

# HOLME-NEXT-THE-SEA

## NEIGHBOURHOOD PLAN 2016-2036

### PART B: THE POLICIES



NEIGHBOURHOOD PLAN: Adoption Version (Regulation 20)

July 2021

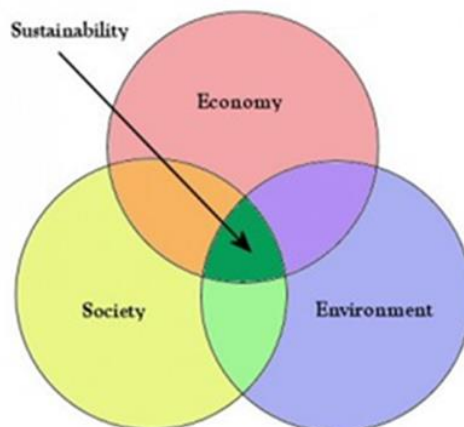
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# 1 VISION, OBJECTIVES AND APPROACH

## 1.1 Sustainable development - the underpinning principle

- 1.1.1 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**

- 1.1.2 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.**
- 1.1.3 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.
- 1.1.4 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.
- 1.1.5 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.

## 1.2 The Vision

- 1.2.1 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.

### 1.3 Neighbourhood Plan Objectives

1.3.1 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

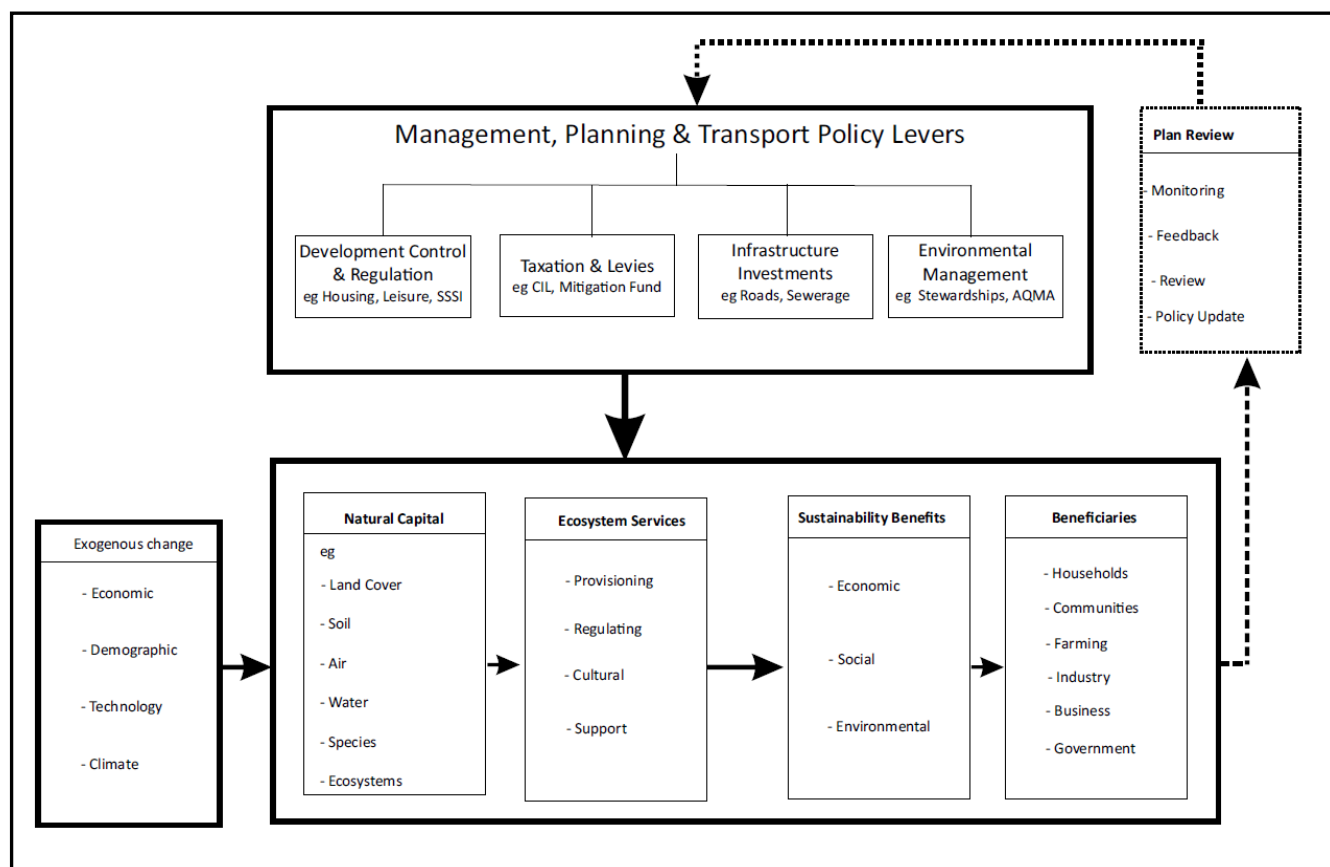
above), supporting the management of visitor pressures and encouraging low impact activities appropriate to the AONB setting and special designations of the parish.

- **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.

## 1.4 Guiding approach

1.4.1 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).

## 2 INTRODUCTION TO THE POLICIES

- 2.1.1 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.
- 2.1.2 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.
- 2.1.3 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).**
- 2.1.4 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.
- 2.1.5 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.*
- 2.1.6 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.
- 2.1.7 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.
- 2.1.8 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.
- 2.1.9 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



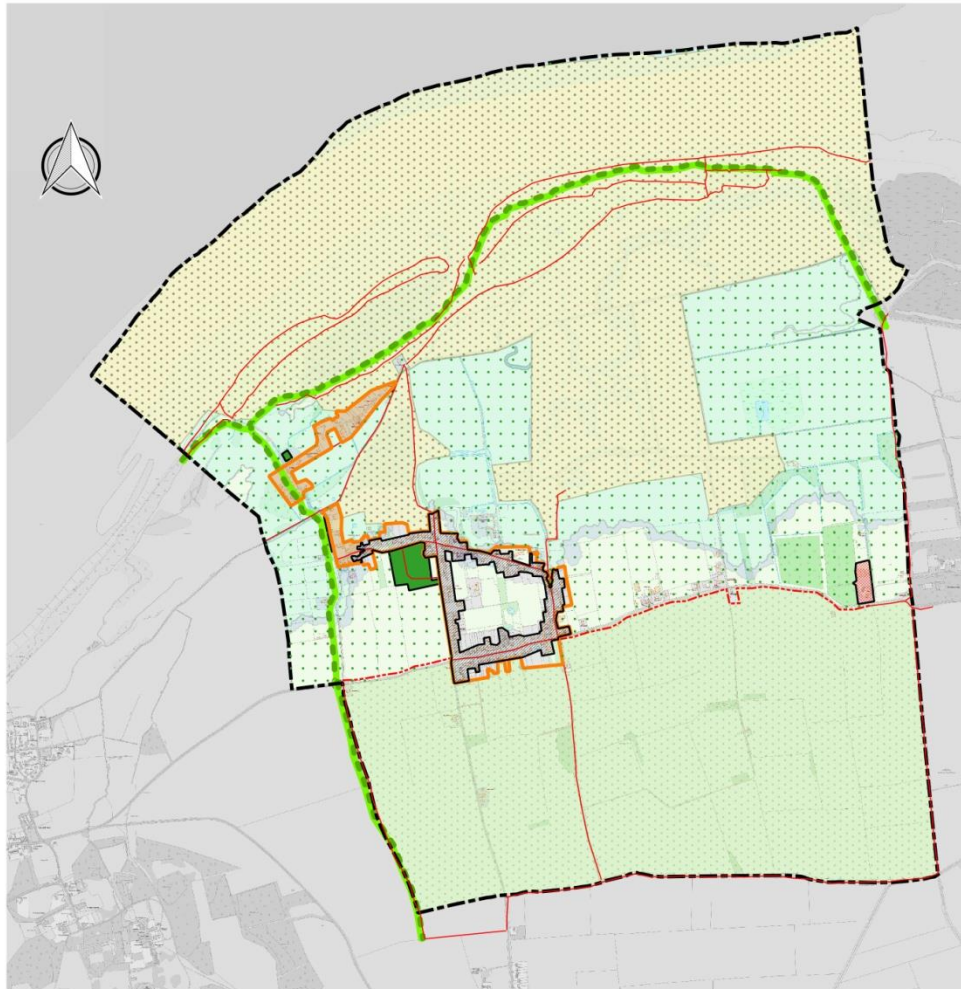
		Vision			O1	O2	O3	O4	O5	Objectives					Approach						
		V1	V2	V3						O6	O7	O8	O9	O10	A1	A2	A3	A4	A5		
Policy	Short Policy Description	Environment	Society	Economy	Heritage	Natural Environment & Ecology	Landscape	Global Environmental Change	Community	Built Environment	New & Replacement Dwellings	Community 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

		Vision			O1	O2	O3	O4	O5	Objectives					Approach							
		V1	V2	V3						O6	O7	O8	O9	O10	A1	A2	A3	A4	A5			% Contribution
Policy	Short Policy Description	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

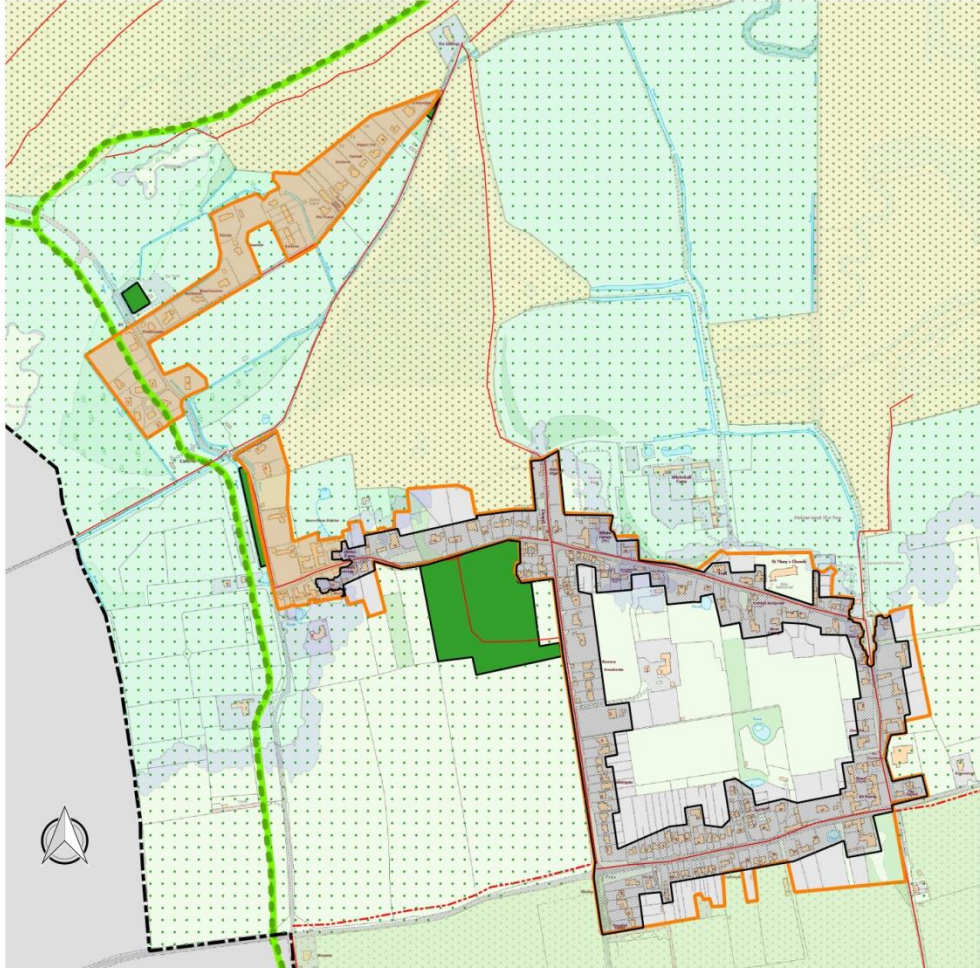
### EA Flood Map

- Flood Zone 2
- Flood Zone 3

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# HOLME-NEXT-THE-SEA NEIGHBOURHOOD PLAN

## VILLAGE INSET MAP



### Legend

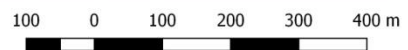
- Neighbourhood Area
- Local Green Space
- Zones**
- Village Boundary
- Development Envelope
- Flood Risk Area
- Protected Sites
- Adaptation & Resilience Zone
- Countryside
- Drove Orchards

### Footpaths & Walks

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

### EA Flood Map

- Flood Zone 2
- Flood Zone 3



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

#### 3.1 Purpose

- 3.1.1 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.

#### 3.2 Supporting Text

- 3.2.1 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.
- 3.2.2 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).
- 3.2.3 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...”*

- 3.2.4 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.
- 3.2.5 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.
- 3.2.6 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.
- 3.2.7 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.
- 3.2.8 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.

### 3.3 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 15 - Conserving and enhancing the natural environment

#### *Local Plan*

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

## 4 POLICY HNTS 2: HOLME VILLAGE ZONE

### 4.1 Purpose

- 4.1.1 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.
- 4.1.2 *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.
- 4.1.3 *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.

### 4.2 Supporting Text

- 4.2.1 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.

4.2.2 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.

4.2.3 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).

4.2.4 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

4.2.5 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.

4.2.6 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.

4.2.7 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).

### 4.3 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)

## 5 POLICY HNTS 3: PROTECTED SITES ZONE

### 5.1 Purpose

- 5.1.1 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.

### 5.2 Supporting Text

- 5.2.1 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.
- 5.2.2 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.

5.2.3 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.

5.2.4 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.

### 5.3 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.

## 6 POLICY HNTS 4: ADAPTATION AND RESILIENCE ZONE

### 6.1 Purpose:

6.1.1 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.

## 6.2 Supporting Text

- 6.2.1 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”.
- 6.2.2 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.
- 6.2.3 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.
- 6.2.4 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.
- 6.2.5 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).
- 6.2.6 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.
- 6.2.7 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.

## 6.3 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.

## 7 POLICY HNTS 5: COUNTRYSIDE ZONE

### 7.1 Purpose

7.1.1 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.

### 7.2 Supporting Text

7.2.1 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).

7.2.2 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.

7.2.3 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.

7.2.4 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.

7.2.5 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.

7.2.6 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.

7.2.7 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.

### 7.3 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.



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

### **8.1 Purpose**

- 8.1.1 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.

### **8.2 Supporting Text**

- 8.2.1 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.
- 8.2.2 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.

- 8.2.3 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.
- 8.2.4 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.
- 8.2.5 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.
- 8.2.6 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.

### 8.3 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.

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

### 9.1 Purpose

9.1.1 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.

## 9.2 Supporting text

- 9.2.1 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.
- 9.2.2 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.
- 9.2.3 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.
- 9.2.4 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. .
- 9.2.5 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.

- 9.2.6 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.
- 9.2.7 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.
- 9.2.8 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.

### 9.3 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.

## 10 POLICY HNTS 8: SUSTAINABLE TRAVEL AND TOURISM

### 10.1 Purpose

10.1.1 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.

## **10.2 Supporting text**

- 10.2.1 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.
- 10.2.2 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.
- 10.2.3 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.
- 10.2.4 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.
- 10.2.5 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.
- 10.2.6 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.
- 10.2.7 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.

10.2.8 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.

10.2.9 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.

### 10.3 Evidence and policy framework

#### NDP Evidence reports

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

- NPPF16 - Conserving and enhancing the historic environment
- 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

#### 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.

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

### **11.1 Purpose**

11.1.1 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

11.1.2 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

11.1.3 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.

## 11.2 Supporting Text

- 11.2.1 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.
- 11.2.2 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.
- 11.2.3 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.
- 11.2.4 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.
- 11.2.5 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.
- 11.2.6 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%.
- 11.2.7 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.
- 11.2.8 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.

### 11.3 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.

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

### **12.1 Purpose**

- 12.1.1 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.

### **12.2 Supporting text**

- 12.2.1 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
- 12.2.2 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.
- 12.2.3 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.



## 12.3 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.

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

### **13.1 Purpose**

13.1.1 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%.

## 13.2 Supporting text

- 13.2.1 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.
- 13.2.2 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.
- 13.2.3 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.
- 13.2.4 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.
- 13.2.5 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.
- 13.2.6 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.
- 13.2.7 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.



13.2.8 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.

13.2.9 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.

13.2.10 Intending developers are encouraged to consult with neighbours and the local community before making planning applications.

### 13.3 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.

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

### **14.1 Purpose**

14.1.1 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.

### **14.2 Supporting text**

14.2.1 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.

14.2.2 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.

- 14.2.3 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.
- 14.2.4 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.
- 14.2.5 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.
- 14.2.6 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.

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



The information on the map is believed to be 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.

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## 14.3 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.



## 15 POLICY HNTS 13: HERITAGE ASSETS

### 15.1 Purpose

15.1.1 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.

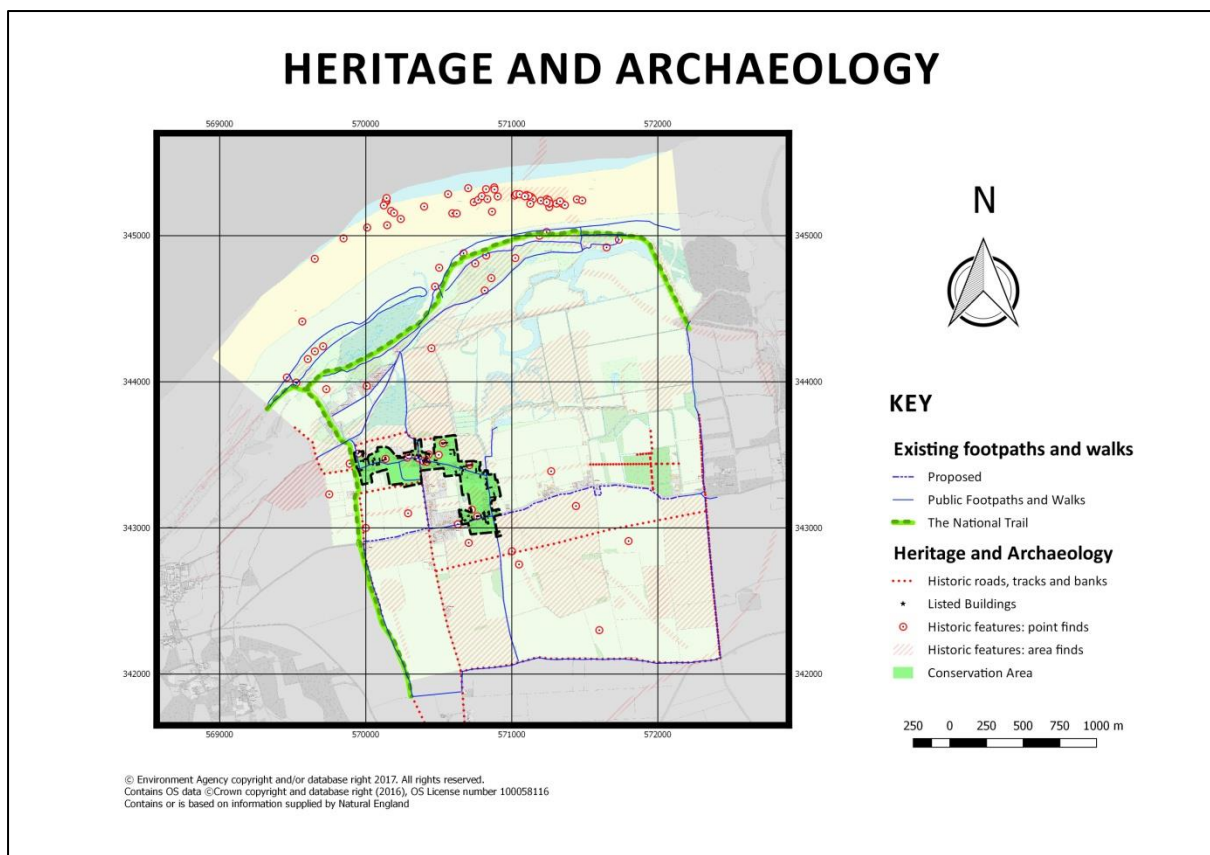
Prospective developers should consult this Map together with any additional information provided in the Norfolk Historic Environment Record. The type and levels of archaeological intervention that may be required in relation to any development depends on the significance of the heritage assets affected 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.

### 15.2 Supporting Text

- 15.2.1 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.
- 15.2.2 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.



- 15.2.3 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.
- 15.2.4 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.
- 15.2.5 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.



15.2.6 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.

### 15.3 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.

## 16 POLICY HNTS 14: NEW HOMES

### 16.1 Purpose

16.1.1 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.

### 16.2 Supporting text

16.2.1 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.

16.2.2 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.

16.2.3 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.

16.2.4 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
- 16.2.5 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.
- 16.2.6 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.
- 16.2.7 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.
- 16.2.8 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.

## 16.3 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.

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

### **17.1 Purpose**

17.1.1 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

### **17.2 Supporting text**

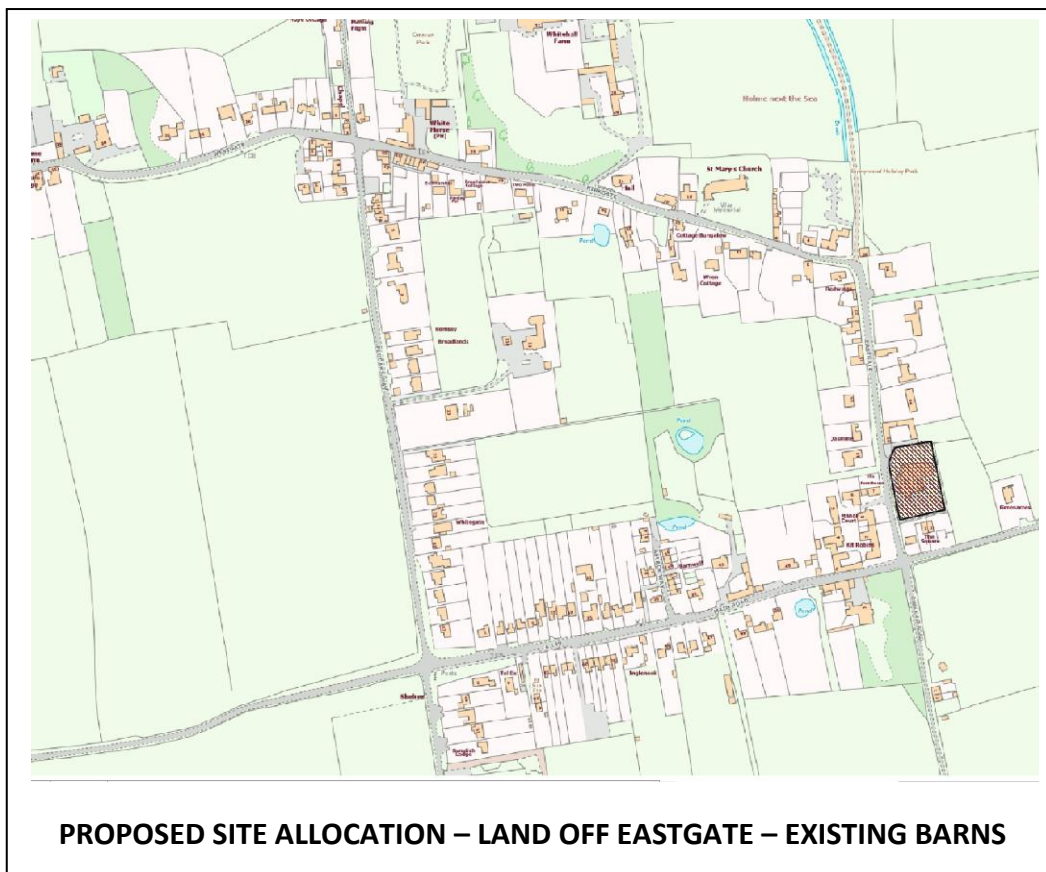
17.2.1 Whilst there is sufficient capacity within the development envelope to satisfy the requirement for organic growth a consultation on housing options indicated that the local community appreciated the need for a small allocation. This would not only add some certainty to housing growth but would 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.

17.2.2 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.

17.2.3 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.

17.2.4 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.





17.2.5 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.

17.2.6 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.

### 17.3 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.

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

### **18.1 Purpose**

18.1.1 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

### **18.2 Supporting text**

18.2.1 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.

18.2.2 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.

18.2.3 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.

18.2.4 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.

18.2.5 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.

18.2.6 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.

18.2.7 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

### 18.3 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.

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

### 19.1 Purpose

- 19.1.1 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.

### 19.2 Supporting text

- 19.2.1 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.
- 19.2.2 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.
- 19.2.3 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.
- 19.2.4 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.



- 19.2.5 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.
- 19.2.6 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.
- 19.2.7 ‘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”.

### 19.3 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.

## 20 POLICY HNTS 18: PRINCIPAL RESIDENCES

### 20.1 Purpose

20.1.1 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.

### 20.2 Supporting text

20.2.1 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.

20.2.2 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.

20.2.3 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.

20.2.4 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.

20.2.5 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.

20.2.6 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.

20.2.7 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.

### 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
- 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.



## 21 HNTS POLICY 19: LOCAL GREEN SPACE

### 21.1 Purpose

- 21.1.1 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.

### 21.2 Supporting text

- 21.2.1 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.
- 21.2.2 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.
- 21.2.3 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.
- 21.2.4 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.

- 21.2.5 **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.



- 21.2.6 **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.





21.2.7 **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.



21.2.8 **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.

21.2.9 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.

21.2.10 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.

21.2.11 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.



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

## 21.3 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

## 22 POLICY HNTS 20: AONB LANDSCAPE QUALITY

### 22.1 Purpose

22.1.1 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 fitments)
- (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.

## 22.2 Supporting text

- 22.2.1 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.
- 22.2.2 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.
- 22.2.3 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.
- 22.2.4 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.
- 22.2.5 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.
- 22.2.6 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.
- 22.2.7 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).
- 22.2.8 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.
- 22.2.9 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.





22.2.10 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.

## 22.3 Evidence and policy framework

### *NDP Evidence reports*

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

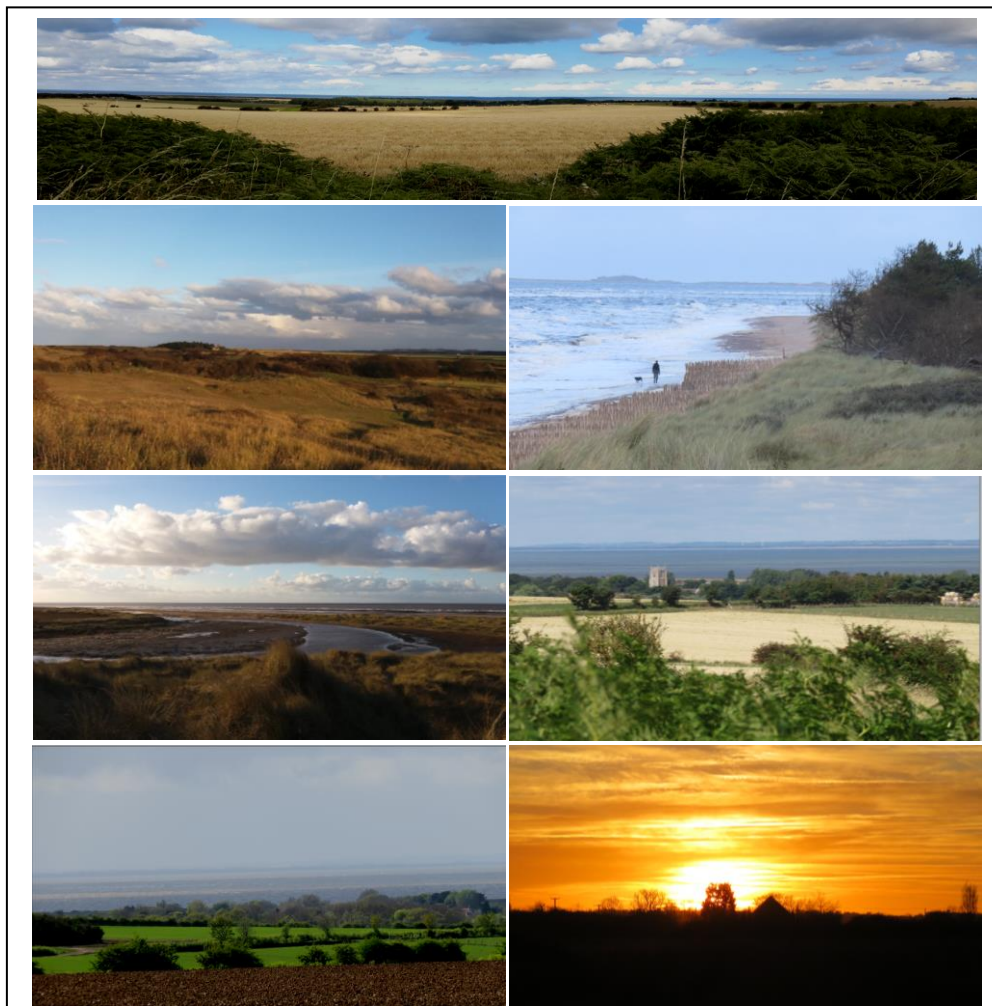
### *National Policy and Guidance*

- 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.

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

### **23.1 Purpose**

23.1.1 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.

### **23.2 Supporting text**

23.2.1 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.

23.2.2 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.

23.2.3 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.

23.2.4 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.

23.2.5 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.

### **23.3 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

## 24 POLICY HNTS 22: BIODIVERSITY

### 24.1 Purpose

24.1.1 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.

### 24.2 Supporting text

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

24.2.2 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.

- 24.2.3 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.
- 24.2.4 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”*.
- 24.2.5 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.
- 24.2.6 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.

### 24.3 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.

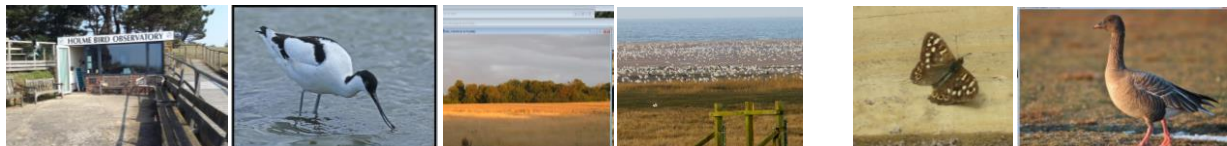
#### National Policy and Guidance

- 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.



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

### **25.1 Purpose**

- 25.1.1 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.
- 25.1.2 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.

### **25.2 Supporting text**

- 25.2.1 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.
- 25.2.2 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.
- 25.2.3 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.

- 25.2.4 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.
- 25.2.5 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.
- 25.2.6 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.

### 25.3 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.

## 26 POLICY HNTS 24: WATER RESOURCE MANAGEMENT

### 26.1 Purpose

26.1.1 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.

## 26.2 Supporting text

- 26.2.1 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.
- 26.2.2 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.
- 26.2.3 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.
- 26.2.4 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.
- 26.2.5 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.
- 26.2.6 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.
- 26.2.7 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).

## 26.3 Evidence and policy framework

### *NDP Evidence reports*

- Water Quality
- Environmental Designations
- Environment, Landscape and Biodiversity
- State of the North Norfolk Coast, Natural England (2019).

### *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

### *Local Plan*

- 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.



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

### **27.1 Purpose**

- 27.1.1 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.

### **27.2 Supporting text**

- 27.2.1 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.
- 27.2.2 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.
- 27.2.3 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.

- 27.2.4 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.
- 27.2.5 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.
- 27.2.6 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.
- 27.2.7 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.