter the loss of ecosystem services, biodiversity and the very important amenity of parishioners' and future generations. With appropriate management, in the short to medium term it will help to divert growing Visitor Pressure on the Protected Sites. Strategically, it provides a link between the Protected Sites and areas of known, high biodiversity in Ringstead. It will therefore result in a much larger, integrated landscape scale area to support biodiversity.



## 11 POLICY HNTS 5: COUNTRYSIDE ZONE

### 11.1 Purpose

11.1.1 The purpose of this zone is to protect and enhance the intrinsic character and beauty of the countryside, and the wider, related benefits from the natural capital and ecosystem services that this delivers. In particular it aims to:

- Safeguard agriculture and soils and protect the countryside from encroachment
- Check the extension of the developed area of the parish and prevent sprawl
- Preserve the AONB setting, heritage and character of the parish
- Conserve strategic gaps between Holme and the neighbouring parishes
- Avoid new development that is prominent on the skyline, constitutes a visual distraction or impacts negatively on the landscape

#### POLICY HNTS 5: COUNTRYSIDE ZONE

Proposals for development in the Countryside Zone must respect the purpose and aims of its designation as well as its AONB status. They should demonstrate a need that is clearly related to agricultural activities and linked to a specific location that satisfies that particular need. Where possible development should re-use or replace an existing building and should also be linked both physically and functionally to existing buildings. Development that would result in the creation of redundant structures in the countryside or the introduction of new development in isolated locations will not normally be permitted.

All development should be based on high standards of design. It should reflect local character and distinctiveness and in terms of both physical scale and intensity of use, it should be compatible with its particular purpose and sympathetic to the rural setting as well as neighbouring amenity.

### 11.2 Supporting Text

11.2.1 To the north of the A149, all of the otherwise undesignated areas outside the Holme Village Zone are zoned as countryside (referred to hereafter as the *Countryside Zone*). These include substantial swathes of land to the west and east of the village (see the Zones Map). In common with the rest of the Parish, the entire zone is covered by the AONB designation which adds weight to its amenity value and the protection it enjoys in relation to the conservation and enhancement of its scenic beauty, wildlife and heritage (NPPF 172).

11.2.2 In recent years, driven by high profit margins from development, the countryside in Holme has come under pressure from speculative land acquisition for housing and tourist facilities which threaten to undermine its role and status and the viability of local farming.

11.2.3 The benefits from the natural capital and ecosystem services associated with this zone include (but are not limited to):

- Environmental benefits which contribute to the special qualities of the parish (AONB) landscape and the diversity of local flora and fauna that this supports
- Heritage benefits associated with its rich history and legacy of roman origins
- Economic and other benefits of the best and most versatile agricultural land (NPPF 15)

- Social benefits for both residents and visitors, especially the health and well-being aspects of outdoor recreational activities.

11.2.4 East of The Wash, the land between Old Hunstanton and Holme represents the “gateway” to the main extent of the Norfolk Coast Area of Outstanding Natural Beauty. Between Holme and Old Hunstanton to the west, Ringstead to the south and west and Thornham to the east, the Countryside Zone acts as a buffer and performs an important function by providing both physical and visual separation between settlements and maintaining their individual identities. Its erosion would be damaging to the AONB setting of the parish as well as the village.

11.2.5 North of the coast road, Holme’s finest, Grade 2 agricultural land is found within this zone. Elsewhere the zone supports traditional grazing activities and orchards. The produce from these activities supplies local farm outlets, reaching the consumer with minimal food miles which makes it highly sustainable. Both arable and grazing land also make an important contribution to the character of the AONB countryside and support a diversity of wildlife that benefits from the associated Countryside Stewardship practices that have been put in place. Hedgerows and copses are a particularly important feature of this Zone.

11.2.6 Many residents and most visitors come to Holme to enjoy the unspoiled, peaceful environment and the Countryside Zone makes a fundamental contribution to this. It contains a number of footpaths and encloses four of the NDP’s Local Green Spaces. The zone as a whole supports a diverse array of low-key, outdoor recreational activities all of which benefit from the open setting. These include leisure activities such as archaeological prospecting, walking, cycling and riding.

11.2.7 Looking forward, parts of this zone maybe subject to tidal inundation and revert to coastal habitat. Careful management of this zone is thus of great importance.

### 11.3 Evidence and policy framework

#### NDP Evidence reports

- Questionnaire survey – Analysis and overview of findings
- Parish Economy
- Environmental Designations
- Environment, Landscape and Biodiversity
- Heritage Report

#### National Policy and Guidance

- NPPF 15 – Conserving and enhancing the natural environment
- **NPPF 79: Rural Housing**
- A green future: Our 25 year plan to improve the environment, HMG, 2018
- Biodiversity 2020: A strategy for England’s wildlife and ecosystem services, DEFRA, 2011

- State of the North Norfolk Coast, Natural England (2019).

#### Local Plan

- DM2 – Development boundaries
- DM3 – Development in the smaller villages and hamlets
- DM5 – Enlargement or Replacement of Dwellings in the Countryside
- DM11 – Touring and permanent holiday sites
- CS06 – Development in rural areas
- CS10 – The economy
- CS12 – Protection of environmental assets



Holme’s countryside is both productive and beautiful and provides important ecosystem services. It should be conserved and enhanced for its intrinsic value as well as its contribution to the local economy.

## 12 POLICY HNTS 6: DROVE ORCHARDS

### 12.1 Purpose

- 12.1.1 The purpose of this zone is to separate the development area at Drove from the surrounding countryside and to encourage a sustainable approach to future growth, particularly to support its use for activities related to the Orchards business and tourism-related uses that are compatible with its setting in the AONB and Heritage Coast. It recognises the need to support a prosperous rural economy (NPPF 83, NPPF 84) and by virtue of its boundary it focuses rural economic development thereby conserving the wider AONB landscape (NPPF 15).

#### **POLICY HNTS 6: DROVE ORCHARDS**

New development at Drove Orchards will be permitted where it is directly related to the agricultural use of the site or is for tourism related uses which are compatible with and related to the special characteristics of the AONB and the important habitats of the North Norfolk Coast.

All proposals for new development on the site will be required to demonstrate:

- (i) They will not be harmful to the special character of the AONB
- (ii) The scale of new buildings is such that they are not visually intrusive and that the materials used respect the character of the area
- (iii) There will be sufficient car parking on the site to accommodate any increase in the number of visitors and that the layout of parking and pedestrian circulation on the site as a whole is clearly defined and signed to reduce the risk of accidents
- (iv) The volume of traffic generated would not interrupt the free flow of vehicles on the A149 Corridor of Movement or have a serious impact on highway safety.

### 12.2 Supporting Text

- 12.2.1 Drove Orchards is part of a farm on the north side of the A149, close to the boundary of the parish with Thornham to the east and 1.4km from the edge of Holme village. The boundary shown on the Zones map encloses an area of just over 1 hectare.
- 12.2.2 Over the last ten years Drove has developed from a pick your own operation based on the extensive apple orchards and other soft fruit to a farm shop plus several other retail outlets and restaurants. As well as the change of use of some existing buildings on the site, new buildings have been erected towards the front of the site and the approximately 70 car parking spaces have been created. Retail uses now include a farm shop, a garden nursery, children's clothes, dresses, vintage and a fish shop/smokery. The restaurant accommodated in a yurt can accommodate 58 people and there is a fish and chip restaurant/takeaway with a large external sitting area. There is also a glamping area beyond the northern boundary of the zone.
- 12.2.3 The site provides valuable employment opportunities for approximately 60 people of whom about 20 are full time. However, it is situated in the Norfolk Coast Area of Outstanding Natural Beauty (AONB) and has a complex planning history. While some NDP consultation responses have been positive, others have raised concerns about the potential for continued growth to have a harmful impact on the AONB. There are also some concerns about traffic

generation on the site. Consultation responses to the Thornham NDP have been similarly divided.

12.2.4 While both national and local plan policy support the development of sustainable rural tourism, the NPPF also attaches very high priority to protecting the character of Areas of Outstanding Natural Beauty. The development of Drove Orchards is also not entirely in accordance with Local Plan Policy CS10 in that it is not adjacent to an existing settlement.

12.2.5 The community recognises the contribution that Drove Orchards makes to the local economy and there may also be potential for tourism related uses which relate clearly to the special character of the AONB and the environmental significance of the North Norfolk Coast.

12.2.6 However, there are concerns that the cumulative effect of several increments of development, each of which has been relatively small has resulted in a scale of development that can only be described as major. Thus any further new development on the site needs to be considered in this context having regard to the following issues:

- *The physical size and scale of the development within the AONB.* There is now a significant cluster of buildings on the site in a rural location some distance from the built up areas of Holme and Thornham. Further new building would need to be carefully assessed having regard to its impact on the special landscape and character of the Norfolk coast AONB.
- *The effect of the amount and arrangement of car parking on the site on pedestrian safety.* When the volume of activity on the site was quite small an informal arrangement for car parking and pedestrian circulation was appropriate and in keeping with the rural character. With a higher concentration of development and traffic movements through the site, the potential for pedestrian/vehicular conflict would increase and any incremental development would need to consider the arrangements for vehicular and pedestrian movements as a whole rather than just the marginal effects.
- *Traffic generation and highway safety.* Drove Orchards already generates a large number of traffic movements on the busy A149 at a point where visibility is limited. There has been at least one serious accident at the junction and the effects of a significant increase in traffic movements on highway congestion and safety would be an important consideration in relation to any further development.

## 12.3 Evidence and policy framework

### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Parish Economy
- Environment, Landscape and Biodiversity

### *National Policy and Guidance*

- NPPF 6 – Supporting a strong rural economy
- NPPF 15 – Conserving and enhancing the natural environment

### *Local Plan*

- DM2 – Development boundaries
- DM3 – Development in the smaller villages and hamlets
- DM10 – Retail Development
- DM11 – Touring and permanent holiday sites
- DM12 – Strategic road network
  
- CS06 – Development in rural areas
- CS10 – The economy
- CS12 – Protection of environmental assets





Aerial view of Drove Orchards (Google Earth, 2018) showing the main retail and leisure area accessed from the A149, glamping area to the north and neighbouring properties.

- 13.1.1 This is a cross-cutting policy which aims to protect and enhance the parish's stock of natural assets (the *natural capital* of the parish) and the wide range of services (*ecosystem services*) which underpin the parish economy (NPPF 15, 170, 171).

#### **POLICY HNTS 7: NATURAL CAPITAL AND ECOSYSTEM SERVICES**

Development proposals must have an overall positive impact on natural capital and should contribute positively to the ability of the natural environment to provide those goods and services which underpin the parish economy. A complete list of these services is set out in the National Character Area Profiles published by Natural England (NCA Profiles 76: North West Norfolk and 77: North Norfolk Coast). Of particular importance to the Parish in this respect are those described as being of national and / or regional importance including the following:

- (i) Sense of place / inspiration
- (ii) Tranquillity
- (iii) Sense of history
- (iv) Recreation (including health and well-being)
- (v) Biodiversity
- (vi) Geodiversity
- (vii) Water quality, flow and availability
- (viii) Food provision
- (ix) Regulating coastal erosion and flooding

In order to ensure that the environment can continue to drive a thriving economy, development proposals must demonstrate that, having regard to the following objectives, all opportunities have been taken to ensure that positive contributions outweigh any negative effects.

- (i) Preserve and enhance the sense of tranquillity and wilderness, the wide open spaces, dark skies and panoramic views of the AONB landscape and internationally important seascapes
- (ii) Conserve, manage and increase understanding of Holme's rich archaeological, historical and cultural heritage
- (iii) Reduce the pressures associated with high visitor numbers to the village, beach, Holme Dunes National Nature Reserve and the Protected Sites
- (iv) Maintain and enhance the role of the parish as a place for the promotion of health and well-being
- (v) Conserve and extend the parish's internationally important landforms and wildlife habitats and increase levels of biodiversity that they support

/Continued

- (vi) Strengthen the corridors that support the movement of wildlife and improve connections between areas of high biodiversity to enhance the overall network of wildlife habitats
- (vii) Manage water resources sustainably by conserving supplies and improving quality
- (viii) Conserve and enhance soils and extend sustainable food production methods whilst taking opportunities to contribute to wildlife and conservation
- (ix) Manage the risk of flooding whilst improving resilience to climate change and mitigation of the associated effects
- (x) Control levels of air, water and noise pollution
- (xi) Encourage travel by sustainable modes and reduce demand for car travel and parking.

To meet the requirements of this policy, applications must be supported by a statement that sets out how proposed development will impact on the ecosystem services and objectives listed above. This should identify both positive and negative impacts.

## 13.2 Supporting text

- 13.2.1 Holme is an AONB Parish with a thriving economy and a diverse range of income generating activities. These include two conservation organisations (which attract large numbers of visitors), farming, retail activities at Drove Orchards, a Pub, a variety of holiday accommodation including five caravan/glamping sites, professional consultancy activities, a riding school, service providers for second homes and holiday accommodation, security and gardening, a beach cafe and a variety of artisan activities.
- 13.2.2 Retirement incomes provide a stable contribution to the economy and an unusually large proportion of residents are self employed (18%). 14% of residents work at or mainly from home (compared to only 6% in the Borough or the Region) and this provides a good basis for sustainable development in a rural parish with environmental constraints on many forms of traditional economic development. Almost all of the income generation depends on the natural capital of the parish and the ecosystem services that it provides. It is thus fundamental to a sustainable future for Holme that these ecosystem services are protected and enhanced.
- 13.2.3 Government policy is increasingly focused on “*protecting and enhancing*” the natural environment and the Government’s 25 year environment plan (DEFRA 2018) is underpinned by the commitment to make ours the first *generation to leave the natural environment in a better state than we found it*. Given the above and the anticipated, negative impacts of the SMP, this has particular importance for Holme-next-the-Sea.
- 13.2.4 When using this policy a judgement needs to be made as to whether a specific planning application is positive, neutral or negative in relation to (1) the ecosystem services and (2) the environmental objectives set out in the Policy. .
- 13.2.5 A proportionate approach should be adopted bearing in mind that small changes in land use may appear inconsequential, but through time the cumulative effects of incremental change can have significant impacts and these should be identified and assessed for all development.
- 13.2.6 Indirect or secondary impacts may also be significant. Of particular importance, changes in land use, intensification of land use activity and the spatial pattern of interaction between



land uses, which generates the demand for travel, can have both positive and negative effects on natural capital and the ability to deliver ecosystem services. The associated traffic impacts can be overlooked but in a Smaller Village and Hamlet with very limited services, it is important to recognise these and their potentially damaging effects on the environment.

13.2.7 Where there are a number of negative impacts, or any negative impact on coastal erosion or flooding, the decision taker should seek improvements to the application in order to avoid refusal.

13.2.8 This approach embeds an ‘environmental net gain’ principle for development as described in the 25 Year Environment Plan and will help the Parish to contribute to the targets identified therein. It is also consistent with the requirements of NPPF 15.

### 13.3 Evidence and policy framework

#### NDP Evidence reports

- Parish Economy
- Environment, Landscape and Biodiversity
- Heritage Report

#### National Policy and Guidance

- NPPF 15 – Conserving and enhancing the natural environment
- A green future: Our 25 year plan to improve the environment, HMG, 2018
- Biodiversity 2020: A strategy for England’s wildlife and ecosystem services, DEFRA, 2011
- State of the North Norfolk Coast, Natural England (2019).
- Natural England (2014), National Character Area Statement 76, 62pp, ISBN 978-1-78367-080-2.
- Natural England (2013), National Character Area Statement 77, 72pp. ISBN 978-1-78367-045-1.

- UK National Ecosystem Assessment (2011), The UK National Ecosystem Assessment: Synthesis of the Key Findings. UNEP-WCMC, Cambridge.
- UK National Ecosystem Assessment Follow-on (2014), The UK National Ecosystem Assessment Follow-on: Synthesis of the Key Findings. UNEP-WCMC, Cambridge.
- The National Adaptation Programme and the Third Strategy for Climate Adaptation Reporting: Making the country resilient to a changing climate, DEFRA, 2019.

#### Local Plan

- DM15 – Environment, design and amenity
- CS07 – Development in Coastal Areas
- CS12 – Protection of environmental assets

East Inshore and Offshore Marine Plans, BIO1, CC1



Holme has a rich stock of Natural Capital that delivers a wide variety of ecosystem services. These underpin the Parish Economy and attract both residents and visitors. The images show just a few examples of these including sense of place/inspiration, tranquillity, recreation (health and well-being), biodiversity, geodiversity, food provision, regulation of coastal erosion and flooding. These natural assets are a finite resource which requires careful management in order to protect their value for the longer term.

## 14 POLICY HNTS 8: SUSTAINABLE TRAVEL AND TOURISM

### 14.1 Purpose

14.1.1 The purpose of this policy is to encourage the local community and visitors to travel more sustainably by enhancing and promoting the network of traffic free routes and associated facilities across the Parish and in particular to:

- Support extensions to the existing footpath and cycleway network, particularly to the south of the A149 and to the National Trails (NPPF paragraph 98)
- To encourage a shift to more sustainable modes of transport (NPPF paragraph 102), especially for short journeys thereby reducing car traffic and parking in the village as well as the Parish more generally.
- Enhance enjoyment of the AONB by improving traffic free connectivity between local destinations and visitor attractions
- Dissipate visitor-related pressure from the Protected Sites Zone and especially from Holme Dunes National Nature Reserve (NNR)
- Improve safe pedestrian and cycle access for local journeys to shopping, personal services and community facilities especially those in Hunstanton
- Reduce the Parish's carbon footprint and vehicle related pollution

#### **POLICY HNTS 8: SUSTAINABLE TRAVEL AND TOURISM**

New or improved footpaths and cycleways will be supported where it can be demonstrated that they will enhance the connectivity and pattern of destinations served by the existing network and where they will encourage a more sustainable modal share. Associated recreational facilities may also be supported. All development must demonstrate it will not impact negatively on habitats, wildlife and biodiversity.

#### **Footpaths and cycleways**

Where proposals for footpaths / cycleways satisfy these criteria, encouragement will be given to the following routes:

- (i) Those that assist in dispersing pressure from the Protected Sites Zone including the National Nature Reserve
- (ii) Those that improve pedestrian access to the south of the A149, especially to and within the Adaptation and Resilience Zone
- (iii) Links between the east side of the village, Drove Orchards and Thornham
- (iv) A link from the west side of the village to join the Peddars Way footpath near its junction with Beach Road / the bus stop
- (v) Links from the west side of the village to Old Hunstanton / Hunstanton including an improved footpath along the River Hun

/Continued

### Recreational Facilities

Proposals for small-scale, low-key recreational facilities at strategic points on the network of footpaths and cycleways will be supported provided that they:

- (i) Contribute to increased appreciation and awareness of the special features of the AONB landscape and the natural and cultural heritage of the Parish
- (ii) Do not detract from the character of the area or its natural and cultural heritage assets
- (iii) Do not impact negatively on the amenity of the area or the enjoyment of residents and visitors who come to Holme to experience the special qualities of the AONB landscape.

Examples of small-scale, low-key facilities include visitor information points, interpretation boards, signposting, bird hides, shelters and secure cycle stands. At points of access from the road network limited car parking may be acceptable especially for disabled visitors.

## 14.2 Supporting text

- 14.2.1 The last decade has seen significant growth in visitor numbers to Holme most of which has been linked to unplanned growth in tourism. This is linked to new housing in the County, growth in holiday accommodation, retail activity and hospitality plus growing numbers of day visitors to the National Nature Reserve.
- 14.2.2 Whilst all of this is good for the local economy around 80% of visitors arrive by car and with minimal services in the village there is an unsustainably large proportion of shopping and service trips by car.
- 14.2.3 Associated with the increase in stay visitors and an increase in internet shopping there has also been a marked increase in LGV and HGV traffic associated with home deliveries and service activity. There is only one paved footpath in the Parish and pedestrians share the narrow village roads with cars and cyclists.
- 14.2.4 The impacts of increasing traffic include congestion at peak times, emissions, disturbance and damage to verges and property. Moreover, parking problems are growing and the net effect of this is to damage people's enjoyment of the place and create tension between road users, pedestrians and the local community.
- 14.2.5 This is not a sustainable situation and calls for an integrated approach to managing the needs and interests of the different stakeholders involved – visitors, residents and business. It is beyond the scope of the NDP to propose a comprehensive solution to this problem but small changes could result in disproportionately large improvements for the benefit of all.
- 14.2.6 Holme has a very good network of footpaths. These include parts of the long distance National Trails (the Peddars Way and the Norfolk Coast Path) and sections of two Norfolk County Council Circular Walks (the Ringstead Walk and Thornham Walk). The routes followed by these footpaths offer an opportunity to “get away from it all” and to enjoy the ecosystem services which the AONB delivers – notably the peace, tranquillity and dark skies and the associated health and well-being benefits.
- 14.2.7 With minor extensions and improvements to this network possibilities exist for attracting visitors away from the overheated National Nature Reserve area to other, equally attractive but less pressurised parts of the Parish – especially south of the A149 where existing walks provide a very different user experience to the open, often wild, windswept salt marsh and sand dunes of the coast. The more sheltered, peaceful inland routes of the Peddars Way and Green Bank still offer outstanding coastal views and also pass close to important but little

known heritage features. Improved access points, signage and information boards could transform user experience and offers potential to get visitors out of their cars.

14.2.8 More significant improvements to the network have the potential to provide improved connectivity between destinations that are currently only served by private car and a limited bus service. These include Drove Orchards, the larger neighbouring settlements which offer a wider range of leisure activities and Hunstanton where there is ample parking and a wide choice of shops and services.

14.2.9 There is strong community support for such initiatives as demonstrated by the NDP consultations which generated many suggestions and requests for improvements to the footpath network and introduction of cycle routes. During the lifetime of the NDP they offer the prospect of a more sustainable approach to local travel and tourism.

### 14.3 Evidence and policy framework

#### NDP Evidence reports

- Questionnaire survey – Analysis and overview of findings
- Parish Economy
- Environment, Landscape and Biodiversity
- Heritage Report

- Natural England (2014), National Character Area Statement 76, 62pp, ISBN 978-1-78367-080-2.
- Natural England (2013), National Character Area Statement 77, 72pp. ISBN 978-1-78367-045-1.

#### Norfolk Coast Partnership

- Feasibility study into access improvements in the River Hun Catchment Area (NCP/Norfolk Trails, 2019)

#### Local Plan

- CS13 – Community and culture (healthy and active lifestyles)

#### National Policy and Guidance

- NPPF 2 – Achieving sustainable development
- NPPF8 – Promoting healthy and safe communities
- NPPF9 – Promoting sustainable transport
- NPPF 15 – Conserving and enhancing the natural environment
- NPPF16 - Conserving and enhancing the historic environment

#### County Transport Plan for 2026

- Policy 4 - Protecting the environment
- Policy 9 - Travel choice
- Policy 13 - Access to town and urban centres
- Policy 14 - Sustainable tourism and leisure
- Policy 15 - Access for all



The Parish offers an excellent environment for low-impact tourism, particularly walking and cycling linked to the excellent network of footpaths which include the County Council’s circular walks and the National Trail. Small investments can bring major benefits both for tourism and for reducing the environmental impacts of car traffic. In support of this the Parish Council has invested in a number of facilities including two bus shelters on the Main Road funded through the County Council’s Parish Partnership scheme. These are well used by visitors walking the Peddars Way and the Coast Path.



## **15 POLICY HNTS 9: TOURING & PERMANENT HOLIDAY ACCOMMODATION**

### **15.1 Purpose**

15.1.1 Local Plan policy DM11 recognises the constraints on touring and permanent holiday accommodation in relation to:

- Impact on the special qualities of the AONB
- Impact on SSSI's and EU Protected Sites
- Flood risk

15.1.2 Against this broader context, this policy is intended to address specific local issues surrounding holiday accommodation given Holme's status as a Smaller Village and Hamlet, the fact that 100% of the Parish is in the AONB and over 40% is covered by Protected Site designations. These relate in particular to:

- Ensuring a sustainable future for existing facilities
- Controlling the impact of any new facilities on the local community, local amenity, local infrastructure and the environment

15.1.3 Recognising that the variety of tourist accommodation on offer is now extremely wide, the scope of the policy includes but is not limited to: static caravans, cabins and lodges, yurts, luxury accommodation including glamping and shepherds huts and all other static/semi-permanent/permanent structures intended for holiday letting whether pre-fabricated or assembled on site, as well as pitches for touring caravans, campervans and tents, plus all associated facilities. It excludes permanent dwellings used or let for holiday accommodation.

### **POLICY HNTS 9: TOURING AND PERMANENT HOLIDAY ACCOMMODATION**

Proposals which facilitate adaptation and resilience of existing holiday accommodation sites or units to climate change, sea level rise and flooding against the background of The Shoreline Management Plan will be supported. These may include modification or replacement of existing structures on a one for one basis, on the existing site, subject to other policies in the NDP and Local Plan provided they satisfy EA, LPA, LLFA and NPPF provisions with respect to flood risk.

All development must be to the highest standards of design consistent with the AONB setting and must demonstrate ease of access/egress for occupants and emergency services in the event of local flooding.

Proposals for new holiday accommodation units or sites, or intensification or extension of existing uses incorporating static /semi-permanent/permanent structures, including associated facilities, will not be permitted.

Where accommodation, pitches or facilities are removed or relocated on the site, the area affected must be fully restored to a standard consistent with the surrounding natural landscape.



## 15.2 Supporting Text

- 15.2.1 Holme's existing caravan sites are a valued asset to the local economy and the businesses which operate them have a longstanding and respected presence in the Parish. They have provided enjoyment for many families, some of whom have been visiting the Parish for years and are regarded as part of the community. They also support a range of tertiary sector activities that are important to the Parish. The Neighbourhood Plan needs to help ensure that they have a sustainable future.
- 15.2.2 Environment Agency Flood Maps show that the majority of the holiday accommodation involved is located in parts of the parish that are at direct or indirect risk from tidal flooding and this risk will increase through time as climate change bites deeper. It is likely therefore that businesses will want to protect themselves by reorganisation of sites, the introduction of flood defence measures or replacement of existing structures by more resilient alternatives. They may simply want to update facilities or modernise their facilities.
- 15.2.3 The NDP aims to facilitate such changes whilst ensuring that the changes are not physically intrusive in the landscape, unsympathetic to local character or unnaturally consistent in form, colour or materials.
- 15.2.4 Whilst recognising that holiday accommodation makes an important contribution to the local economy, the pointers all indicate that the volume of mobile tourist accommodation in the Parish has reached capacity and further development would be harmful to the environment and the local community and is not therefore sustainable.
- 15.2.5 There are c. 130 - 140 caravans / mobile holiday homes in the Parish in addition to more than 40 houses advertised as holiday lets. Caravans outnumber principal residences by more than 50% and around 18% of the housing stock is in use as holiday lets (2018). The physical scale of development is already out of balance with the size of the settlement and Holme's resident community.
- 15.2.6 Whereas around 80% of resident households in Holme contain only 1 or 2 persons, holiday accommodation typically has much higher occupancies of around 4 – 6 persons. During peak periods when occupancies are at their highest, the number of visitors staying in mobile accommodation alone can exceed the resident population of Holme (c240) by 350%.
- 15.2.7 The associated activity and pressure this places on the local environment, infrastructure and protected sites is already substantial. Traffic, parking, sewage disposal, noise and light disturbance are all significant environmental impacts. Furthermore, this pressure is impacting significantly on residents' enjoyment of their home environment. This is reflected in consultation responses with a good deal of negative feedback about caravans and 80% of respondents indicating that further increases in mobile accommodation are unnecessary.
- 15.2.8 Justification for limiting the growth of touring and permanent holiday accommodation in Holme results from the following:
- The need to travel to adjacent settlements by car for all basic services resulting in greater than average vehicle trip generation rates for all sites except Drove
  - A market surplus (>100 units for sale, May 2019) of holiday accommodation at risk of flooding in nearby Hunstanton/Heacham where associated businesses are already having to pay a levy towards the cost of flood protection
  - That mobile accommodation does not qualify for contributions to either the CIL or the interim Habitat Mitigation Fund Payment for the Protected Sites (SADMP DM19).

- The disproportionately large contribution to visitor pressure expected from holiday accommodation within walking distance of the Protected Sites where Green Infrastructure provision would be ineffective and would not represent a viable alternative.

### 15.3 Evidence and policy framework

#### NDP Evidence reports

- Questionnaire survey – Analysis and overview of findings
- Future Housing in Holme-next-the-Sea
- Water Quality
- Parish Economy
- Environment, Landscape and Biodiversity

#### National Policy and Guidance

- NPPF 14 – Meeting the challenge of climate change, flooding and coastal change
- NPPF 15 – Conserving and enhancing the natural environment
- State of the North Norfolk Coast, Natural England (2019)..
- The National Adaptation Programme and the Third Strategy for Climate Adaptation Reporting: Making

the country resilient to a changing climate, DEFRA, 2019.

#### Local Plan

- DM2 – Development boundaries
- DM3 – Development in the smaller villages and hamlets
- DM11 – Touring and permanent holiday sites
- DM19 – Green infrastructure/habitats monitoring and mitigation
- CS02 – The settlement hierarchy
- CS06 – Development in rural areas
- CS07 – Development in Coastal Areas
- CS10 – The Economy
- CS12 – Protection of environmental assets



Holme has five sites offering c. 140 mobile holiday accommodation units. These are highly valued by visitors and important to local business. Against the background of the Local Plan which restricts the development of new sites in the AONB, this policy is designed to conserve the local AONB landscape whilst supporting the established Parish businesses by allowing them to adapt to changing circumstances, notably those linked to environmental considerations including climate change and flood risk.

## **16 POLICY HNTS 10: OVERALL FORM AND PATTERN OF SETTLEMENT**

### **16.1 Purpose**

- 16.1.1 To maintain the historic form of settlement which characterises the village and to avoid back-land development which would be harmful to residential amenity and damaging to the countryside and AONB setting of the Parish. In accordance with the Local Plan, development will take the form of infill of small gaps within an otherwise continuously built up frontage. It must be appropriate to the scale and character of its surroundings.

#### **POLICY HNTS 10: OVERALL FORM AND PATTERN OF SETTLEMENT**

With the exception of any specific allocations made through the Neighbourhood Plan, development will take the form of limited infill. It should follow the distinctive grain and pattern of settlement which is arranged in a grid pattern with a predominantly linear pattern of buildings facing the roads. It should also maintain the features that contribute to the characteristic form of Holme including a clearly defined boundary with the countryside, the open spaces in the central part of the village and the far-reaching views towards and from the margins.

### **16.2 Supporting text**

- 16.2.1 There is evidence that the first formal planning exercise for Holme was undertaken in Roman times and that 'centuriation' explains the organisation of the parish landscape, including its distinctive rectangular configuration of roads and the associated form of the settlement. The survival of a centuriated settlement pattern is rare and is evidenced by the following distinctive features:
- A grid-based pattern of roads that form the basic building blocks of the landscape
  - An open form of village development with a linear though not repetitively regular arrangement of buildings facing village roads and streets
  - A punctuating pattern of green open spaces which are too small for modern arable cropping and have survived as traditional grazed grassland which is valuable for biodiversity
- 16.2.2 The pattern of settlement though rare, has stood the test of time. Despite its historic origins it continues to provide a functional basis for accommodating organic growth, maintaining a sense of openness and attractive street scene. It also avoids the problems associated with back land development.
- 16.2.3 The settlement pattern distinguishes Holme from neighbouring parishes and helps to define the character, sense of place and sense of history that underpin its identity. This is an important heritage feature of the place that should be conserved. It is valued by parishioners and compatible with Local Plan policy.

## 16.3 Evidence and policy framework

### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Housing Report
- Heritage Report

### *National Policy and Guidance*

- NPPF 12 – Achieving well-designed places
- NPPF 15 – Conserving and enhancing the natural environment

- NPPF 16 – Conserving and enhancing the historic environment

### *Local Plan*

- DM3 – Development in the smaller villages and hamlets
- DM15 – Environment, design and amenity
- CS06 – Development in rural areas
- CS12 – Protection of environmental assets
- CS13 – Community & culture



Holme has a distinctive pattern of settlement. Most properties front onto roads arranged in a grid pattern first set out in Roman times. This distinguishing feature sets it apart from its coastal neighbours. It gives rise to much valued, central open spaces and tightly defined boundaries with the countryside.

## **17 POLICY HNTS 11: STREET SCENE, CHARACTER AND RESIDENTIAL ENVIRONMENT**

### **17.1 Purpose**

17.1.1 The purpose of this policy is to:

- Ensure all development enhances local character and distinctiveness taking account of the special features and relationships between the built and natural landscape which underpin the sense of place and the AONB designation
- Ensure that the existing amenity of residents is not adversely affected by new development including extensions, alterations, replacement of existing buildings or redevelopment of sites
- Clarify design expectations (NPPF 12)

#### **POLICY HNTS 11: STREET SCENE, CHARACTER AND RESIDENTIAL ENVIRONMENT**

Development proposals will be permitted where they respect the layout, spacing and established character of neighbouring properties and the local area as well as the amenity that people derive from the external space that forms part of their home environment. They should satisfy the following requirements:

- (i) Demonstrate an informed appreciation of landscape context
- (ii) Have regard for the relationship between building size and plot size which should respect that of nearby properties
- (iii) Provide appropriate separation from boundaries so as to maintain gaps which respect neighbours' amenity, provide a positive contribution to the street scene and avoid a cramped or urbanised appearance. Gaps should not rely on borrowed space from neighbouring gardens.
- (iv) Be consistent with established building set back and arrangement of front gardens and boundary treatments including hedges, trees, walls, fences and railings
- (v) Have sufficient scope within the plot to provide garden space, landscaping, boundary treatments, external storage and car parking similar to that of neighbouring properties
- (vi) Garages must not be intrusive on the street scene, should remain subordinate to and not detract from the character and appearance of the main dwelling
- (vii) Employ design which is appropriate and sympathetic to its setting in terms of height, massing, roof form, materials, elevational and vernacular detailing.
- (viii) Is not overbearing or of a form which would have a dominating effect on the street scene or would be detrimental to the amenity of neighbours by virtue of overshadowing and/or overlooking resulting in loss of light and / or privacy

/Continued



- (ix) The palette of building materials and external finishes should be selected to complement and enhance locally distinctive character which includes clunch, chalk, carrstone, flint, rubble and clay pantiles
- (x) Development sites should be accessed directly from a suitable existing road on at least one boundary and access arrangements should have particular regard for the visibility and safety of pedestrians and cyclists

Taking account of existing and proposed buildings, development proposals should not result in individual plot coverages of more than 40%.

## 17.2 Supporting text

- 17.2.1 Holme boasts a variety of buildings of different ages, designs and densities. The street scene is characterised by a rural feel with space around buildings and views of countryside beyond. Density of building is low and there is a wide variety of styles given unity by characteristic building materials, and vernacular details. There is a 'flow' between bungalows, small cottages and larger houses and for the most part no particular buildings appear dominant.
- 17.2.2 A distinctive feature of the village is its gardens with established hedgerows, shrubs and trees which make an important contribution to local amenity and biodiversity. There are verges but generally no pavements.
- 17.2.3 Most properties have front gardens and generous rear gardens and very few have a plot coverage of more than 40%. This, together with the spaces between dwellings helps to define the character of the village and the relationship with the AONB countryside setting. It is also fundamental to the established amenity enjoyed by residents. This is a basic consideration for all housing related policies in the NDP.
- 17.2.4 NDP consultations have shown that parishioners place enormous value on the traditional buildings and locally found materials that contribute to this character. There is genuine concern about the impact of new development both on the local built environment and on the green spaces and surrounding countryside which provide such an important setting for the village.
- 17.2.5 The residential amenity or benefit that people derive from the external space which forms part of their private home environment depends not only on the design of the home itself but also on the design, orientation and layout of neighbouring properties. More than 80% of respondents to the NDP survey indicated that these qualities are important to them.
- 17.2.6 People are drawn to living in a particular area by its character, ambience and the quality of life on offer. These things have an important influence on one of life's biggest decisions and once people decide to settle they have reasonable expectations that this quality will not be eroded.
- 17.2.7 A poorly designed built environment can have a significant impact on the well-being and overall quality of life of those who live there. This is evident from the comments made by Holme residents who feel that their quality of life has suffered badly as a result of poorly controlled development on neighbouring plots: infill, extensions or replacement dwellings.

- 17.2.8 The most successful new buildings blend well into their setting and whilst they may be individual, harmonise well with neighbouring properties and sit comfortably within the wider neighbourhood. Where particular buildings are too dominant, layouts are too cramped or designs do not incorporate sufficient surrounding garden space with soft boundary treatments they look incongruous and fail.
- 17.2.9 Some examples of the areas defining characteristics are given by the Building Style Sheet included in the Appendix to this Plan. These provide an indication of design features that may contribute to and enhance the AONB character of the Parish.
- 17.2.10 Intending developers are encouraged to consult with neighbours and the local community before making planning applications.

### 17.3 Evidence and policy framework

#### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Holme-next-the-Sea Conservation area – draft character statement
- Heritage Report
- Housing Report
- Environment, Landscape and Biodiversity
- Building Style Guide
- NPPF 15 – Conserving and enhancing the natural environment
- NPPF 16 – Conserving and enhancing the historic environment

#### *Local Plan*

- DM3 – Development in the smaller villages and hamlets
- DM15 – Environment, design and amenity
- CS12 – Protection of environmental assets
- CS13 – Community & culture

#### *National Policy and Guidance*

- NPPF 12 – Achieving well-designed places



The photographs illustrate some of the important street scene features which give Holme its distinctive character. These include the variety of housing types, building materials, trees, verges hedgerows, front gardens and a general absence of solid brick walls, intrusive garages and cramped layouts.



## **18 POLICY HNTS 12: CONSERVATION AREA**

### **18.1 Purpose**

18.1.1 The purpose of this policy is to reinforce the statements set out in the Holme-next-the-Sea Conservation Area Draft Character Statement (Borough Council of Kings Lynn and West Norfolk Planning Policy, 1978, updated 1992) in order to provide a more explicit basis for interpretation and application. In addition, the policy seeks to encourage development applications to include proposals for enhancements to the Conservation Area.

#### **POLICY HNTS 12: CONSERVATION AREA**

Proposals for development within the Conservation Area or within the setting of the Conservation Area must respect the particular features which contribute to its character and appearance, particularly those of historic or architectural interest shown on the Conservation Area Map. They must have particular regard for the following:

- (i) Holme-next-the-Sea Conservation Area Draft Character Statement
- (ii) The effect of the proposal on the significance of any designated or non-designated heritage assets shown on the NDP Heritage and Conservation Area Maps including both listed and important unlisted buildings
- (iii) The overall layout of the settlement and its relationship to the surrounding AONB landscape including the boundaries with the Protected Sites of Holme Marsh and Redwell Marsh
- (iv) The historic pattern of roads, footpaths, by-ways and open spaces that characterise the settlement and contribute to the established street scene
- (v) The mix of building types, scale, height and massing
- (vi) Roof lines and styles and any historic elevation features including windows
- (vii) The use of locally distinctive building materials, styles and techniques
- (viii) Significant landscape features including established trees and hedgerows, boundary treatments, ponds and open spaces
- (ix) Existing views and vistas including views of the skyline and views into and out of the Conservation Area

All proposals should identify opportunities for enhancements to the Conservation Area and should be supported by sufficiently detailed information to allow an informed assessment of any impacts. Outline planning applications for new buildings will not be acceptable in the Conservation Area.

### **18.2 Supporting text**

18.2.1 The NPPF identifies the protection and enhancement of the historic environment as an important element of sustainable development and also indicates that the significance of a heritage asset can be harmed or lost through development within its setting.

18.2.2 Holme's Conservation Area includes the historic core of the settlement and contains evidence of its development over a period of some 2000 years. The arrangement of the lanes, buildings, architectural styles and building materials as well as the walls, gardens, trees, hedgerows and views all contribute to its character.

- 18.2.3 Many of these features are described in detail in the Holme-next-the-Sea Conservation Area Character Statement. Together, they define the significance of the Conservation Area as a heritage asset. Planning applications should be assessed according to their impact on the character and appearance of these features and the sense of place they create, taking account of their individual significance. Such impacts cannot be adequately assessed through an outline application.
- 18.2.4 Paragraph 189 of the NPPF requires planning applications to provide sufficient detail to describe the significance of any heritage asset affected in order to allow the potential impact of a given proposal to be evaluated.
- 18.2.5 The War Memorial and eight buildings in the parish are listed for their special architectural or historic interest under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended. In addition the Conservation Area Character Statement highlights the importance of a larger number of unlisted buildings, which by virtue of their position, their group value and their use of local materials, contribute to the character of the village. Whilst undesignated, the NDP regards these buildings as significant heritage assets.
- 18.2.6 All of the listed and important unlisted buildings are shown on the Conservation Area Map included with this plan and are listed in the Heritage Report.



## 18.3 Evidence and policy framework

### *NDP Evidence reports*

- Heritage Map
- Heritage Report
- Questionnaire survey – Analysis and overview of findings

### *National Policy and Guidance*

- NPPF 15 – Conserving and enhancing the natural environment
- NPPF 16 – Conserving and enhancing the historic environment

### *Local Plan and supporting documents*

- DM15 – Environment, design and amenity
- DM21 – Sites in areas of flood risk
- CS12 – Environmental Assets
- Holme-next-the-Sea Conservation Area – draft character statement, 1992 BCKLWN.
- The effects of Conservation Area designation, September 2010, BCKLWN.



The Conservation Area forms the heart of the village and contains its listed and important unlisted buildings as well as its only community buildings. The photographs above show from left to right the village hall, Grade 1 listed Great St Mary's church which includes the War Memorial (scheduled monument) and the White Horse public house.

## 19 POLICY HNTS 13: HERITAGE ASSETS

### 19.1 Purpose

19.1.1 The purpose of this policy is:

- To ensure that all proposals for development identify and have due regard for the conservation and enhancement of all structures and features of architectural, archaeological and historic interest and that any new development does not adversely impact upon their setting. This will encourage sensitive development that safeguards those attributes which contribute to the importance of historic assets and also integrates well into the historic environment.
- To identify the opportunities for adding value to the ecosystem services derived from parish heritage assets by linking them to recreational opportunities and enhancing the economic vitality of the Parish. In particular to connect both residents and visitors more closely with Holme's heritage assets especially in the context of Parish footpaths and walks.

#### **POLICY HNTS 13: HERITAGE ASSETS**

Development proposals should recognise, conserve and enhance the significance of heritage assets and respect their setting. The Parish has a rich natural and cultural heritage and where consistent with the conservation of heritage assets, opportunities for linking these to the significant recreational opportunities offered by the AONB landscape should be taken. Of particular value in this respect are the opportunities presented by the existing and proposed footpath network that crosses the Parish and includes the Peddars Way / National Trail as well as other historic routes, tracks and banks. These and other important local features are shown on the Heritage and Archaeology Map included in this Plan.

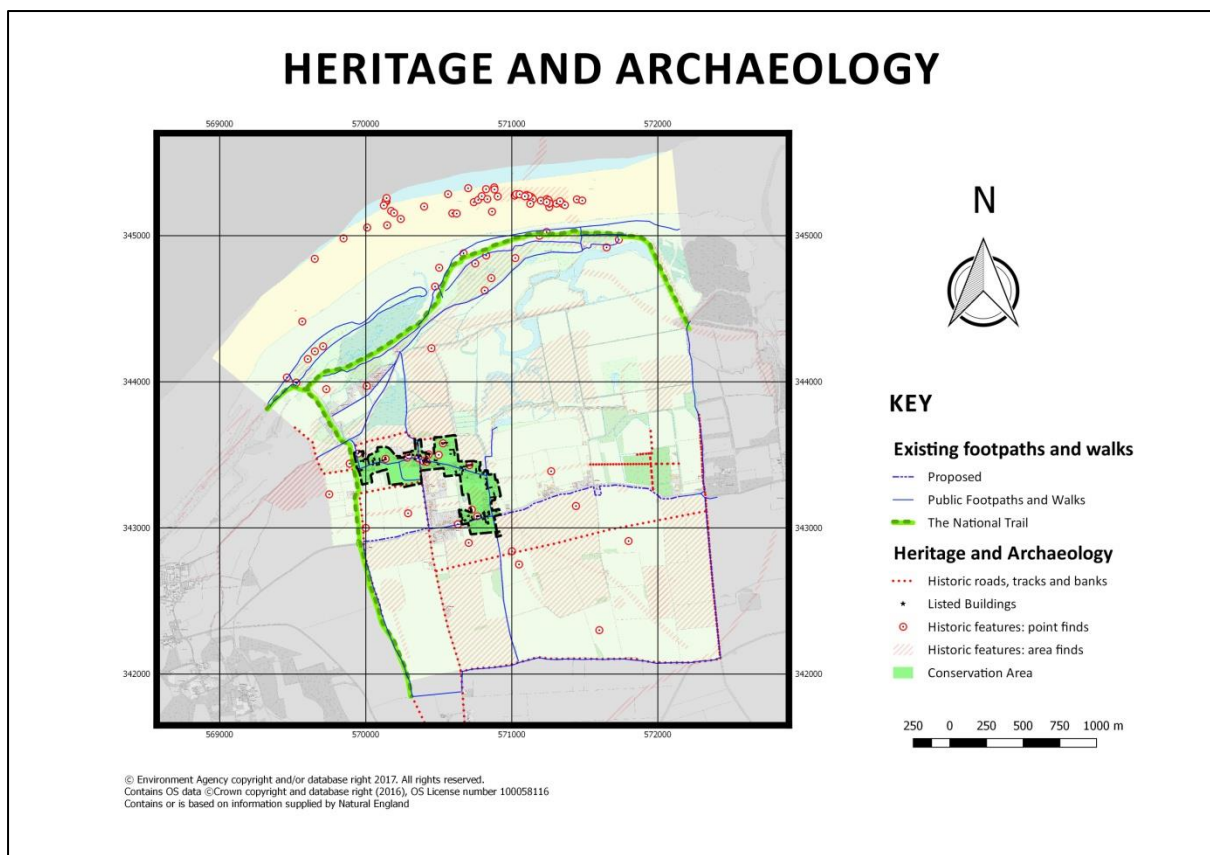
Prospective developers should consult this Map together with any additional information provided in the Norfolk Historic Environment Record. The type and levels of archaeological intervention that may be required in relation to any development depends on the significance of the heritage assets affected and the potential impact of proposed development. Where there is an indication or potential that there may be assets of heritage or archaeological interest, suitable desk-based and site investigation should be carried out following recognised professional practices. Where historic assets are discovered, appropriate measures should be taken to ensure their recording and conservation. Every opportunity should be taken to make them more accessible to the public where this is consistent with their long term preservation and conservation objectives.

### 19.2 Supporting Text

- 19.2.1 Holme has a rich and varied cultural history dating back to pre-Roman times. The Roman origins of the current settlement are reflected in its unusual but characteristic pattern of roads and footpaths which follow a distinctive grid pattern that is the result of 'centuriation' – a form of Roman land use and transport planning.
- 19.2.2 Despite the passage of almost two thousand years this pattern has survived and a part of its legacy is the excellent networks of circular walks which the Parish has to offer. These range from a twenty minute stroll around the centre of the village to a more challenging 10km hike around the Parish boundary and include many permutations of routes in between.



- 19.2.3 Currently the majority of people enjoy these routes for the scenery, relaxation and exercise that they provide. The routes themselves are part of our cultural heritage but beyond the Peddars Way which is very well known, few visitors are aware of the significance of the other routes. Furthermore, many of them pass by some remarkable heritage assets which are clearly visible in the landscape but not obvious to people without background knowledge and a trained eye.
- 19.2.4 These include Green Bank (pre-historic ridgeway), Beloes Camps (Roman Origins), Launditch Enclosure (Roman signals station/Saxon burial site), the Sea Bank (Victorian and earlier engineering), Eastgate Tithe Barn (Medieval to Georgian), medieval buildings including St Mary's Church and many examples of ridge and furrow. As well as these there are many features of interest that are not visible but in locations that could be discreetly highlighted. These include the iconic Sea Henges, Boudicca's hoard on Green Bank, medieval fish traps and more than one shipwreck on the beach, relics of World War II defences in the dunes and a Roman settlement on Beach Road.
- 19.2.5 Enjoyment and conservation of heritage assets is heavily dependent on knowledge of their existence. The Heritage and Archaeology map included with this plan provides a quick check on whether proposals may have a Heritage impact and the Heritage Report included in the Evidence Library provides background information. Neither is a replacement for consulting Historic England and NCC's NHER which undergo constant updating. It is intended however, that both will help applicants, decision makers and consultees have a better appreciation of the likely heritage impacts of proposals and trigger the involvement of heritage specialists who can advise on appropriate conservation or mitigation measures where necessary.



19.2.6 With respect to public appreciation and enjoyment of heritage some very small changes in Holme could have a very big impact. By Locating interpretation boards at appropriate locations and positioning discreet signs describing adjacent heritage features, Holme’s network of footpaths can be given new meaning and strengthen peoples connections with the historic environment. This would add significantly to the visitor experience and the ecosystem services that Holme’s heritage generates.

### 19.3 Evidence and policy framework

#### *NDP Evidence reports*

- Heritage Map
- Questionnaire survey – Analysis and overview of findings
- Holme-next-the-Sea Conservation area – draft character statement
- Heritage Report
- Environment, Landscape and Biodiversity

#### *National Policy and Guidance*

- NPPF 15 – Conserving and enhancing the natural environment
- NPPF 16 – Conserving and enhancing the historic environment

#### *Local Plan*

- DM15 – Environment, design and amenity
- CS12 – Environmental assets

East Inshore and Offshore Marine Plans, SOC2



Norfolk County Council’s Heritage Environment Record provides a wealth of information that describes and helps to identify features of Holme’s rich heritage that might otherwise go unnoticed by the untrained eye. For example the photographs show (from left to right) Beloes Camps (possible Roman origins); the iconic sea wall (first raised in the 1820s and central to Holme’s existence) and remains of a prehistoric forest on the beach. Many of these features can be enjoyed from the Parish’s extensive network of walks many of which themselves have ancient origins.

Anybody involved in development which may affect the historic environment should contact Norfolk County Council Environment Service, Historic Environment Strategy and Advice Team.

## 20 POLICY HNTS 14: NEW HOMES

### 20.1 Purpose

20.1.1 The purpose of this policy is to enable the delivery of new homes (ie additions to the existing stock) over the period of the Neighbourhood Plan in order to:

- Maintain the vitality of the resident community by creating opportunities for first-time buyers, young families, retirees and downsizers to make their homes in the Parish, reflecting the preferences and aspirations of the local community
- Maintain a level of organic growth comparable with that achieved in previous plan periods, thereby making a contribution to Borough-wide housing targets consistent with Holme's status as a Smaller Village and Hamlet
- Help to redress the imbalance in the housing supply that has been reinforced by growth in the higher Council Tax Bands since 2001
- Ensure that development proposals provide homes that reflect the preferences and aspirations of the community for small and medium sized homes of traditional design.

#### **POLICY HNTS 14: NEW HOMES**

Proposals for new dwellings will be permitted within the development envelope where they are typically in the size range 80 -150m<sup>2</sup> gross internal floor area, constitute sensitive infilling of small gaps within an otherwise continuously built up frontage facing the existing road network and provided that they conserve and enhance landscape and scenic beauty and are appropriate to their location in the Norfolk Coast AONB.

In order to maintain the character of the village and the street scene and to protect neighbouring amenity, permission will not be given for proposals for new homes that result in more than 40% of the curtilage of the property being covered by buildings. All new dwellings must be Principal Homes in accordance with Policy HNTS 18.

In view of the importance of home working to the parish economy, all new dwellings should include the necessary infrastructure to enable direct connection to super high speed, fibre-based Broadband.

### 20.2 Supporting text

20.2.1 In the Local Plan Holme is classified as a Smaller Village and Hamlet. This is the lowest tier in the settlement hierarchy, reserved for villages with little or no services where it is generally deemed inappropriate to seek further development.

20.2.2 The Borough Council has identified a potential need for modest development in these smaller settlements to reflect local preferences in conformity with the Government's Localism Agenda.

20.2.3 This approach allows settlements to adapt to changing needs and helps deliver the NPPF's aim of boosting significantly the supply of housing. Local Plan policy indicates that very modest housing growth will be permitted in the form of sensitive infill development which will allow the settlements to grow organically.

20.2.4 The NDP housing policies have been developed within this framework recognising that Holme has some special housing issues. These are linked to the decline in resident population which has weakened the community and unless addressed, threatens to undermine it altogether. Specifically:



- A majority of the fixed housing stock in use as a second or holiday home/rental
  - A disproportionately large element of mobile holiday accommodation
  - An imbalance in the housing supply, reinforced by growth in the higher Council Tax Bands at the expense of the lower bands
  - A mismatch between housing stock and household size ie 75% of dwellings have three or more bedrooms whereas 83% of households consist of two or fewer people
- 20.2.5 These issues have not been solved by above-average increases in the new housing stock (9% in Holme v 7.5% nationally, 2001-11), and if anything, they have been fuelled by more recent planning policy which removed the controls on replacement dwellings, encouraging speculative development and leading to the loss of smaller village homes.
- 20.2.6 A great deal was learned about the views of local community through the Neighbourhood Plan Questionnaire Survey and this has informed the specification of this policy.
- Single dwelling infill is the preferred scale for new housing and most people favour traditionally designed houses constructed with local building materials.
  - The need for smaller and more affordable market homes (typical size range in the village – 80 to 120 sqm GIFA) suitable for younger families and down-sizers is recognised. The policy provides for some flexibility on this figure indicating an upper size limit of 150m<sup>2</sup> GIFA. 85% of survey respondents felt that there is some need for semi-detached homes.
  - More than 80% of respondents said the most appropriate or acceptable location for any new homes is fronting the existing road network, reinforcing the established linear form of development. Two-thirds of respondents indicated that they would find back land development unacceptable.
  - Large, tall and expensive homes are particularly unpopular.
- 20.2.7 Based on a ~15%, stratified, random sample of properties the median plot ratio in the Holme Village Zone is 17% (mean = 19%). No properties were found with a plot ratio greater than 40% and this figure has therefore been used as the maximum plot ratio for new development. This figure reflects the views of the local community and will conserve the character of the area without being unduly restrictive.
- 20.2.8 It is important to note that the overall scale of new housing is not determined by any specific requirement in the Local Plan but by the need for a more locally sustainable approach that has the support of the community.

## 20.3 Evidence and Policy Framework

### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Future housing in Holme-next-the-Sea
- Socio-economic profile of the Neighbourhood Area
- Building Style Guide
- Environment, Landscape and Biodiversity

### *National Policy and Guidance*

- NPPF 2 – Achieving sustainable development
- NPPF5 – Delivering a sufficient supply of homes
- NPPF 12 – Achieving well-designed places
- NPPF 15 - Conserving and enhancing the natural environment

- NPPF 16 – Conserving and enhancing the historic environment

### *Local Plan and guidance*

- DM2 - Development Boundaries
- DM3 - Development in the smaller villages and hamlets
- DM15 - Environment, design and amenity
- CS02 – The settlement hierarchy
- CS08 - Sustainable development
- CS09 – Housing
- Central Norfolk Strategic Housing and Economic Land Availability Assessment: Methodology, 2016.

## 21 POLICY HNTS 15: SITE ALLOCATION AT EASTGATE BARN

### 21.1 Purpose

21.1.1 The purpose of the housing site allocation is to complement the New Homes Policy by kick starting the process of providing some small homes suitable for younger families and downsizers wishing to live in the village. It will supplement the process of organic growth and will provide an opportunity during the early part of the plan period for those wishing to work in or relocate to the area.

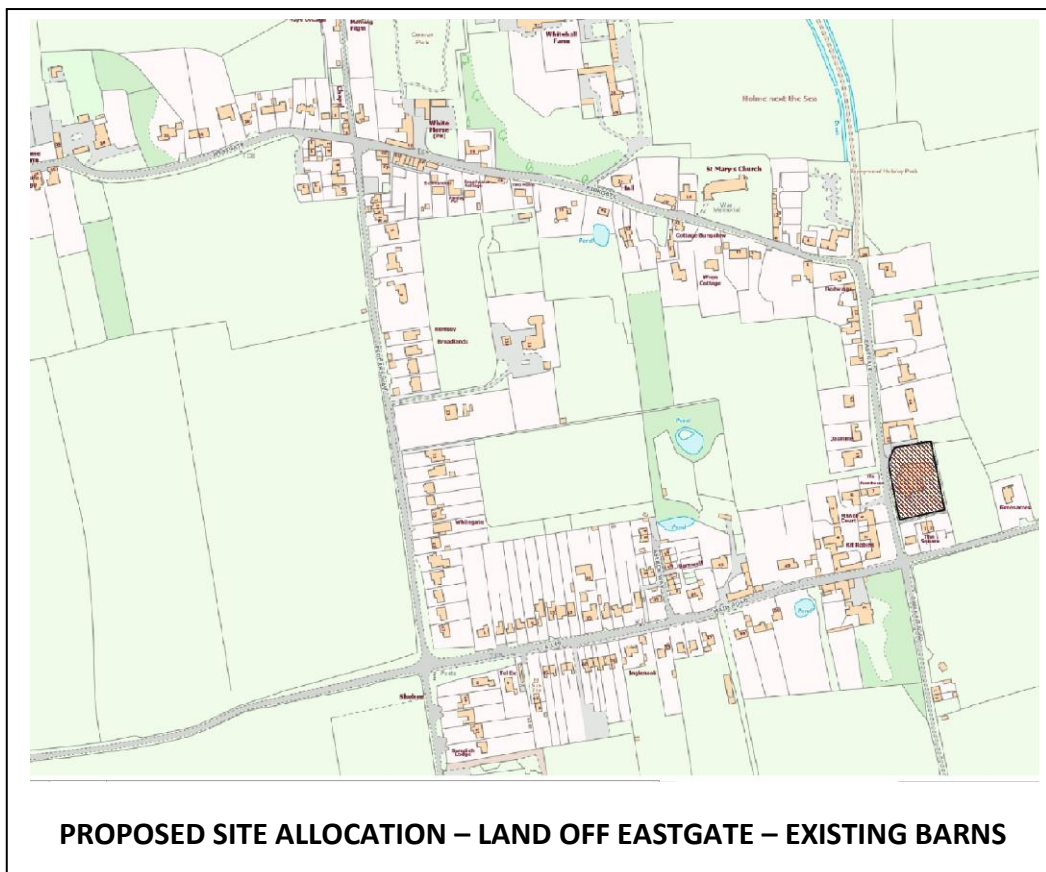
#### **POLICY HNTS 15: SITE ALLOCATION AT EASTGATE BARN**

A single allocation will be made on the site of Eastgate Barn as shown on the map. This will be based on the following:

- a. Five small market homes of approximately 80 – 120 m<sup>2</sup> gross internal floor area plus single garage, to be accessed from Eastgate
- b. Offering a choice of two and three bedrooms arranged as either single or two storey and including a choice of semi-detached and/or terraced properties.
- c. Traditional design and materials reflecting the character of the neighbouring, converted agricultural buildings at the Old Dairy and Manor Court and sympathetic to the Conservation Area setting
- d. Trees and hedgerows to be retained where possible and supplemented with landscaping incorporating native species
- e. Subject to all other policies in the NDP with the specific exception of access arrangements which may be varied to allow for a single point of access in order to reduce the impact on the Conservation Area or to satisfy highways requirements

### 21.2 Supporting text

- 21.2.1 Whilst there is sufficient capacity within the development envelope to satisfy the requirement for organic growth a consultation on housing options indicated that the local community appreciated the need for a small allocation. This would not only add some certainty to housing growth but would also allow parishioners to exercise some choice over the type and location of housing and kick start a process of addressing the imbalance in the housing supply.
- 21.2.2 Five sites were identified including two put forward by developers, two suggested through the NDP questionnaire survey and one which came forward through public consultation.
- 21.2.3 Preferences expressed through the consultation were very clear with one site (an existing barn of no architectural merit on Eastgate) emerging both as the preferred and least controversial option and with a strong level of support.
- 21.2.4 Each of the sites was also evaluated using the HELAA methodology supervised by an independent planning consultant (see Housing Report). The resulting scores ranged from 54% to 88% with the barn on Eastgate achieving the highest. This site was taken forward for inclusion in the NDP.



21.2.5 In order to satisfy the objective of this allocation and the preferences of the local community it is important that the size of the houses is biased towards the lower end of the spectrum described in the New Homes Policy (80-150m<sup>2</sup>). This is the justification for the size range of 80 – 120m<sup>2</sup> which is typical of the more modest homes in the village. However, it is important that the final scheme is of high quality and it is recognised that a small degree of flexibility may be needed in order to accommodate an appropriate mix of dwellings that provide some choice for prospective purchasers.

21.2.6 As noted in the supporting text to the New Homes Policy, the overall scale of new housing envisaged by the NDP is not determined by any specific requirement in the Local Plan but by the need for a more locally sustainable approach that has the support of the community. Given this, the site allocation policy is justified on the basis of the localism agenda, local preferences, strengthening the dwindling resident community and restoring balance in the housing stock toward smaller dwellings.

### 21.3 Evidence and Policy Framework

#### NDP Evidence reports

- Questionnaire survey – Analysis and overview of findings
- Future housing in Holme-next-the-Sea
- Socio-economic profile of the Neighbourhood Area
- Building Style Guide
- Environment, Landscape and Biodiversity

#### National Policy and Guidance

- NPPF 2 – Achieving sustainable development
- NPPF5 – Delivering a sufficient supply of homes
- NPPF 12 – Achieving well-designed places
- NPPF 16 – Conserving and enhancing the historic environment

#### Local Plan and guidance

- DM2 - Development Boundaries
- DM3 - Development in the smaller villages and hamlets
- DM15 - Environment, design and amenity
- CS02 – The settlement hierarchy
- CS08 - Sustainable development
- CS09 – Housing
- Central Norfolk Strategic Housing and Economic Land Availability Assessment: Methodology, 2016.



The proposed allocation site is currently a barn of no architectural merit surrounded by housing in the Conservation Area. This provides an opportunity to make a positive impact on the street scene whilst also providing a small number of modest, traditional homes of the type favoured by the local community. Successful schemes in a range of styles that reflect local character can be seen in neighbouring communities.



## 22 POLICY HNTS 16: REPLACEMENT DWELLINGS

### 22.1 Purpose

22.1.1 The purpose of this policy is to help promote the availability of smaller homes in the Parish which are relevant to local people. In particular it aims to:

- Help redress the imbalance in the housing stock that has resulted from the replacement of small homes with substantially larger ones which are beyond the reach of most local families, downsizers and intending retirees.
- Reduce the speculative purchase of small homes for redevelopment. This is driving up prices and taking good, small houses out of the local market so that they are no longer accessible to local people.

#### **POLICY HNTS 16: REPLACEMENT DWELLINGS**

Proposals for replacement dwellings will be permitted provided that they conserve and enhance landscape and scenic beauty and are appropriate to their location in the Norfolk Coast AONB and provided that they do not result in a net increase of more than 40% of the Gross Internal Floor Area of the original dwelling excluding any outbuildings.

Within the Development Envelope proposals to replace one dwelling by two or more may be supported where the replacement dwellings are small (Gross Internal Floor Area less than 120 sqm) with well-designed, fully functional internal accommodation and do not result in the loss of a building which contributes to the character of the Parish. Elsewhere replacements will only be permitted on a one for one basis. All replacement dwellings should include the necessary infrastructure to enable direct connection to super high speed, fibre-based Broadband.

Any replacement dwellings which represent a net gain in the total number of units on a site will be subject to occupancy restrictions in accordance with Policy HNTS 18. Where permission is granted consideration will be given to the control of future extensions by reduction or removal of permitted development rights

### 22.2 Supporting text

22.2.1 A significant factor leading to imbalance in Holme's housing stock has been replacement of small houses relevant to young families, downsizers or retirees by excessively large houses which are beyond their financial reach or of no relevance to their needs. Holme is traditionally a village where people choose to retire and / or downsize and the reduction in suitable housing is impacting negatively on the vitality of the community.

22.2.2 NDP consultation feedback revealed very clearly that the community has strong negative views about replacement dwellings driven by their experience of modest dwellings being replaced by very large and expensive houses, particularly when these can remain empty for long periods of time. The strength of representations on planning applications show that these properties are viewed as being out of character, cramped onto their plots and fuelled by speculative development interests rather than the interests of the community.

22.2.3 The availability of small homes in the Parish has also been reduced by speculative purchases which not only inflates selling prices but also takes them out of the local market. Often these good homes are left empty for long periods of time and run down in order to justify their replacement adding to the strength of feeling against this type of development.

22.2.4 The pattern of development in the village is well spaced and plot coverages in excess of 40% are rare. These very large replacement properties almost invariably become second homes or

holiday lets and as a result, the well tended gardens and green boundary treatments which are important to the character of the village are particularly unattractive and frequently lost.

- 22.2.5 Examples relevant to Holme include the loss of bungalows on generous plots (see photos), particularly the characteristic wooden bungalows which contribute significantly to the character of the place but are often nearing the end of their useful lives. Reproducing the weather-boarded style of construction in a modestly sized replacement works well especially for self builders using SIPs and other eco-friendly construction systems. It offers a low cost route to a new home and a way of maintaining a distinctive feature that will otherwise be lost.
- 22.2.6 Where infill plots are large there may be sufficient space to create two small dwellings and within the development envelope this should be considered if it will not result in the loss of a building which contributes to the character of the settlement. Elsewhere in the Parish stricter criteria will apply to take account of exposure to flood risk and the need to protect the countryside.
- 22.2.7 In order to satisfy the policy objective of maintaining the supply of smaller homes, reduction or removal of permitted development rights may need to be considered when proposed dwellings are at or near size limits set out in this policy and where their removal might assist approval

## 22.3 Evidence and policy framework

### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Future housing in Holme-next-the-Sea
- Socio-economic profile of the Neighbourhood Area

### *National Policy and Guidance*

- NPPF 2 – Achieving sustainable development
- NPPF5 – Delivering a sufficient supply of homes
- NPPF 12 – Achieving well-designed places

- NPPF 15 – Conserving & enhancing the natural Environment

### *Local Plan and guidance*

- DM3 - Development in the smaller villages and hamlets
- DM 5 - Enlargement or Replacement of Dwellings in the Countryside
- DM15 - Environment, design and amenity
- CS08 - Sustainable development
- CS13 – Community and culture



More than 25% of Holme’s housing stock falls within the three highest council tax bands compared to only 4% in the Borough. Recent growth in the housing stock has been entirely in the highest tax bands and largely due to the replacement of small dwellings by very large ones. Unlike the Parish’s traditional, larger homes which sit well on generous plots many replacements have cramped layouts and uncharacteristically small gardens. This is forcing people out of the housing market and damaging the character of the settlement.

## 23 POLICY HNTS 17: EXTENSIONS, ANNEXES AND OUTBUILDINGS

### 23.1 Purpose

- 23.1.1 Purpose: The purpose of this policy is to ensure people have the flexibility to extend and improve their property whilst at the same time limiting the creation of excessively large houses which are damaging the balance in the Parish housing stock by reducing the availability of smaller dwellings suitable for the resident housing market.

#### **POLICY HNTS 17: EXTENSIONS, ANNEXES AND OUTBUILDINGS**

Development proposals for extensions to existing dwellings and the provision of annexes and outbuildings will be permitted, provided that they conserve and enhance landscape and scenic beauty and are appropriate to their location in the Norfolk Coast AONB, where the proposal does not increase the Gross Internal Floor Area of the original dwelling by more than 40% excluding any outbuildings.

Where planning permission is required, proposals for annexes should demonstrate both functional and physical dependency on the host dwelling. Proposals for outbuildings should show that they are required for purposes that are incidental to the use of the host dwelling and its occupants. In both cases the new development must remain in the same ownership as the host dwelling and must share its existing access, parking and garden.

In view of the importance of home working to the parish economy, all proposals should include provision for the necessary infrastructure to enable direct connection to super high speed, fibre Broadband.

Where permission is granted consideration will be given to the control of further extensions by reduction or removal of permitted development rights.

Conditions will be placed on consents for annexes and outbuildings preventing their use for holiday accommodation unless such use is an explicit part of the planning application.

### 23.2 Supporting text

- 23.2.1 It is recognised that people may wish to extend or add to their homes to meet changing household needs and circumstances, particularly including the need to work from home, to accommodate a growing family or to house dependent relatives.
- 23.2.2 Whilst planning permission generally is not required for low/no impact home working, this policy recognises that such '*invisible*' activities are a particularly important aspect of Holme's future, sustainable economic development. They have potential to provide year round employment and should be supported subject to neighbour amenity and other policies in this Plan.
- 23.2.3 Applications should provide clear explanation of the need for additional space in the form proposed explaining how this will be ancillary to the main dwelling and used to meet the occupiers requirements.
- 23.2.4 A wide range of issues can arise when developing annexes and outbuildings which are independent of the main dwelling and which are not related physically or functionally to the use or space needs of its existing occupants.
- 23.2.5 For this reason conditions may be applied restricting use or ownership. These may, for example, restrict use or intensification of use for holiday accommodation as the Parish already



has a more than plentiful supply (both registered and otherwise) and any additions will add to the need for mitigation of visitor pressure on the Protected Sites.

23.2.6 The limit on expansion of 40% to the original dwelling balances the need to create new space against the need to protect the existing housing stock from further imbalance in size distribution in relation to the small average family size (less than 2) in the Parish.

23.2.7 'Original dwelling' is defined in the glossary for the purposes of this policy. The definition reads "A building as it existed on the 1<sup>st</sup> July 1948 or, if constructed after the 1<sup>st</sup> July 1948, as it was originally built".

### 23.3 Evidence and policy framework

#### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Future housing in Holme-next-the-Sea
- Socio-economic profile of the Neighbourhood Area

#### *National Policy and Guidance*

- NPPF 2 – Achieving sustainable development
- NPPF 15 - Conserving and enhancing the natural environment

#### *Local Plan and guidance*

- DM3 - Development in the smaller villages and hamlets
- DM 5 - Enlargement or Replacement of Dwellings in the Countryside
- DM7 – Residential Annexes
- DM15 - Environment, design and amenity
- CS06 - Development in rural areas



There are many examples of well designed extensions and outbuildings which blend well with their surroundings. These provide the space that people need to accommodate changing circumstances without impacting negatively on neighbouring amenity and local character or adding to the size imbalance in the overall housing stock.

## 24 POLICY HNTS 18: PRINCIPAL RESIDENCES

### 24.1 Purpose

24.1.1 To safeguard and strengthen the resident community by improving access to new and replacement market dwellings in the Parish.

#### **POLICY HNTS 18: PRINCIPAL RESIDENCES**

Proposals for new market dwellings (including any net new additional dwellings on a site which have replaced a single property) will only be supported when it can be demonstrated that a planning condition and supporting Section 106 legal agreement will be imposed to guarantee that such dwellings will be the occupants' sole or main residence where the residents spend the majority of their time when not working away from home or living abroad. This Section 106 Agreement will appear on the Register of Local Land Charges.

Occupiers of homes with a Principal Residence condition will be required to maintain proof that they are meeting the condition, and will be obliged to provide this proof as and when required by the Borough Council of Kings Lynn and West Norfolk. Registration on the local Register of Electors will not alone be sufficient for this purpose and the Parish Council will cooperate with the Borough Council to monitor compliance with the restriction and in gathering and assessing evidence of any breach that may lead to enforcement action.

### 24.2 Supporting text

24.2.1 At the time of the 2011 Census only 45% of the dwellings in Holme (126) had at least one usual resident (*referred to here as a principal home*). The remainder were second homes, holiday lets or empty.

24.2.2 According to field research carried out by the NDP team in 2017 the proportion of principal homes had fallen to less than 40% and of the remaining properties 39% were second homes, 16% were holiday lets and 5% were empty awaiting redevelopment. The figure for principal homes is one of the lowest if not the lowest figure in the country.

24.2.3 In addition, there are further dimensions to this problem:

- Much of the stock of smaller traditional houses and period cottages has been taken up by second home owners and holiday lets.
- The growth in holiday lets has been obscured by the fact that around 50% do not appear on the non-domestic rates register.
- The growth in these sectors has forced up prices to the extent that local people cannot compete for their purchase and are being excluded from the market.
- Both second homes and holiday home ownership has impacted on the strength of the local community, but whereas many second home owners make a valuable contribution to village life, most holiday visitors have little or no involvement. Moreover, many holiday rentals remain empty for long periods of time so that parts of the village can often feel empty and uninviting as a result.

24.2.4 Whilst second homes and holiday lets undoubtedly contribute to the local economy there needs to be a degree of balance and in Holme the balance is completely wrong. This is damaging the local community.

24.2.5 Given the nature of the changes in the housing market it is perhaps unsurprising that the resident community declined by almost 30% between 2001 and 2011.

24.2.6 These changes have been creeping in for the past 20 years and although they may appear small in absolute numbers Holme is one of the smaller villages in the Borough and they are of major significance to the resident community.

24.2.7 This socially inclusive policy is an important part of the NDP solution to addressing this problem. Whilst acknowledging that this policy cannot prevent existing dwellings becoming second homes or holiday lets, it is essential to ensure that the provision made for new houses in Policy HNTS 14 meets its aim of providing accommodation of an appropriate scale for permanent residents.

### 24.3 Evidence and policy framework

#### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Future housing in Holme-next-the-Sea
- Socio-economic profile of the Neighbourhood Area
- Parish Economy

#### *National Policy and Guidance*

- NPPF 2 – Achieving sustainable development
- NPPF5 – Delivering a sufficient supply of homes

#### *Local Plan and guidance*

- CS08 - Sustainable development



The Principal Residences Policy will help to maintain the vitality and continuity of the local community.



## 25 HNTS POLICY 19: LOCAL GREEN SPACE

### 25.1 Purpose

- 25.1.1 The Local Green Space designation is applied to four areas of land of particular importance to the local community, in order to protect them from development and ensure their availability to the local community for community events, relaxation and recreation.

#### HNTS POLICY 19: LOCAL GREEN SPACE

The Neighbourhood Plan designates the following locations as Local Green Spaces, as shown on the Village Inset Map:

- (i) The strip of land situated to the north of the pond on Beach Road, referred to as The Green.
- (ii) The area known as The Triangle, located at the end of Broadwater Road, adjoining The River Hun.
- (iii) The Orchard Land at the northern end of Beach Road, adjacent to the car park
- (iv) Part of Park Piece between Westgate and Peddars Way dedicated as a Field in Trust

Proposals for any development on these Local Green Spaces will not be permitted other than where it is consistent with reason for the designation as a Local Green Space, for example, where it is essential to meet the needs of utility services infrastructure or a significant community facility and no feasible alternative site is available.

### 25.2 Supporting text

- 25.2.1 The NPPF 8 makes provision for local communities to identify green areas of particular importance to them for special protection. These must be in close proximity to the community, of particular significance for reasons including their recreational value, beauty, tranquillity or richness of wildlife and they should be local in character rather than extensive tracts of land. Once designated, Local Green Spaces receive protection consistent with national policy on Green Belt.
- 25.2.2 The Local Green Spaces in Holme are largely grassed areas, furnished with trees and low key facilities and include some areas of semi-natural habitat designed to encourage wildlife. They offer opportunities for informal recreation, dog walking, quiet contemplation, rest and play. All are owned and managed by the Parish Council who has invested in each site as a resource for the enjoyment of its parishioners.
- 25.2.3 These spaces make a valuable contribution to the social, economic and environmental health of the area and their protection and enhancement has a valuable role to play in the sustainable development of the Parish. The value placed by parishioners on these spaces is clear from the response to the NDP Questionnaire Survey.
- 25.2.4 The Green Spaces are all accessible from the village and connect to provide a circular walk starting from the Grade I listed St Mary's Church in Kirkgate and continuing via Park Piece to The Village Green, crossing the River Hun to The Orchard Land and then taking the Coastal Path by the golf course to The Triangle and returning to the village via the Hun footbridge and

Redwell Marsh, finally ending back in Kirkgate at The White Horse Pub. Each space provides a bench or other seating as a place to rest. They are described in turn below.

- 25.2.5 **The Green:** Holme-next-the-Sea Village Green is a narrow strip of grass extending along the west side of Beach Road from the pond northwards to the River Hun. The site is planted with trees and has a small sitting area. It serves as a welcome resting and meeting place for local people, and for those walking the National Trail which runs along its boundary.



- 25.2.6 **The Triangle:** Located at the end of Broadwater Road, is a lovely, peaceful spot overlooking the River Hun and Redwell Marsh, perfect for observing wildlife. The site has been furnished by the Parish Council with a bench and planted with native flowering bulbs. The site is tucked away and little known outside the local community. Although small, it provides a well-used stopping off point for walkers and bird watchers accessing the Coastal Path and Holme Dunes National Nature Reserve. It is particularly popular with locals who use the path over Redwell Marsh and with those taking the footpath along the Hun from Beach Road to the west.



25.2.7 **The Orchard Land:** Located at the northern end of Beach Road, on the National Trail, close to the beach cafe, public toilets and the main car park for beach visitors. The site was purchased by the Parish Council from the Borough in 2006. It has been reclaimed and furnished with benches to provide a meeting and resting place and has been planted with fruit trees to make an attractive environment. The Orchard Land is regularly used for open air church services organised by Great St Mary's.



25.2.8 **Park Piece Open Space:** That part of the Park Piece lying between Westgate and Peddars Way. The site was purchased at auction by the Parish Council in 2008.

25.2.9 Following a highly successful campaign within the village, funds were raised from parishioners to purchase and protect the site from development. In the event the Parish Council was able to make the purchase from its reserves and donations were returned.

25.2.10 Park Piece was dedicated in 2012 as Open Space under the Queen Elizabeth II Fields in Trust scheme. The site is continually being enhanced by the Parish Council, for the benefit of the Parish and local wildlife.

25.2.11 Projects so far include the restoration of the site, the construction of a monolith and seating area designed to celebrate the dedication, a scrape designed to encourage and support the recovery of the local Natterjack Toad population, a community orchard, and two small areas provided with picnic tables. The site is extremely popular with local residents, dog-walkers and both family visitors and second home-owners with children. It acts as centrally located meeting point within the village.



25.2.12 Copies of Title Maps showing the extent of each site can be found in the Evidence Library.



## 25.3 Evidence and policy framework

### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings

### *National Policy and Guidance*

- NPPF 8 – Promoting healthy and safe communities

### *Local Plan and guidance*

- DM9 – Community facilities
- DM 19 – Green Infrastructure, Habitats Monitoring and Mitigation
- DM22 – Protection of local open space
  
- CS12 - Environmental Assets
- CS13- Community and Culture

## **POLICY HNTS 20: AONB LANDSCAPE QUALITY**

### **25.4 Purpose**

25.4.1 The purpose of this policy is to ensure that development does not harm the special qualities of the Area of Outstanding Natural Beauty not dealt with elsewhere in the NDP. Specifically:

- Views of the landscape and scenic beauty
- Sense of remoteness, peace and tranquillity
- Dark night skies

#### **POLICY HNTS 20: AONB LANDSCAPE QUALITY**

Development proposals will be required to conserve and enhance the scenic beauty and special qualities of the AONB landscape.

##### **Views of the landscape and scenic beauty**

Proposals for new development must demonstrate that they will conserve and enhance the visual integrity, identity, sense of remoteness and scenic quality of the AONB landscape as viewed from Holme's network of footpaths. These views are coloured red on the views map. Views towards St Mary's Church and those across the Parish from Green Bank towards the village and the Lincolnshire coast are especially important.

##### **Sense of remoteness, peace and tranquillity**

All development proposals should conserve and enhance the sense of remoteness and the tranquillity of the Parish's AONB setting and should have regard for the following impacts:

- (i) Direct impacts resulting from changes to the visual and aural environment in the immediate setting of the development which may intrude, distract or disturb
- (ii) Indirect or secondary impacts caused beyond the site of the proposed development such as those associated with traffic and car parking
- (iii) Cumulative impacts of incremental development

##### **Dark night skies**

In order to minimise light pollution all planning consents will be subject to the following conditions in respect of external lighting:

- (i) Fully shielded (enclosed in full cut-off flat glass fittings)
- (ii) Directed downwards (mounted horizontally to the ground and not tilted upwards)
- (iii) No dusk to dawn lamps
- (iv) White light low-energy lamps (LED, metal halide or fluorescent) and not orange or pink sodium sources

Proposals including external lighting in prominent locations likely to be visible from the surrounding landscape will not normally be supported except where a requirement can be demonstrated in the interests of safety and security on public footways.

Where internal lighting is likely to cause disturbance or risk to wildlife, including protected bird species, proposals will be sought for mitigating pollution from internal light sources. Large windows and roof lights are particularly relevant in this context.

## 25.5 Supporting text

- 25.5.1 The entire Parish of Holme is designated as AONB. Its distinctive landscape includes special habitats, beaches, dunes and seascapes, wildlife, historic and cultural features, a rare historic settlement pattern and buildings characterised by locally found materials.
- 25.5.2 All of these things in combination with its scenic beauty, tranquil spaces, wide skies and panoramic views define Holme’s unique sense of place. They draw residents and visitors alike and the ecosystem services they provide underpin the Parish economy.
- 25.5.3 NPPF 15 gives “*Great weight ... to conserving and enhancing landscape and scenic beauty in ... Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues*”. This policy specifically addresses features that are important to the AONB in Holme which are not dealt with elsewhere in the NDP. It aims to ensure that the scenic beauty, peace and tranquillity and dark night skies are conserved and enhanced for the enjoyment of generations to come.
- 25.5.4 The extensive network of Parish footpaths is the key to experiencing the scenic beauty, peace and tranquillity and dark night skies of Holme’s AONB landscape. As a result of the legacy of Roman centuriation many of the routes are circular and therefore particularly attractive. They bring walkers into contact with Parish heritage and make an important contribution to the sense of place. Most offer stunning views of very different landscapes.
- 25.5.5 For example, the Coast Path offers far-reaching views across the seascapes to the north and across the grazing marshes and Holme Dunes National Nature Reserve to the south. The Peddars Way descends the coastal slopes from the point where it joins the track across Green Bank to the point where it meets Beach Road and continues to the Coast Path. South of the A149, The Peddars Way and Green Bank offer superb views across the AONB countryside and The Wash to Lincolnshire and both paths have important connections with parish heritage; the former is recognised as a strategically important Roman route originating in Suffolk and the latter is believed to follow the route of a prehistoric ridgeway.
- 25.5.6 Preserving the views from Holme’s footpaths is extremely important to conservation and enjoyment of the AONB landscape. The Views Map shows the location of the main routes and those parts of the Parish that are visible from 31 locations selected along these routes. Areas of the Parish shaded in red are visible from at least one viewpoint on the footpaths and in most cases visible from multiple viewpoints. The tower of Great St Mary’s Church – one of the most popular landmarks identified in consultation is visible from 28 of the viewpoints.
- 25.5.7 The visible areas of the Parish contain almost no development and most of the existing settlement is well hidden from the footpaths explaining why they are so valued for their peace and tranquillity. Protection of these areas is important (NPPF 15, 180).
- 25.5.8 Peace and tranquillity are not only influenced by the things that people hear but also by things that they see in the surrounding landscape. They are fundamental ecosystem services delivered by the AONB and are particularly important to the Parish economy because they provide the opportunity to experience the tranquil environment that draws people to Holme and helps them “get away from it all”. There is sound evidence that tranquillity helps to promote human health and wellbeing. The views policy is thus fundamental to conserving peace and tranquillity.
- 25.5.9 Dark night skies are a particular feature of the Parish and these also contribute to the Sense of Place and to the tranquillity associated with the landscape. On a clear night from Green Bank it is possible to experience the most wonderful views of the galaxy stretching across The Wash to Lincolnshire and in the low lying marshes the huge night skies add to the feeling of remoteness.

## AONB VIEWS FROM HOLME'S CIRCULAR WALKS



### Legend

— National Trail

#### Footpaths and walks

--- Proposed

— Existing

○ Locations of viewpoints

#### Visibility from circular walks

□ Visible from no viewpoints

■ Visible from at least one viewpoint

250 0 250 500 750 1000 m

25.5.10 Holme’s night skies are amongst the least polluted in England but are threatened by increasing levels of development and use of intrusive lighting. This policy will help conserve the AONB landscape and the wildlife it supports by contributing to a reduction in the growing pollution caused by poorly designed and unnecessary lighting. It will help reduce annoyance to property owners affected by the glare of neighbouring lights at night and raise awareness of light pollution issues. It will also contribute to the control of greenhouse gas emissions. Guidance on mitigation of light pollution is provided by CPRE and the NCP.

## 25.6 Evidence and policy framework

### NDP Evidence reports

- Questionnaire survey – Analysis and overview of findings
- Environmental Designations
- Heritage
- Environment, Landscape and Biodiversity

### National Policy and Guidance

- NPPF 2 – Achieving sustainable development
- NPPF 15 – Conserving and enhancing the natural environment
- NPPF 16 – Conserving and enhancing the historic environment
- Light pollution guidance notes, CPRE Norfolk

### Local Plan

- DM 15 - Environment, design and amenity
- CS06 – Development in rural areas
- CS07 – Development in coastal areas
- Norfolk Coast AONB, Management Plan Strategy – 2014-19 (Norfolk Coast Partnership)
- NCP Integrated Landscape Character Assessment <http://www.norfolkcoastaonb.org.uk/partnership/integrated-landscape-character/370>
- Institute of Lighting Professionals - <http://www.britastro.org/dark-skies/pdfs/ile.pdf>

East Inshore and Offshore Marine Plans, SOC3



Far reaching views over countryside and coast all taken from Holme’s footpath network.

## 26 POLICY HNTS 21: ADVERTISING AND SIGNAGE

### 26.1 Purpose

- 26.1.1 The purpose of this policy is to minimise the impact of inappropriate outdoor advertising and signage on the countryside and to ensure that advertisements do not detract from the character of the settlement, natural beauty or the tranquillity of the AONB landscape or the setting of heritage assets within the Parish.

#### **POLICY HNTS 21: ADVERTISING AND SIGNAGE**

Proposals for advertisements or signage should conform to the following:

- I. The siting, size, height, proportions, colour, materials and supporting structure of adverts and signs should respect the character and appearance of the setting and, where appropriate the building to which they relate.
- II. They should normally be provided only at points of access to sites, and located so as to minimise their visual effect on the environment
- III. The number of signs or advertisements should be kept to a minimum in order reduce visual intrusion and to avoid any negative, cumulative impact
- IV. Where multiple signs are unavoidable they should be consistent in size and appearance
- V. Illuminated signs should be avoided.

### 26.2 Supporting text

- 26.2.1 In a busy tourist destination where organisations and businesses are competing to attract visitors and clients there is a strong driver for signs and advertisements to be posted in prominent positions. Often advertising hotspots coincide with popular destinations and accumulation of posters, hoardings and boards can become an eyesore that detracts from the character of the place confusing visitors rather than helping them. Along roadsides advertising can also be a significant distraction to drivers. Temporary advertisements are often frequently forgotten and left to deteriorate long after events have passed.
- 26.2.2 Illuminated signs in the countryside can often contribute to light pollution and do little to add to its character. There is little evidence that they are more effective than carefully designed advertisement boards as a means of attracting clients and the power they draw adds to our carbon footprint and greenhouse gas emissions.
- 26.2.3 The NDP recognises that advertising is essential for businesses and attracting visitors to events. However, it can be achieved in many different ways that avoid cluttering both the countryside and settlements with unwelcome and often redundant signage. This policy seeks to encourage good practice in this respect by providing a guide to style, location and numbers.
- 26.2.4 Social media and the internet have very wide reach and provide a much more effective and less intrusive way of promoting both businesses and events that avoids the need to spread signs around the countryside. Holme village will always be happy to publicise events on its Village Information Network and website.
- 26.2.5 This policy is based on non statutory guidance issued for the AONB. More detailed information on signage and advertising is available from the Norfolk Coast Partnership.



## 26.3 Evidence and policy framework

### *NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings

### *National Policy and Guidance*

- NPPF 12 – Achieving well-designed places
- NPPF 15 – Conserving and enhancing the natural environment
- NPPF 16 – Conserving and enhancing the historic environment

### *Local Plan and guidance*

- Light pollution guidance notes, CPRE Norfolk
- Signs in the Norfolk Coast Area of Outstanding Natural Beauty, Norfolk Coast Partnership

## 27 POLICY HNTS 22: BIODIVERSITY

### 27.1 Purpose

27.1.1 To establish a positive approach that enables development to proceed in a way that conserves and enhances biodiversity, providing net gains wherever possible. The intention is to support the government's commitment to halt the overall decline in biodiversity. This includes reinforcing and establishing coherent ecological networks that are more resilient to current and future pressures.

#### **POLICY HNTS 22: BIODIVERSITY**

As an integral part of their design scheme, development proposals will be required to make a contribution to the conservation and enhancement of biodiversity which is proportionate to their size and likely impact. This means:

- (i) Identifying, protecting and enhancing key habitat features including trees, shrubs, grassland, ponds and other water bodies together with corridors of movement for wildlife, especially hedges, verges and ditches.
- (ii) Restoring, replacing and extending the above features when they are damaged or lost as a result of development. Where this cannot be achieved on site, the Parish Council can help in identifying suitable, alternative locations.
- (iii) Taking opportunities to improve continuity along hedgerows and between trees by appropriate planting in gaps to create safe corridors of movement with good continuity and cover for wildlife moving through the landscape.
- (iv) Designing planting schemes that integrate into the existing network of hedgerows and wooded corridors in the wider landscape surrounding the site in order to reduce fragmentation of habitats.
- (v) Identifying opportunities for creating net gains in biodiversity by creating new habitat patches however small and by incorporating planting and water features that provide habitat and sources of food for wildlife – especially Protected Species including Water Vole, Natterjack Toad and Great Crested Newt and the many migratory bird species which depend upon Holme's function as a node in the Natura 2000 Network.
- (vi) Appreciating the likelihood of encountering Protected and Priority Species in the Parish and checking for their presence. Where this is likely, getting professional advice to enable development to proceed with the necessary permissions and without damage to habitats or numbers.
- (vii) Scheduling projects to avoid peak nesting and breeding times where possible, recognising that in the case of Protected Species this may be mandatory.
- (viii) Having regard for the presence of invasive species and where found, taking appropriate measures for eradication or control. Taking care not to import invasive species whilst landscaping – especially when working or planting in ponds and watercourses.

### 27.2 Supporting text

27.2.1 Biodiversity plays a fundamental role in attracting visitors to Holme, supporting its Conservation organisations and thereby making a major contribution to the local economy.

27.2.2 Consultation feedback reveals strongly held community concerns about environmental degradation and a strong wish for positive environmental management to halt decline. A

major factor influencing the choice of Holme as a place to live is the quality of the local environment which provides ecosystem services that underpin the Parish economy.

- 27.2.3 Holme is a place of exceptional biodiversity as witnessed by the extent of the Parish covered by designated sites (SSSI, SAC, SPA, RAMSAR, Heritage Coast, Ramsar, AONB). It includes almost all of the Holme Dunes National Nature Reserve and is home to the Norfolk Ornithologists Association and the Norfolk Wildlife Trust.
- 27.2.4 Despite these designations and the protection they offer, in common with the rest of the UK, Holme’s biodiversity is falling. Government policy now emphasises the need to reverse this trend by protecting and enhancing biodiversity. NPPF 15 states that plans should “*promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity*”.
- 27.2.5 Against this background, this NDP policy indicates an approach which is designed to aid and secure measurable net gains for biodiversity. It recognises that even very small projects can contribute to a significant, positive impact at negligible cost. Preserving and reinforcing hedgerows and planting trees or introducing even small ponds through landscaping schemes are just some examples of how wildlife networks can be enhanced.
- 27.2.6 Lack of awareness and attention to these details in the past has contributed cumulatively to habitat degradation and loss of biodiversity. This policy seeks to reverse that trend. Natterjack Toads are a particular issue in this respect. Their very fragile population has started to recover in Holme to the extent that they can be found almost anywhere in the Parish (including greenhouses, garages, porches and outbuildings). Care needs to be taken in all development proposals to consider this possibility and take appropriate, proportionate action at the earliest stage.

## 27.3 Evidence and policy framework

### NDP Evidence reports

- Questionnaire survey – Analysis and overview of findings
- Water Quality
- Environmental Designations
- Environment, Landscape and Biodiversity

- UK National Ecosystem Assessment (2011), The UK National Ecosystem Assessment: Synthesis of the Key Findings. UNEP-WCMC, Cambridge.
- UK National Ecosystem Assessment Follow-on (2014), The UK National Ecosystem Assessment Follow-on: Synthesis of the Key Findings. UNEP-WCMC, Cambridge.

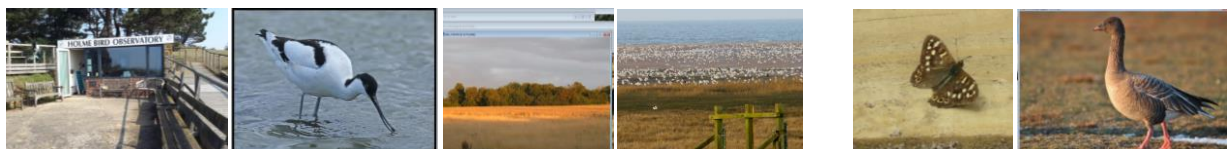
### National Policy and Guidance

- NPPF 2 – Achieving sustainable development
- NPPF 15 – Conserving and enhancing the natural environment
- A green future: Our 25 year plan to improve the environment, HMG, 2018
- Biodiversity 2020: A strategy for England’s wildlife and ecosystem services, DEFRA, 2011
- State of the North Norfolk Coast, Natural England (2019).

### Local Plan

- DM 19 - Green Infrastructure/Habitats Monitoring and Mitigation
- CS06 – Development in rural areas
- CS07 – Development in coastal areas
- CS08 – Sustainable development
- CS12 – Environmental assets
- CS14 – Implementation

East Inshore and Offshore Marine Plans, BIO 1



Holme is a place of exceptional biodiversity. Its habitats and wildlife are of international significance and are managed locally by the Norfolk Wildlife Trust and the Norfolk Ornithologists Association (see NOA Holme Observatory above left). The NOA operates a continuous monitoring and ringing programme recording the huge variety of native and migrant bird species that depend upon its habitats. Despite the protection of many conservation designations its biodiversity is in decline. Raising awareness, taking more care and making small improvements can have a significant, cumulative impact for the better.

## 28 POLICY HNTS 23: POLLUTION

### 28.1 Purpose

- 28.1.1 The purpose of this policy is to improve air quality, reduce greenhouse gas emissions and protect the environment from contamination through leakages, accidental discharges and litter pollution, especially from plastics. Redevelopment provides particular opportunities for improvements, for example installation of electric car charging points.
- 28.1.2 The policy is particularly relevant to development involving visitor facilities, traffic generation, car parking, and/or the installation of new heating, fuel storage, plumbing systems and agricultural facilities.

#### **POLICY HNTS 23: POLLUTION**

Development proposals will be permitted provided they can demonstrate that due care has been taken to ensure that any associated pollution from greenhouse gases, dust, noise, litter, vibration, light, odour, waste, chemical or other sources will not have a significant negative impact on the natural environment or the community. Taking into account cumulative impacts they should not have a negative effect on ecosystem services now or in the foreseeable future.

Development should follow best practice methods to reduce dust and other pollutants arising from construction and subsequent operational activities and where appropriate, a construction management plan may be requested to show how any possible impacts that may arise from the proposed works will be appropriately identified, managed and minimised. Any damage to the surrounding environment (including verges, kerbs, fences, water bodies and vegetation) must be made good.

Proposals will be required to demonstrate how waste will be removed and disposed of safely and responsibly. All developments should include provision for management of litter collection, storage and removal and where appropriate facilities should be made available for collection and safe disposal of animal waste.

### 28.2 Supporting text

- 28.2.1 Pollution is a global problem that even the smallest of communities can play a role in addressing. Recent work by Natural England (2018) identifies various sources of pollution which are impacting on the wildlife, landscape beauty and ecosystem services of the North Norfolk Coast including Holme. These can be divided into atmospheric pollution, litter and marine pollution. Water pollution is considered to be such a major issue for the Parish that it is dealt with in a separate policy.
- 28.2.2 Pollution typically arises from diffuse sources but individual pollutants can accumulate and become a serious problem locally. Where concentrations become high they can pose risks to human health.
- 28.2.3 In general, air quality in Holme is good. However, levels of atmospheric Nitrogen exceed critical thresholds for locally important habitats – especially the coastal dunes and shingle. The effect of this is to enrich habitats supporting nationally rare plant communities that rely on nutrient-poor environments. These in turn are squeezed out by more vigorous plants that thrive on richer soils leading to habitat loss for higher level species. Of particular concern are mosses and lichens and Holme's colony of Little Terns which breed on the shingle banks. Dust from demolition and construction activities is a particular consideration when working with

locally found building materials such as chalk and carrstone. If not managed properly it can have a significant impact on the neighbouring residential environment.

28.2.4 Litter has a damaging visual impact and is offensive to many people who use the coast. A proportion of litter is washed up by the sea but litter generally, including plastics is dropped by visitors and has a variety of damaging impacts on wildlife. These include trapping and physical injury, injury from ingesting litter and injury caused by micro-particles (especially plastics) entering the food chain. In Holme litter associated with poorly controlled building projects has become an issue with debris and waste finding its way onto verges, fields and watercourses.

28.2.5 The amount of faeces on the coast has also become an issue in recent years and data collected by the Marine Conservation Society (2016-17) shows that Holme Dunes Nature Reserve is amongst the three worst sites on the coast.

28.2.6 The diffuse nature of many pollution sources and their mobility makes the problem particularly difficult to address. Redwell Marsh recently suffered damaging and costly pollution from a distant, development related, oil leakage in the Village. This Policy places the issue on the agenda and is designed to raise awareness and encourage a positive attitude towards good practice and improvement.

### 28.3 Evidence and policy framework

#### NDP Evidence reports

- Water Quality
- Environmental Designations
- Environment, Landscape and Biodiversity
- Biodiversity 2020: A strategy for England’s wildlife and ecosystem services, DEFRA, 2011
- State of the North Norfolk Coast, Natural England (2019).

#### National Policy and Guidance

- NPPF 2 – Achieving sustainable development
- NPPF 15 – Conserving and enhancing the natural environment
- A green future: Our 25 year plan to improve the environment, HMG, 2018

#### Local Plan

- DM15 – Environment, design and amenity
- CS08 – Sustainable development



A diffuse range of pollution sources affect the Parish. Photographs show (top left to bottom right) exhaust emissions, marine air and water pollution, nutrient enrichment of marsh habitats, heating emissions, plastic waste in the River Hun, litter cleared off the beach and marsh by the local community and general waste. Greenhouse gas emissions are a global concern and Holme is a very small place. However, given the threats it faces from climate change and sea level rise the Parish needs to be seen to be proactive in making a contribution to addressing the problem.



## 29 POLICY HNTS 24: WATER RESOURCE MANAGEMENT

### 29.1 Purpose

29.1.1 Against the background of climate change the purpose of this policy is to encourage a proactive approach to management of water resources that takes account of expected changes in water supply and demand and also ensures a responsible approach to wastewater treatment and disposal.

#### **POLICY HNTS 24: WATER RESOURCE MANAGEMENT**

Development proposals that affect groundwater, the River Hun, ditches and ponds throughout the Parish will only be permitted if they conserve and enhance the following:

- (i) Water quality and quantity, and help meet the requirements of the European Water Framework Directive, or its replacement.
- (ii) The ability of groundwater, surface water features and watercourse corridors to function by natural processes taking account of seasonal variations, within the immediate vicinity, and both upstream and downstream of the site of the proposal;
- (iii) The ability of groundwater to meet current and projected levels of demand for abstraction and water supply for agriculture, conservation and recreational purposes
- (iv) Biodiversity including fish, aquatic and other water dependent species
- (v) Character, appearance, setting and historic significance
- (vi) Recreational value alongside the water feature where the public have access
- (vii) Suitable maintenance access to the water feature including for flood risk management

Where relevant proposals should incorporate the following:

- (i) The provision of sustainable drainage systems (SuDs) wherever feasible and clear arrangements for the management of sustainable drainage
- (ii) Use of permeable surfaces, rainwater and storm water harvesting and storage
- (iii) Methods to control and attenuate greenfield surface water runoff within the development site
- (iv) The expectation is that new development should drain to the public sewerage network unless it can be shown not to be feasible in terms of cost and/or practicality.
  - a. Where connection is possible, planning applications must demonstrate that capacity is available or can be made available in time to serve a development.
  - b. Where connection to existing mains sewers is not practical, planning conditions will be imposed requiring the use of package treatment systems that subject to Environment Agency advice offer the best available processing to minimise discharges of pollutants into the local water environment.
- (v) Proposals involving storage of slurry, agricultural fuel oil, fertilisers and other potential pollutants must demonstrate compliance with all design and safety procedures necessary to prevent risk of discharge into the water environment.



## 29.2 Supporting text

- 29.2.1 During the lifetime of the NDP demand for water resources will grow in response to growth in housing, visitor numbers, and recreational uses. For conservation purposes there is a need to maintain water levels in the freshwater marshes and the brackish, coastal lagoons.
- 29.2.2 Supply on the other hand is expected to become more erratic with hotter drier summers and more extreme rainfall events during the winters. During the late summer and early winter sections of the River Hun and associated local ditches are already dry.
- 29.2.3 There is clear evidence of pollution in local watercourses, including the Hun, an internationally rare chalk stream. Water Quality falls well below widely accepted standards including those of the Water Framework Directive. Levels of pollution potentially threaten public health and are not consistent with the status and objectives of the Protected Sites.
- 29.2.4 In addition, water quality monitoring has shown that Broadwater Lagoon, a qualifying feature of the SAC has high levels of ammonia pollution and has exhibited a persistent algal bloom associated with excessive levels of Phosphorus. This is impacting on local wildlife much of which is protected as part of the SPA. It is not uncommon for sewage to be found in ditches and on recent occasions it has flooded a village street and a village property.
- 29.2.5 These problems are related to peak loads on the sewerage system, mostly during the summer season, when there is insufficient water throughput to flush away pollutants; overflow of the sewerage pumping stations during extreme rainfall events and a range of other diffuse pollutant sources including traffic and agriculture.
- 29.2.6 The sustainability of current ecosystem services depends on the maintenance of water quality, flow and availability. The Parish must address these needs by more effective disposal of sewerage and better stewardship of water resources. Failure to do so will result in threats to public health and even more serious damage to local ecosystems and wildlife.
- 29.2.7 The Parish partially lies within the Internal Drainage District of the Norfolk Rivers Internal Drainage Board (IDB). Within the IDD, the Board's bye laws apply – see [https://www.wlma.org.uk/uploads/NRIDB\\_Byelaws.pdf](https://www.wlma.org.uk/uploads/NRIDB_Byelaws.pdf).

## 29.3 Evidence and policy framework

### *NDP Evidence reports*

- Water Quality
- Environmental Designations
- Environment, Landscape and Biodiversity

- State of the North Norfolk Coast, Natural England (2019).

### *Local Plan*

### *National Policy and Guidance*

- NPPF 2 – Achieving sustainable development
- NPPF 14 - Meeting the challenge of climate change, flooding and coastal change
- NPPF 15 – Conserving and enhancing the natural environment

- DM15 – Environment, design and amenity
- CS08 – Sustainable development
- CS14 – Implementation (Infrastructure provision)



The photographs show Holme's water resource problems. From left to right: Dried up headwaters of the River Hun autumn 2017; eutrophication of ditches; algal blooms in water bodies; storm overflow from local pumping station(s); sewage in ditches. Generally water quality is well below accepted standards and there are signs that the sewerage network in the village is unable to cope with throughput.

## **30 POLICY HNTS 25: TRAFFIC AND CAR PARKING**

### **30.1 Purpose**

- 30.1.1 This policy recognises that as a Smaller Village and Hamlet with limited services Holme is vulnerable to the damaging impacts of unsustainable growth in motorised vehicle traffic including noise, emissions, parking and reduced pedestrian safety. Other policies in the NDP encourage a shift to more sustainable modes of movement and this policy aims to limit unnecessary growth in traffic and parking.

#### **POLICY HNTS 25: TRAFFIC AND CAR PARKING**

All new development will be required to demonstrate that it will not create an additional demand for on street parking.

Where new development would result in the generation of additional traffic within the parish it may be required to contribute to small scale highway improvements, safety or traffic calming measures that are not harmful to the character of the village.

Where the traffic and need for parking generated by development proposals would have a severe effect on congestion or highway safety that cannot be mitigated they will not be permitted.

Development proposals that would provide public car parking close to the A149 and away from residential areas will be supported if they reduce the flow of vehicle traffic through the village and into the Reserve provided they accord with other development plan policies.

### **30.2 Supporting text**

- 30.2.1 The position of Holme-next-the Sea between the coast, with its national nature reserve and beaches and the increasingly busy A149 means that in the summer months and weekends throughout the year large amounts of vehicular traffic can be drawn through the village. This includes both coast road traffic en route to other destinations, traffic destined for the Reserve and service traffic for businesses, holiday lets and the caravan sites. Builder's traffic and delivery trucks are also a feature of the mix. Much of this traffic generates demand for both stopping and/or longer period car parking.
- 30.2.2 The roads through the village are narrow and with the exception of a small stretch on the south side of the A149, the village has no roadside footpaths forcing pedestrians and vehicles to share road space. At busy times parked cars and delivery vehicles on these roads cause disruption and danger to pedestrians/other road users. Damage to grass verges and green spaces is a recurrent complaint brought to the Parish Council.
- 30.2.3 There are two substantial car parks. One at the end of beach road is owned by Hunstanton Golf Club and provides direct access to the beach. The other is at the Norfolk Wildlife Trust Visitor Centre, The Firs. This lies about 1 mile from the junction with Beach Road and access is extremely awkward taking traffic first along a narrow private road (Broadwater Road) constrained in part by the route of The Hun and then via an unmade track through the Nature Reserve.

- 30.2.4 Although never designed for these purposes, the route and car park are increasingly used by beach visitors, as is the neighbouring smaller NOA car park which is intended for the use of their Members.
- 30.2.5 At busy times it is common for these car parks to fill up, which means that traffic has to turn round and then search for a space in the village. In the case of the Firs Car Park notices indicating when it is full are placed at the entrance to the Norfolk Wildlife Trust Reserve almost three quarters of a km along Broadwater Road. This frustrated traffic causes congestion and disturbs both wildlife on the reserve and the character of the village. Cars are often parked randomly on verges and by the side of the road causing further problems of congestion and safety.
- 30.2.6 In this way, the attractiveness of the environmental assets of the village is threatening its character and the quality of life of residents. It is therefore important that any new development does not exacerbate the problems of on street parking and congestion.
- 30.2.7 Any development that would reduce the pressures on the narrow roads in the village and the impacts on the local community would be welcome provided it is consistent with other policies in the development plan.

*NDP Evidence reports*

- Questionnaire survey – Analysis and overview of findings
- Environment, Landscape and Biodiversity
- The Parish Economy

*National Policy and Guidance*

- NPPF 9 – Promoting sustainable transport

*Local Plan and guidance*

- CS11 - Transport



Holme's narrow village roads were not designed to cope with vehicular traffic. Pedestrians, cyclists and horse riders share them with a growing number of cars, caravans, coaches and delivery vehicles. Vehicles accessing the beach and Firs car parks have to pass through the village and when the car parks fill during busy periods frustrated drivers are forced to turn around and often park inconsiderately on verges, the narrow village roads or even on the Village Green. This causes congestion and frequently leads to damage to verges and green spaces which have to be repaired, usually at residents' expense. Large, wide and trailed vehicles in particular cannot pass easily and are a danger to other road users. The photographs illustrate some of the problems.

**HOLME-NEXT-THE-SEA**  
**NEIGHBOURHOOD PLAN 2016-2036**  
**PART C: GLOSSARY OF TERMS**



**DRAFT NEIGHBOURHOOD PLAN: Post Examination Version (Regulation 18)**

**January 2020**



<b>GLOSSARY OF TERMS USED IN HOLME-NEXT-THE-SEA NEIGHBOURHOOD PLAN</b>	
<b>Affordable housing</b>	Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers). The definition includes the following: Affordable housing for rent, Starter homes, Discounted market sales housing and Other affordable routes to home (for full definition see NPPF).
<b>Air quality management areas</b>	Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.
<b>Allocation Site</b>	An area of land with a specific allocation for development during the time period covered by the Neighbourhood Plan or Local Plan.
<b>Amenity</b>	A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.
<b>Ancient or veteran tree:</b>	A tree which, because of its age, size and condition, is of exceptional biodiversity, cultural or heritage value. All ancient trees are veteran trees. Not all veteran trees are old enough to be ancient, but are old relative to other trees of the same species.
<b>Archaeological assessment or evaluation</b>	An assessment of the potential archaeological interest of a site or building. This can be either a desk-based assessment or a field assessment, involving ground survey and small-scale pits or trial trenching carried out by professionally qualified archaeologist(s) looking for historical remains.
<b>Archaeological interest</b>	There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
<b>Area of Outstanding Natural Beauty (AONB)</b>	An area of countryside designated as nationally important for conservation due to its significant landscape value.
<b>Back-land development</b>	Development of 'landlocked' sites behind existing buildings, such as rear gardens and private open space, usually within predominantly residential areas. Such sites often have no street frontages.
<b>Best and most versatile agricultural land</b>	Land in Grades 1, 2 and 3a of the Agricultural Land Classification.
<b>Biodiversity</b>	The whole variety of life encompassing all genetics, species and ecosystem variations, including plants and animals.
<b>Biodiversity Action Plan (BAP)</b>	A strategy prepared for a local area aimed at conserving and enhancing biological diversity.
<b>Blight</b>	The depressing effect on an area or property caused by potential development proposals.
<b>Brownfield site</b>	Brownfield land: See previously developed land.
<b>Buffer Zone</b>	An area of land separating certain types of development from adjoining sensitive land uses.
<b>Buy to Let property</b>	A property purchased specifically to let out, that is to rent out. A buy to let mortgage is a mortgage loan specifically designed for this purpose.
<b>Carr</b>	A waterlogged wooded terrain that, typically, represents a succession stage between the original reedy swamp and the likely eventual formation of forest in a sub-maritime climate. The name derives from the Old Norse kjarr, meaning a swamp.



<b>Census</b>	A count of all people and households. The last census in the UK was held on 27 March 2011. Every ten years since 1801 the nation has set aside one day for the census - a count of all people and households. It is the most systematically collected, complete source of information about the characteristics of the population.
<b>Centuriation</b>	Also known as Roman grid, was one method of land measurement used by Roman surveyors. In many cases land divisions into equal areas (centuries) based on the survey formed a field system.
<b>Change of Use</b>	A change in the way that land or buildings are used (see Use Classes Order). Planning permission is usually necessary in order to change from one 'use class' to another.
<b>Character</b>	A term relating to Conservation Areas, Listed Buildings and to the appearance of any rural or urban location in terms of its landscape or the layout of streets and open spaces, often giving places their own distinct identity.
<b>Climate change adaptation</b>	Adjustments made to natural or human systems in response to the actual or anticipated impacts of climate change, in order to mitigate harm or exploit beneficial opportunities.
<b>Climate change mitigation:</b>	Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions.
<b>Coastal change management area</b>	An area identified in plans as likely to be affected by physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion.
<b>Community facilities</b>	All physical facilities in public or private ownership available for use by the community including (but not limited to) the village hall, Local Green Spaces, the church, pub, heritage assets, public transport, footpaths and bridleways, health and social care, shops and post offices, sports and leisure facilities.
<b>Community Infrastructure Levy (CIL)</b>	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area
<b>Compensating land use</b>	Term used to describe the legal requirement through the Habitats Regulations to compensate for loss of inter-tidal habitats
<b>Competent Authority</b>	This is usually the Local Authority - in this case Borough Council of Kings Lynn & west Norfolk.
<b>Competent Person</b>	A person with a recognised relevant qualification and sufficient experience in dealing with the type of site investigation required (eg heritage, environment, biodiversity etc) and membership of a relevant professional organisation.
<b>Conservation</b>	The process of maintaining and managing change to the parish's natural capital in a way that sustains and, where appropriate, enhances its significance.
<b>Conservation Area</b>	Area designated by Local Planning Authority for its special architectural or historic interest where the planning authority has extra powers to control works and demolition of buildings to protect or improve the character or appearance of the area.
<b>Core Strategy</b>	Development Plan Document setting out the spatial vision and strategic objectives of the planning framework for an area.
<b>Culture</b>	Culture includes arts, media, sports, libraries, museums, parks, and the countryside, built heritage, tourism, and the creative industries.
<b>Curtilage</b>	The area normally within the boundaries of a property surrounding the main building and used in connection with it
<b>Dark Skies</b>	A characteristic feature of skies in rural areas where unlike urban areas the view of the stars is not obscured or damaged by light pollution, associated with peace and tranquillity.

<b>Density</b>	In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.
<b>Designated heritage asset</b>	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
<b>Designated rural areas:</b>	National Parks, Areas of Outstanding Natural Beauty and areas designated as 'rural' under Section 157 of the Housing Act 1985.
<b>Designation</b>	A term used in the planning system for identifying and managing an area with a particular character or quality.
<b>Development</b>	Development is defined under the 1990 Town and Country Planning Act as "the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land." Most forms of development require planning permission.
<b>Dwelling</b>	A self-contained building or part of a building used as a residential accommodation, and usually housing a single household. A dwelling may be a house, bungalow, flat, maisonette or converted farm building.
<b>Ecological network</b>	A system of interconnecting lines or corridors which link sites of biodiversity importance and including but not limited hedgerows, trees, ponds and rivers.
<b>Ecosystem</b>	An ecosystem includes all living things in a given area (plants, animals and organisms), interacting with one another and with their environment (earth, sea, sun, soil, atmosphere and climate). Ecosystems underpin the health of our entire earth system.
<b>Ecosystem services</b>	The benefits that natural capital within ecosystems contribute to making human life both possible and worth living. Examples of ecosystem services include products such as food and water, regulation of floods, soil erosion and disease outbreaks. They also include intangible benefits that affect human welfare such as recreational and spiritual benefits derived from nature.
<b>Environment Agency (EA)</b>	Non-departmental public body, established in 1995 and sponsored by the United Kingdom government's Department for Environment, Food and Rural Affairs (DEFRA), with responsibilities relating to the protection and enhancement of the environment in England (and until 2013 also Wales).
<b>Environmental Impact Assessment</b>	UK environmental assessment means an assessment carried out in accordance with an obligation under the law of any part of the United Kingdom of the effect of anything on the environment. It is an analytical process that systematically examines the possible environmental consequences of the implementation of plans, projects, programmes and policies.
<b>European Site</b>	Includes Special Areas of Conservation and Special Protection Areas, and is defined in regulation 8 of the Conservation of Habitats and Species Regulations 2010.
<b>Evidence Base</b>	The information and data gathered by the NDP Team to justify the "soundness" of the policies set out in the Neighbourhood Plan, including physical, economic, and social characteristics of an area.
<b>Flood Risk assessment</b>	An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be considered.
<b>Flood zone</b>	Flood Zone definitions are set out in the National Planning Policy Guidance and relate to areas of land categorised as 1,2, or 3 (increasing level of risk) according to the assessed probability of river and sea flooding, ignoring the presence of defences.
<b>Geodiversity</b>	The range of rocks, minerals, fossils, soils and landforms.

<b>Geographical Information System (GIS)</b>	Term commonly used to describe a computer system capable of capturing, storing, manipulating, analysing and displaying spatially referenced data that can be visualised in the form of maps.
<b>Green Corridor</b>	Strip of land linking two or more areas that helps promote environmentally sustainable forms of transport such as walking and cycling and can also act as vital linkages for wildlife dispersal between different areas of the countryside.
<b>Gross Internal Floor Area (GIFA)</b>	The total area enclosed by the external walls measured to the internal face of those walls and taking into account every floor in the building
<b>Habitat</b>	An area of the natural environment of nature conservation interest in which a particular plant or animal species is found. It is characterized by both physical and biological features.
<b>Habitats Regulations Assessment (HRA)</b>	A procedure to assess the impact of a plan or policy on an internationally designated site protected for nature conservation, designed to ensure that plans and policies will not cause significant harm to such sites.
<b>HELAA</b>	Housing and Economic Land Availability Assessment. An approach to evaluating land for development based on its suitability, availability and achievability. Its aim is to ensure sustainable development.
<b>Heritage Assets</b>	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority including important unlisted buildings.
<b>Heritage coast</b>	Areas of undeveloped coastline which are managed to conserve their natural beauty and, where appropriate, to improve accessibility for visitors.
<b>Historic England</b>	Historic England is officially the Historic Buildings and Monuments Commission for England and is an executive non-departmental public body of the British Government sponsored by the Department for Culture, Media and Sport (DCMS).
<b>Historic environment</b>	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.
<b>Important Unlisted Building</b>	A building of architectural or historic interest that contributes to the character of an area. Individual buildings meeting this definition and found within the Conservation Area are identified in the NDP for Holme-next-the-Sea.
<b>Infill development</b>	The sensitive infilling of small gaps within an otherwise continuously built up frontage facing the existing road network.
<b>International, national and locally designated sites of importance for biodiversity</b>	All international sites (Special Areas of Conservation, Special Protection Areas, and Ramsar sites), national sites (Sites of Special Scientific Interest) and locally designated sites including Local Wildlife Sites.
<b>IROPI</b>	The overall approach to allowing plans or projects to go ahead on grounds of Imperative Reasons of Overriding Public Interest (IROPI).
<b>Irreplaceable habitat</b>	Habitat which would be technically very difficult (or take a very significant time) to restore, recreate or replace once destroyed, taking into account age, uniqueness, species diversity or rarity. They include ancient woodland, ancient and veteran trees, blanket bog, limestone pavement, sand dunes, salt marsh and lowland fen.
<b>Landscape Character</b>	The distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement.

<b>Layout</b>	The way buildings, routes and open spaces are placed or laid out on the ground in relation to one another.
<b>Light intrusion</b>	Light spilling beyond the boundary of a property on which the light is located and sometimes shining through windows and curtains
<b>Light pollution</b>	A generic term that refers to light which shines where it is neither wanted nor needed.
<b>Limits of development</b>	Limits of the area in which development proposals would be acceptable, subject to complying with other policies contained in the Neighbourhood Plan and Local Plan. They seek to prevent development from gradually extending into the surrounding countryside.
<b>Listed Building</b>	A building of special architectural or historic interest. Listed buildings are graded I, II* or II with Grade I being the highest. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures within its curtilage.
<b>Local Development Framework</b>	A folder of documents, which includes all the local planning authority's local plan documents (including the NDP's) and supplementary planning guidance.
<b>Local Green Space</b>	A discretionary designation to protect land within a local plan or neighbourhood plan, intended to be used where the land concerned is not extensive, is local in character and reasonably close to the community and, where it is demonstrably special, for example because of its beauty, historic significance, recreational value, tranquility or richness of its wildlife.
<b>Local Planning Authority (LPA)</b>	Borough Council of Kings Lynn & West Norfolk
<b>Local Plan</b>	A plan for the future development of Kings Lynn & West Norfolk. In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004. Currently (2018) consists of the 2011 Core Strategy and 2016 Site Allocations and Development Management Plan.
<b>Low-key (activities)</b>	Low intensity, unobtrusive activities that will not impact negatively on the peace, tranquillity or character of the landscape or be harmful to the environment.
<b>Major development</b>	For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m <sup>2</sup> or more, or a site of 1 hectare or more, or as otherwise provided in the Town and Country Planning (Development Management Procedure) (England) Order 2015.
<b>Market Housing</b>	This is housing with a price determined by market demand.
<b>Material Consideration</b>	Factors relevant to planning decisions including government and local planning policy, design and environmental issues, nature conservation considerations, highways and infrastructure issues, flood risk.
<b>Mitigation</b>	Measures to reduce the adverse impacts of development.
<b>Mixed Use Development</b>	Mix of complementary land uses on a given site or within a particular area.
<b>Monitoring</b>	Process of regular checking for the impacts and effectiveness of policies.
<b>Multiplier effect</b>	The extended impact of an economic action upon business activity and/or upon employment. For example, a new major business may place orders with a smaller one helping to create extra jobs.
<b>National Nature Reserve (NNR)</b>	Area designated with the aim of securing protection and appropriate management of the most important areas of wildlife habitat, and to provide a resource for scientific research. All National Nature Reserves are Sites of Special Scientific Interest.
<b>National Planning Policy Framework (NPPF)</b>	Document that sets out national planning policy and provides the framework within which local plans and neighbourhood plans must be developed.

<b>National Trail</b>	Long distance routes for walking, cycling and horse riding. The Peddars Way and Norfolk Coast Path form part of the National Trail.
<b>Natural Capital</b>	The Parish's stocks of natural assets which include geology, soil, air, water and all living things. It is from this natural capital that we derive the ecosystem services which make our lives possible.
<b>Natural England</b>	Natural England is a non-departmental public body in the United Kingdom sponsored by the Department for Environment, Food and Rural Affairs. It is responsible for ensuring that England's natural environment, including its land, flora and fauna, freshwater and marine environments, geology and soils, are protected and improved. It also has a responsibility to help people enjoy, understand and access the natural environment.
<b>Nature Recovery Network:</b>	An expanding, increasingly connected, network of wildlife-rich habitats supporting species recovery, alongside wider benefits such as carbon capture, water quality improvements, natural flood risk management and recreation. It includes the existing network of protected sites and other wildlife rich habitats as well as landscape or catchment scale recovery areas where there is coordinated action for species and habitats.
<b>Neighbourhood Area</b>	The designated area within the boundary covered by the Neighbourhood Plan.
<b>Neighbourhood Plan</b>	A plan prepared by a parish council or neighbourhood forum for a designated neighbourhood area. In law this is described as a neighbourhood development plan in the Planning and Compulsory Purchase Act 2004.
<b>Non-strategic policies</b>	Policies contained in a neighbourhood plan, or those policies in a local plan that are not strategic policies
<b>Norfolk Biodiversity Information Service (NBIS)</b>	A Local Environmental Record Centre holding information on species, geodiversity, habitats and protected sites for the whole of the county of Norfolk. NBIS is a member of the Association of Local Environmental Records Centres and operates within the guidelines of the National Biodiversity Network.
<b>Norfolk Coast Partnership (NCP)</b>	The Norfolk Coast Partnership was originally set up in 1991 to focus on pressures arising from increasing numbers of visitors in the Norfolk Coast AONB. Although this remains a key focus its remit has since broadened to cover the wider sustainable management objectives of the AONB.
<b>Norfolk Historic Environment Record (NHER)</b>	Information service providing access to comprehensive resources relating to the historic environment of Norfolk for public benefit and use.
<b>Norfolk Ornithologists Association (NOA)</b>	An independent Norfolk-based charity, dedicated to the scientific study of birds. It focuses primarily on bird migration and population dynamics through bird ringing and daily monitoring, and the information collected acts as an indicator of environmental health locally, nationally and internationally.
<b>Norfolk Rivers Trust (NRT)</b>	The Norfolk Rivers Trust is a charity established in 2011 with the objective of conserving and restoring Norfolk rivers and wetland habitats.
<b>Norfolk Wildlife Trust (NWT)</b>	The oldest Wildlife Trust in the country, this charity cares for over 50 nature reserves and other protected sites including Holme Dunes National Nature Reserve.
<b>Open Space</b>	All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.
<b>Original building</b>	A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally.
<b>Over-development</b>	An amount of development (for example, the quantity of buildings or density or intensity of use) that is excessive in terms of demands on infrastructure and services, or impact on local amenity and character.

<b>Overbearing</b>	A term used to describe the impact of a development or building on its surroundings, particularly a neighbouring property, in terms of its scale, massing and general dominating effect.
<b>Overlooking</b>	A term used to describe the effect when a development or building affords an outlook over adjoining land or property, often causing loss of privacy.
<b>Overshadowing</b>	The effect of a development or building on the amount of natural light presently enjoyed by a neighbouring property, resulting in a shadow being cast over that neighbouring property.
<b>Palstave</b>	Type of chisel, typically made of bronze, which is shaped to fit into a split handle rather than having a socket for the handle.
<b>Permitted development rights</b>	Permission to carry out certain limited forms of development without the need to make an application to a local planning authority, as granted under the terms of the Town and Country Planning General Permitted Development Order
<b>Planning condition</b>	A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.
<b>Planning Gain</b>	The benefits or safeguards, often for community benefit, secured by way of a planning obligation as part of a planning approval and usually provided at the developer's expense. For example, affordable housing, community facilities or mitigation measures.
<b>Planning obligation</b>	A legal agreement entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.
<b>Planning permission</b>	Formal approval sought from a local planning authority allowing a proposed development to proceed. Permission may be sought in principle through outline planning applications, or be sought in detail through full planning applications.
<b>Planning Policy Statement (PPS)</b>	Issued by central government to replace the existing Planning Policy Guidance notes in order to provide greater clarity and to remove from national policy advice on practical implementation, which is better expressed as guidance rather than policy.
<b>Planning Portal</b>	A national website for members of the public, local planning authorities and planning consultants. The Planning Portal features a wide range of information and services on planning and provides access to information and consultation on planning applications.
<b>Pollution</b>	Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.
<b>Precautionary planning principle</b>	Taking action now to avoid possible environmental damage when the scientific evidence for acting is inconclusive but the potential damage could be great or significant.
<b>Previously Developed Land (PDL)</b>	Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape



<b>Principal residence or home</b>	That occupied as the residents sole or main residence where the resident spends the majority of their time when not working away from home or living abroad.
<b>Principal homeowner</b>	Resident occupying a principal residence.
<b>Priority habitats and species</b>	Species and Habitats of Principal Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.
<b>Private Open Space</b>	Open space that is usually privately owned and is not usually accessible by members of the public.
<b>Protected Sites</b>	Sites that have been designated for conservation purposes under one or more laws, treaties or conventions. They include Sites of Special Scientific Interest (SSSI), Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and RAMSAR sites.
<b>Public Open Space</b>	Space, designated by a council, where public access may or may not be formally established, but which fulfils or can fulfil a recreational or non-recreational role (for example, amenity, ecological, educational, social or cultural usages).
<b>Public Right of Way</b>	A public right of way is a highway over which the public have a right of access along the route.
<b>Protected Species</b>	Plants and animal species afforded protection under certain Acts and Regulations
<b>Qualifying Body</b>	For the purposes of the Neighbourhood Plan Holme-next-the-Sea Parish Council is the Qualifying Body that has taken responsibility for its preparation.
<b>Ramsar site</b>	Wetland of international importance, designated under the 1971 Ramsar Convention held in the place of the same name in Iran.
<b>Reasoned justification</b>	The supporting text in a development plan or associated document explaining and justifying the approach set out in the policies contained in the document.
<b>Renewable and Low Carbon Energy</b>	Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon
<b>Resident</b>	Someone living permanently or on a long-term basis in the parish of Holme-next-the-Sea.
<b>Rural Exception Site</b>	Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.
<b>Second homeowner</b>	Someone occupying a property as a second home and occupying principal residence elsewhere.
<b>Sequential Test</b>	A planning principle that seeks to identify, allocate or develop certain types or locations of land before others. For example town centre retail sites before edge of town sites.
<b>Settlement Boundary</b>	A boundary that defines the limits of the main settlement area of the village and within which development may take place subject to NDP and Local Plan policies and other material considerations.
<b>Setting of a heritage asset</b>	The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance

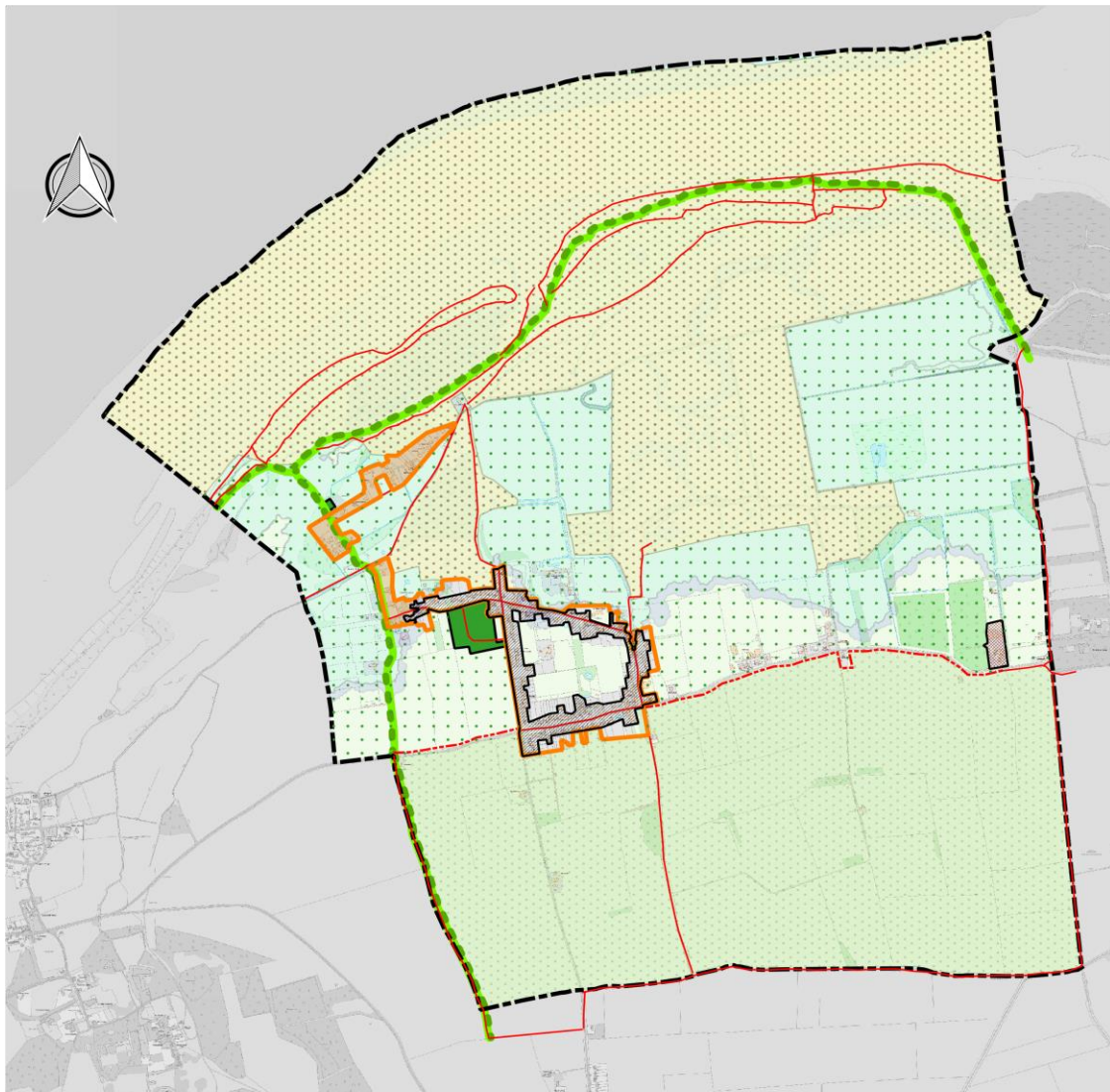
	of an asset, may affect the ability to appreciate that significance or may be neutral.
<b>Shoreline Management Plan</b>	A non-statutory plan produced by the Environment Agency setting out proposals for managing the risk to people, property and to the historic and natural environment associated with coastal processes, climate change and sea level rise.
<b>Significance (for heritage policy)</b>	The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.
<b>Site of Special Scientific Interest (SSSI)</b>	Site designated by Natural England under the Wildlife and Countryside Act 1981 as an area of special interest by reason of any of its flora, fauna, geological or physiological features.
<b>Special Area of Conservation (SAC)</b>	Areas defined by regulation 3 of the Conservation of Habitats and Species Regulations 2017 which have been given special protection as important conservation sites
<b>Special Protection Area (SPA)</b>	Area classified under regulation 15 of the Conservation of Habitats and Species Regulations 2017 which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds.
<b>Species</b>	A group of living organisms consisting of similar individuals capable of exchanging genes or interbreeding. The species is the principal natural taxonomic unit, ranking below a genus.
<b>SSSI Impact Risk Zone (IRZ)</b>	Concept developed by Natural England for initial GIS-based assessment of potential risks posed by development proposals to: SSSIs, SACs, SPAs and Ramsar sites. They define zones around each site which reflect particular sensitivities of the features for which it is notified and indicate the types of development proposal which could potentially have adverse impacts.
<b>Stakeholder</b>	A person, group of individuals or organisation with an interest in the NDP or who may be impacted upon by its policies.
<b>Statutory</b>	Required by law (statute), usually through an Act of Parliament.
<b>Statutory Body</b>	A government-appointed body set up to give advice and be consulted for comment upon development plans and planning applications affecting matters of public interest. Examples of statutory bodies include: English Heritage, Environment Agency, Natural England.
<b>Strategic Environmental Assessment (SEA)</b>	A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.
<b>Sui Generis</b>	A term given to the uses of land or buildings, not falling into any of the use classes identified by the Use Classes Order, for example theatres, launderettes, petrol stations.
<b>Supplementary Planning Documents</b>	Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.
<b>Supplementary Planning Guidance</b>	Supplementary Planning Guidance may cover a range of issues, both thematic and site specific and provide further detail of policies and proposals in a development plan.
<b>Sustainability Appraisal (SA)</b>	An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.

<b>Sustainable places / communities</b>	Places where people want to live and work, now and in the future.
<b>Sustainable transport modes</b>	Safe, efficient and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.
<b>Sustainable development</b>	Development that meets the needs of the present without compromising the ability of future generations to meet their own needs. The most frequently quoted definition of Sustainable Development is taken from a report by the Brundtland Commission entitled 'Our Common Future'. Sustainable development is development which achieves a balance between Economic, Social and Environmental Objectives.
<b>Terret</b>	A type of Roman ring.
<b>Tranquillity</b>	A state of audible and visual calm in the landscape that contributes to peace of mind and relaxation thereby helping people to get away from it all.
<b>Tree Preservation Order (TPO)</b>	A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a TPO may not normally be topped, lopped or felled without the consent of the local planning authority.
<b>Use Classes Order</b>	The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class.
<b>Vernacular</b>	The way in which ordinary buildings were built in a particular place, making use of local styles, techniques and materials.
<b>Vernacular Building</b>	A building built without being designed by an architect or engineer or someone with similar formal training, often based on traditional or regional forms.
<b>Village Envelope</b>	Part of a village, usually defined by a tightly drawn boundary, within which development might be allowed subject to other policies in the NDP and Local Plan.
<b>Wildlife Corridor</b>	Strip of land providing vital linkages for wildlife dispersal between two or more areas including wetlands and the countryside.
<b>Windfall Site</b>	Sites which have not been specifically identified as available in the Local Plan process. They may be previously-developed sites that have unexpectedly become available.

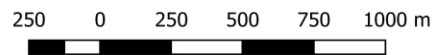
# HOLME-NEXT-THE-SEA NEIGHBOURHOOD PLAN

## Part Di- Zones Map

### PLAN ZONES



### Legend



- Neighbourhood Area
- Local Green Space

#### Zones

- Village Boundary
- Development Envelope
- Flood Risk Area
- Protected Sites
- Adaptation & Resilience Zone
- Countryside
- Dove Orchards

#### Footpaths & Walks

- Footpaths for plan
- Proposed
- Paths and Walks
- National Trail & Coast Path

#### EA Flood Map

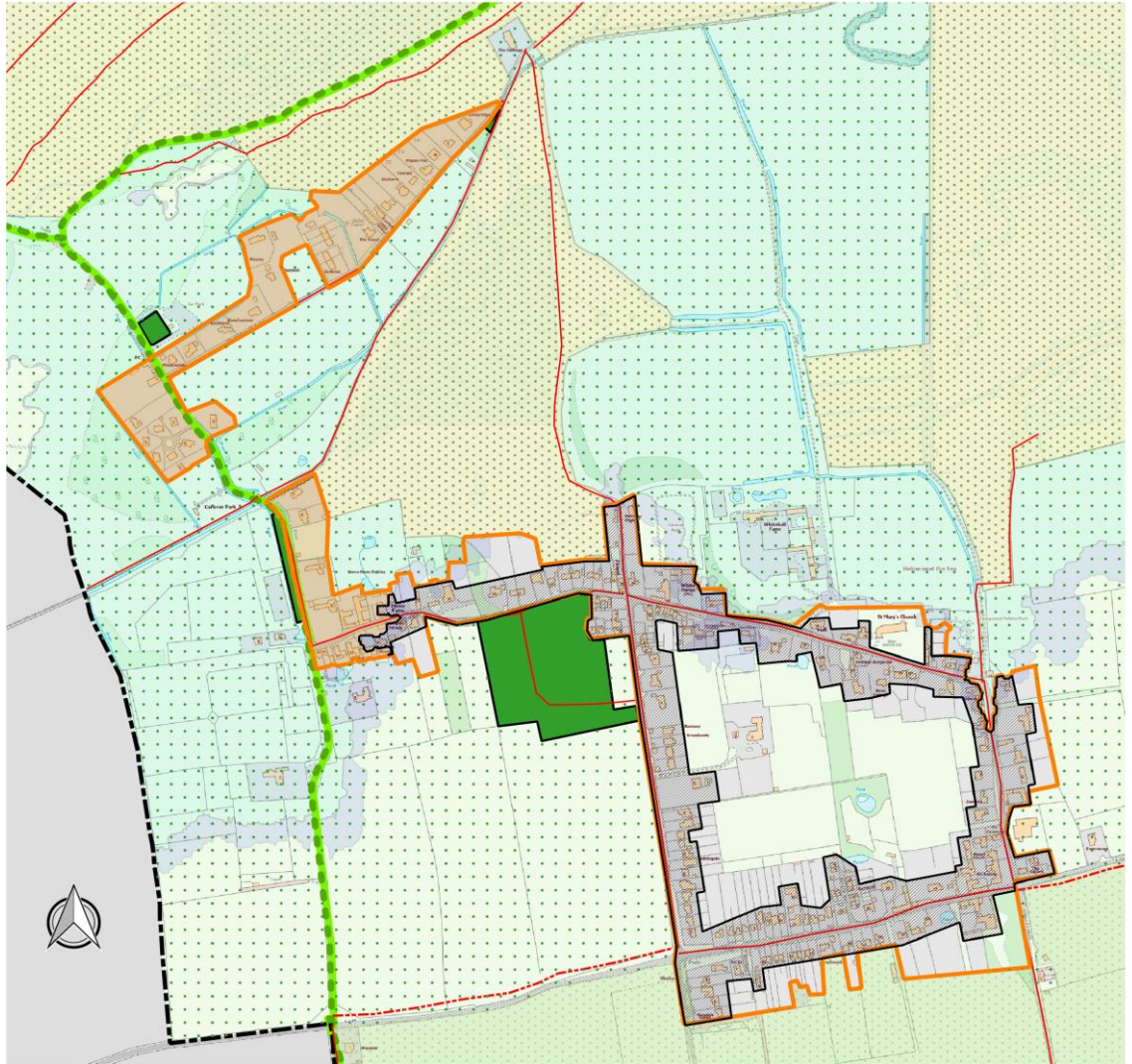
- Flood Zone 2
- Flood Zone 3



# HOLME-NEXT-THE-SEA NEIGHBOURHOOD PLAN

## Part Dii- Village Inset Map

### VILLAGE INSET MAP



### Legend

- Neighbourhood Area
- Local Green Space

### Zones

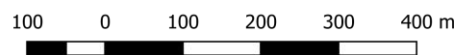
- Village Boundary
- Development Envelope
- Flood Risk Area
- Protected Sites
- Adaptation & Resilience Zone
- Countryside
- Drove Orchards

### Footpaths & Walks

- Proposed
- Paths and Walks
- National Trail & Coast Path

### EA Flood Map

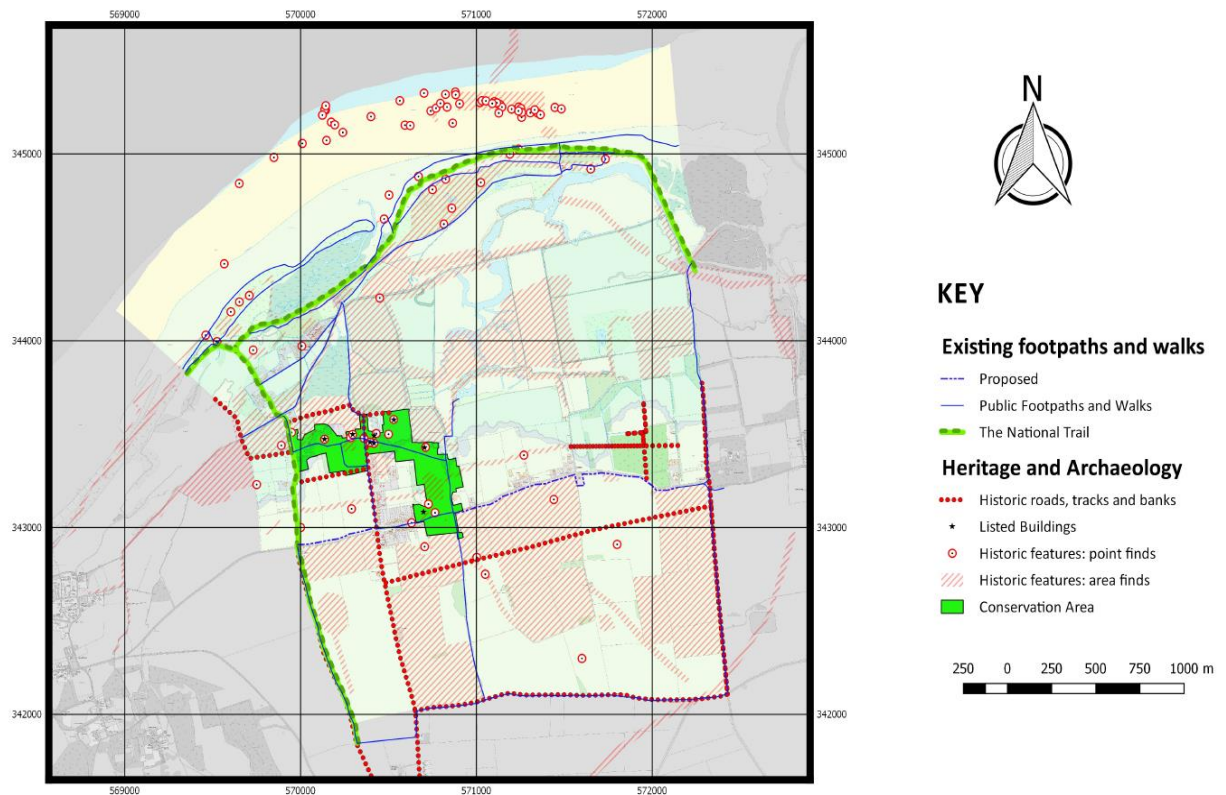
- Flood Map 2
- Flood Map 3



# HOLME-NEXT-THE-SEA NEIGHBOURHOOD PLAN

## Part Diii- Heritage Map

### HERITAGE AND ARCHAEOLOGY



To view the PDF Version of the all maps which are of a better scale/quality these can be found within the below weblink: [Holme-next-the-Sea Neighbourhood Plan | Holme-next-the-Sea Neighbourhood Plan | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](https://www.west-norfolk.gov.uk/Holme-next-the-Sea-Neighbourhood-Plan)

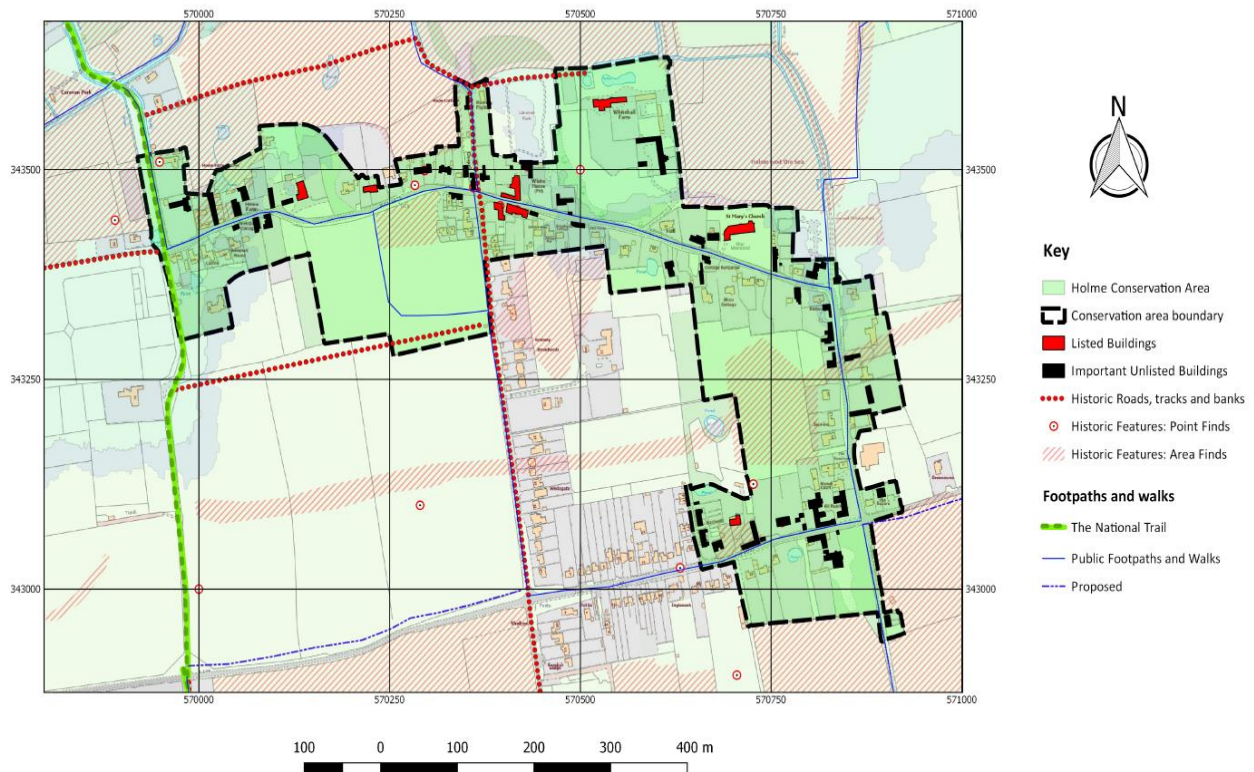


# HOLME-NEXT-THE-SEA NEIGHBOURHOOD PLAN

## Part Div- Conservation Area

### HOLME-NEXT-THE-SEA NEIGHBOURHOOD PLAN

#### CONSERVATION AREA



To view the PDF Version of the maps which are of a better scale/quality these can be found within the below weblink: [Holme-next-the-Sea Neighbourhood Plan | Holme-next-the-Sea Neighbourhood Plan | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](https://www.west-norfolk.gov.uk/Planning/Neighbourhood%20Plans/Holme-next-the-Sea%20Neighbourhood%20Plan)

# HOLME-NEXT-THE-SEA NEIGHBOURHOOD PLAN

## Part E- Building Styles Sheet

### SETTLEMENT IN THE AONB LANDSCAPE WHAT MAKES IT SPECIAL?

National Planning Policy requires that 'great weight should be given to conserving landscape and scenic beauty in ...Areas of Outstanding Natural Beauty... which have the highest status of protection in relation to landscape and scenic beauty'. For our Neighbourhood Plan to be consistent with this policy it is important to understand what makes the AONB landscape special.

Set within the stunning rural landscape small villages and hamlets play a vital role in this respect and this exhibit tries to identify some of the important features that contribute to the AONB sense of place and make places like Holme-next-the-Sea so very special.

#### 1. STREETSCENES

The term 'streetscene' encompasses everything that determines how our roads and public open spaces look and feel. Key factors include road size, surfacing materials, signs and markings, pavements, verges, hedges, garden walls/boundaries, trees, building density, building forms and styles (detached, semidetached, terraced, bungalow, two storey, three storey), construction materials, building layout/spacing and plot sizes. In the AONB villages in general and at Holme in particular the streetscene is characterised by a rural feel with space around buildings giving sight of countryside beyond and views of open skies. Density of building is low and there is a wide variety of styles given unity by characteristic building materials, styles and vernacular details. Holme in particular is characterised by established hedgerows and trees which bring wildlife into the village. There is a 'flow' between bungalows, small cottages and larger houses without any particular buildings appearing dominant. There are verges but generally no pavements. The annual open gardens day is a major event attracting large numbers of visitors from far and wide who come to enjoy both the outstanding gardens (large and small) and walking around the village enjoying its character and charm.



#### 2. WALLS AND MATERIALS

The use of local building materials (chalk, flint, carrstone) laid and mixed in different patterns alongside distinctive red bricks gives the area its character just as millstone grit defines the Peak District and mellow, ochre stone defines the Cotswolds. These materials have been used imaginatively and with great skill by local builders to create outstanding buildings with a variety of sizes, appearances and vernacular details. Small buildings are just as important as large buildings and often carry as much detail in the form of quoins around windows, plinths and corners.



Brown Carrstone



Chalk, flint & brick combination



New coursed chalk with brick quoins



Coursed, galletted chalk with flint plinth



Random, unknapped flint with red brick dressings

#### 3. ROOFS AND GABLES

The form of buildings is also of great importance. Clay pantiles are a feature laid on steeply sloping roofs. Gables arising from original design or extensions present an opportunity to show off decorative stonework. Chimneys add character. Stonework mellows quickly and blurs the contrast between old and new giving a timeless feel.



Steep pitched roof with Norfolk red pantiles



Gable with mortar verges and red brick detailing



Random flint and brick gable



Rough coursed chalk gable



Gable with chimney stack

#### 4. EXTENSIONS, WINDOWS AND DETAILS

Extensions have a major impact on buildings. They can blend in or be built in a contrasting style and materials to appear distinctive thereby underlining difference in age. They can be subservient to the main building or equal. Window styles have a major impact on character and even paint colours can be very important. Use of reclaimed materials for quoins creates an instant impression of age and detailing is everything. Brick and flint garden walls, distinctive porches and even quoins around the electricity metre below give the cottage unmistakable AONB style.



Single storey dwelling attached to terrace



Extension in contrasting style



Feature windows finished in grey



Window with reclaimed brick quoins finished in white



Brick and flint garden walls, characteristic porches and detailed quoins

To view the PDF Version with better picture quality you can find this within the below weblink: [Holme-next-the-Sea Neighbourhood Plan | Holme-next-the-Sea Neighbourhood Plan | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](#)

**Independent Examiners Report of**  
**the Holme Next The Sea**  
**Neighbourhood Plan**  
**January 2020**

Borough Council of King's Lynn and West Norfolk

**Holme-Next-The-Sea  
Neighbourhood Plan 2016-2036**

**Independent Examiner's Report**

By Ann Skippers MRTPI FRSA AoU

27 January 2020

**This report can be read in PDF Version in the below weblink:**

[Holme-next-the-Sea Neighbourhood Plan | Holme-next-the-Sea Neighbourhood Plan | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](#)



# **Holme Next The Sea Neighbourhood Plan**

## **Summary of the representations submitted to the independent Examiner**

The Draft Holme Next The Sea Neighbourhood Plan was published and consulted on by the Borough Council of King's Lynn and West Norfolk from

17 representations were received in response to that consultation and provided to the independent Examiner. These representations came from (or on behalf of):

- Mr Robert Bowman
- Mr Philip Atkinson (Lanpro Services)
- Environment Agency
- Mr Andrew Brand (Abbey Group)
- Historic England
- Norfolk Wildlife Trust
- Janet Foster
- G Renaut (Cruso & Wilkin)
- Claudia Starr (Maxey Grounds & Co)
- Norfolk Coast Partnership
- Norfolk County Council
- Borough Council of King's Lynn & West Norfolk
- Natural England
- Mr Nathan Makwana (Anglian Water)
- Mr Anthony Foster
- Highways England

The main issues raised in these representations were:

- Support for the Plan and Policies
- Opposition regarding proposed allocation HNTS15 (Eastgate Lane) and road safety
- Opposition regarding conformity of policies which are considered to exclude windfall sites

These representations were provided to the independent examiner to inform the examination of the Neighbourhood Plan. They are available for inspections on the Borough Council's website via the following link; [Holme next the Sea NP Consultation 2019 - Keystone \(objective.co.uk\)](https://www.objective.co.uk/holme-next-the-sea-np-consultation-2019)

**Holme Next The Sea Neighbourhood Plan**  
**Statement by the local planning authority that the Holme**  
**Next The Sea Neighbourhood Plan meets the basic**  
**conditions.**

The draft Holme Next The Sea Neighbourhood Plan was considered by the Borough Council of King's Lynn & West Norfolk. On behalf of the Borough Council it was agreed by Geoff Hall the Executive Director (Environment and Planning) in consultation with the Portfolio Holder Cllr Richard Blunt, that the amended Holme Next The Sea Neighbourhood Plan in the spirit of the Examiner's recommendations meets the basic conditions, and that, so modified, it should proceed to a local referendum covering the area of Holme Next The Sea Parish.

The Borough Council Decision Statement in full can be read on the following pages.

[Holme-next-the-Sea Neighbourhood Plan | Holme-next-the-Sea Neighbourhood Plan | Borough Council of King's Lynn & West Norfolk \(west-norfolk.gov.uk\)](#)

The Draft Neighbourhood Plan has now been so amended, and thus the Borough Council is satisfied that the Draft Neighbourhood Plan being presented in the referendum meets the basic conditions set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990 (as amended).

**Alan Gomm, Planning Policy Manager**

**Borough Council of King's Lynn and West Norfolk**





**Holme Next The Sea  
Neighbourhood Planning  
Referendum  
Decision on examiner's  
recommendations  
February 2020**

**Borough Council Decision on the Examiner's recommendation for the Holme Next the Sea  
Neighbourhood Plan**

**Neighbourhood Planning (General) (Amendment) Regulations 2012**

Name of neighbourhood area	Holme Next the Sea Neighbourhood Area
Parish Council	Holme Next the Sea Parish Council
Submission	30 <sup>th</sup> September- 11 <sup>th</sup> November 2019
Examination	December 2019/January 2020
Inspector Report Received	27/01/2020

### **30.3 Introduction**

1.1 The Town and Country Planning Act 1990 (as amended), states that the Council has a statutory duty to assist communities in the preparation of neighbourhood development plans and to take the plans through a process of examination and referendum.

1.2 The Localism Act 2011 (Part 6 chapter 3) details the Local Planning Authority's responsibilities under Neighbourhood planning.

1.3 This Decision Statement confirms that the modifications proposed by the examiner's report on the whole have been accepted. Accordingly the draft Holme Next the Sea Neighbourhood Plan has been amended taking into account these modifications, and the Borough Council has reached the decision that the Holme next the sea Neighbourhood Development Plan may proceed to referendum.

### **30.4 Background**

2.1 The Neighbourhood Area of Holme next the Sea Parish was designated on 21/04/2016.

The Neighbourhood Area corresponds with Parish boundaries for Holme next the Sea

Parish Council. The Holme Next the Sea Neighbourhood Plan has been prepared by Holme Next the Sea Parish Council. Work on the production of the plan has undertaken by members of the Parish Council and the local community, since 2016.

2.2 The Plan was submitted to the Borough Council of King’s Lynn and West Norfolk and the consultation under Regulation 16 took place between 30/09/2019 – 11/11/2019. As part of this the plan was publicised and representation invited.

2.3 In September 2019 Independent Examiner Ann Skippers was appointed by the Borough

Council with consent of the Parish Council, to undertake tie examination of the HolmeNext-The-Sea Neighbourhood Plan. This culminated in the Examiner’s Report being issued on 27/01/2020.

2.4 The Examiner’s Report concludes that subject to making the modifications recommended by the examiner, the plan meets the basic conditions as set out in legislation and should proceed to a Neighbourhood Planning Referendum.

2.5 Having carefully considered each of the recommendations made within the Examiner’s Report and the reasons for them, the Borough Council (in accordance with the 1990 Act Schedule 48 paragraph 12) has decided to make the modifications to the draft plan referred to in Section 3 below to ensure that the draft plan meets the basic conditions set out in legislation.

### 30.5 Recommendations by the Examiner

Policy / Area	Modifications recommended
7.0 Detailed comments on the Plan and its policies	Ensure that Parts A, B, C and D become the neighbourhood plan and that it is clear this is one document
2 Holme-Next-The-Sea	<p>Change the word “downgraded” in paragraph 2.7.3 on page A-16 to “<i>changed</i>”</p> <p>Add a new paragraph 2.7.8 on page A-17 that reads: <i>“The River Hun Catchment (local significance). The Parish lies entirely within the catchment of the River Hun – one of a number of internationally rare chalk streams in Norfolk and a priority habitat for conservation under Section 41 of the NERC Act. A catchment plan for the Hun has been produced by the Norfolk Rivers Trust in collaboration with the Environment Agency (<a href="https://norfolkrivertrust.org/wpcontent/uploads/2019/02/River_Hun_CatchmentPlanOnlineCopy.pdf">https://norfolkrivertrust.org/wpcontent/uploads/2019/02/River_Hun_CatchmentPlanOnlineCopy.pdf</a>) and this recognises the need for improvements to a catchment that supports internationally recognised wildlife conservation sites. NDP research carried out with the Norfolk Rivers Trust has highlighted significant additional problems associated with water quality. There is a clear need for future work on the catchment which might be carried forward under the auspices of the North &amp; North West Norfolk</i></p>

	<i>Catchment Partnership. The NDP team has in fact worked very closely with the Norfolk Rivers Trust to help develop HNTS 24 Water Resource Management Policy that applies to the Hun and its catchment.</i>
Policy HNTS 2: Holme Village Zone	Change the first sentence in the policy to read: “Within the Development Envelope, <i>the sensitive infilling of small gaps within an otherwise continuously built up frontage facing the existing road network will be permitted provided it conforms to the other policies of the NDP and the Local Plan.</i> ”
Policy HNTS 6: Drove Orchards	Delete criterion (i) from the policy
	Delete the second bullet point under paragraph 8.2.6 on page B-24 of the Plan
	Consequential amendments will be required
Policy HNTS 7: Natural Capital and Ecosystem Services	Change the existing criteria (vii) to (xii) to <i>(vi) to (xi)</i> in the second part of the policy
Policy HNTS 9: Touring and Permanent Holiday Accommodation	Delete the last sentence of the policy which reads: “Where the active operation of a site ceases any existing use rights will be relinquished.”
	Add a sentence at the end of paragraph 11.1.3 on page B-32 of the Plan that reads: <i>“It excludes permanent dwellings used or let for holiday accommodation.”</i>
Policy HNTS 11: Street Scene, Character and Residential Environment	Delete criterion (xi) from the policy
	Title Part D.v <i>“Building Styles Sheet”</i>
	Add the Building Styles Sheet as an appendix to the Plan
Policy HNTS 12: Conservation Area	Ensure that the Conservation Map on page B-41 is correct and consistent with the Character Statement or latest available information including the inclusion of the War Memorial
	Add a sentence to the revised map on page B-41 which reads: <i>“This information is correct at the time of writing the Plan. Up to date information on heritage assets should always be sought from Historic England or the BCKLWN or other reliable sources of information.”</i>

	Consequential amendments to the supporting text may be required
Policy HNTS 14: New Homes	Add at the end of the first sentence of the policy “...facing the existing road network.”
Policy HNTS 16: Replacement Dwellings	Add the words “ <i>provided that they conserve and enhance landscape and scenic beauty and are appropriate to their location in the Norfolk Coast AONB and</i> ” after “Proposals for replacement dwellings will be permitted...” in the first sentence of the policy
Policy / Area	Modifications recommended
	Delete the sentence “Replacement dwellings must be Principal Homes in accordance with Policy HNTS 18.” from the third paragraph of the policy and replace with “ <i>Any replacement dwellings which represent a net gain in the total number of units on a site will be subject to occupancy restrictions.</i> ”
Policy HNTS 17: Extensions, Annexes and Outbuildings	Add the words “ <i>provided that they conserve and enhance landscape and scenic beauty and are appropriate to their location in the Norfolk Coast AONB and</i> ” after “Development proposals for extensions to existing dwellings, and the provision of annexes and outbuildings will be permitted...” in the first sentence of the policy
	Add a new paragraph to the supporting text for this policy that reads: “ <i>Original dwelling is defined in the glossary for the purposes of this policy. The definition reads “A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was originally built.”</i> ”
	Consequential amendments may be required
Policy HNTS 18: Principal Residences	Delete “...and replacement...” from the first sentence of the policy and replace with “ <i>...(including any net new additional dwellings on a site which have replaced a single property)...</i> ”
	Delete references to replacement homes from paragraph 20.2.3 on page B-55 of the Plan [which refers incorrectly to Policy HNTS 14]
	Replace the words “....will be occupied full-time as the primary residence...” in the first sentence of the policy with “ <i>...will be the occupants’ sole or main residence where the resident spends the majority of their time when not working away from home or living abroad...</i> ”
	Correct the reference in paragraph 20.2.7 to Policy HNTS 13 to HNTS 14
Policy HNTS 20: AONB Landscape Quality	Delete the words “...outside the Holme development envelope...” from the first sentence under the subheading “Views of the landscape and scenic beauty”
	Add to paragraph 22.3 on page B-64 of the Plan:
	“ <i>NCP Integrated Landscape Character Assessment</i> <a href="http://www.norfolkcoastaonb.org.uk/partnership/integratedlandscapecharacter/370">http://www.norfolkcoastaonb.org.uk/partnership/integratedlandscapecharacter/370</a> <i>Institute of Lighting Professionals - <a href="http://www.britastro.org/darkskies/pdfs/ile.pdf">http://www.britastro.org/darkskies/pdfs/ile.pdf</a></i> ”

<b>Policy HNTS 22: Biodiversity</b>	Change the word “improving” in criterion (v) to “ <i>creating net gains</i> ”
<b>Part C: Glossary of Terms</b>	Change the definition of “infill development” to “ <i>The sensitive infilling of small gaps within an otherwise continuously built up frontage facing the existing road network</i> ”
	Correct spelling of “Consideratiosn” to “ <i>Consideration</i> ” in the glossary
<b>Part D: Maps and Style Guide</b>	Change “Flood Map 2” and “Flood Map 3” on the Plan Zones and the Village Inset Maps to read “Flood Zone 2” and “Flood Zone 3” respectively
	Undertake the same modifications to the Plan Zones and Village Inset Maps on pages B-9 and B-10 respectively

### 30.6 Decision

4.1 The Neighbourhood Planning (General) Regulations 2012 requires the local planning authority to outline what action to take in response to the recommendations that the examiner made in the report under paragraph 10 of Schedule 4A to the 1990 act (as applied by Section 38A of the 2004 Act) in relation to a neighbourhood development plan.

4.2 King’s Lynn and West Norfolk Borough Council have carefully considered each of the recommendations made in the examiner’s report and the reasons for them and have decided to accept the modifications to the draft plan.

4.3 Following the modifications made, the Holme-Next-The-Sea Neighbourhood Development Plan will meet the basic conditions:

- Having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the plan;
- The making of the neighbourhood plan contributes to the achievement of sustainable development;
- The making of the neighbourhood plan is in general conformity with the strategic policies contained in the King’s Lynn and West Norfolk Local Plan - Core Strategy (2011) and Site Allocations and Development Management Policies Plan (2016);
- The making of the neighbourhood plan does not breach and is otherwise compatible with EU obligations; and;
- The making of the neighbourhood plan is not likely to have a significant effect on a European site either alone or in combination with other plans and projects.

4.4 It is recommended that the Holme-Next-The-Sea Neighbourhood Plan progresses to referendum. Consideration has been given as to whether the area should be extended beyond that of the neighbourhood area. The Borough Council concurs with Examiner’s



conclusion that nothing has been suggested which would require an extension of the area beyond that originally designated (21/04/2016).

Decision made by:

.....

Geoff Hall

Executive Director Environment and Planning

.....

Date 12.02.2020

**Update: 28/01/2021**

**Non-material amendment:**

A minor error has been raised by the qualifying body within their neighbourhood plan documentation: "Part B-The Policies". The error was raised to the planning policy team on the 26<sup>th</sup> January 2021 and we have taken the decision to make this amendment to the document for clarity. **The minor error relates to the below highlighted Policy Number which states Policy HNTS16 when this should say Policy HNTS18.**

The PDF has been amended to reflect the error and the correct document is on the website for all to view. This approach has been taken forward with agreement by the qualifying body and the chairman of Holme Next The Sea Parish Council.

**POLICY HNTS 14: NEW HOMES** Proposals for new dwellings will be permitted within the development envelope where they are typically in the size range 80 -150m<sup>2</sup> gross internal floor area, constitute sensitive infilling of small gaps within an otherwise continuously built up frontage facing the existing road network and provided that they conserve and enhance landscape and scenic beauty and are appropriate to their location in the Norfolk Coast AONB. In order to maintain the character of the village and the street scene and to protect neighbouring amenity, permission will not be given for proposals for new homes that result in more than 40% of the curtilage of the property being covered by buildings. All new dwellings must be Principal Homes in accordance with **Policy HNTS 16-18**. In view of the importance of home working to the parish economy, all new dwellings should include the necessary infrastructure to enable direct connection to super high speed, fibre-based Broadband.

Signed

Alan Gomm 28.01.2021