

**Reference:** 06/20/0311/F

**Parish:** Burgh Castle

**Officer:** Mr R Tate

**Expiry Date:** tbc

**Applicant:** Mr Mark Riches

**Proposal:** Change of use of the land to site up to 12 wigwam cabins, 2 communal reception cabins, parking and associated infrastructure

**Site:** Oak Park Farm, Mill Road, Burgh Castle

## REPORT

### 1. Background / History :-

- 1.1 The site comprises 0.85 hectares and is currently used as amenity land associated with the Hall Farm fishing lakes. The site is irregular in shape and runs alongside an existing track to the west of the fishing lake. The site is well screened from Mill Road and nearby dwellings by a band of established trees.
- 1.2 The proposal seeks to provide a new small-scale glamping holiday park consisting of 12 fixed 'wigwam' cabins and a store surrounding the existing fishing lake. The cabins utilise natural timber to help blend in with the surrounding landscape.
- 1.3 Part of the application site is located within Flood Zones 2 and 3 risk as indicated on the Borough Council's Strategic Flood Risk Assessment (SFRA) and the Environment Agency's Flood Map. The cabins have been sequentially sited within Flood Zone 1 to minimise the flood risk.
- 1.4 The only previous planning application on the site was in 2001 for the Excavation for proposed competition fishpond which was approved in 2001 (06/01/0183/F).

### 2 The proposal

- 2.1 The proposal is for the installation of 12 wigwam cabins sites on the western side of the fishing lake and an office and communal store located towards the north-eastern side of the site.
- 2.2 The application is supported by the following documents:
  - Application forms and plans

- Shadow template HRA
- Bespoke HRA
- Design and access statement
- Business Statement
- Flood warning and evacuation plan (FRP)
- Foul Drainage Assessment Form
- Flood Risk Assessment
- FujiClean Package Sewage Treatment Systems specifications
- Tree survey

- 2.3 The cabins wrap around the north and western banks of the existing fishing lakes situated within the existing landscaping. Parking is provided adjacent each cabin. 6no. wigwam side entry cabins are located to the north of the lake with 5no. further wigwam deluxe cabins and an accessible wigwam cabin on the western side of the lake. The parking area will be retained for the existing day ticket fishing.
- 2.4 It is proposed to remove some trees and existing planting to facilitate for the space for the cabins on the western bank. Compensatory birch and alder are proposed to be planted to increase privacy between the side entry cabins and to screen the reception cabins from the east.
- 2.5 Due to the significant distance to the nearest foul sewer connection it is proposed to use a package treatment plant to deal with foul water and will have enough capacity to deal with the estimated flows (7200 litres a day). This will be discharged into the existing watercourse which runs to the west of the site boundary.

### **3 Consultations :-**

- 3.1 Burgh Castle and Bradwell South Parish Councils – The Parish Council objects to the application due to access issues to the site and the effects on wildlife on the site. However, if the application [is approved we] would like the following conditions added: The entrance of the site needs to be greatly improved, and the bus layby next to the entrance of the site needs to be taken into account with suitable improvements.

#### **3.2 Neighbours:**

12 letters of objection and 10 letters of support have been received as part of the public consultation process.

The objections raise the following points:

- They need to make the banks of the lake safe
- Will increase traffic on Mill Road
- 12 cabins are excessive
- Concerns about risk to horses
- Increase in noise

- Proliferation of holiday camps in Burgh Castle
- Impacts on wildlife (bats / owls)
- No footpaths to the village
- Sewerage is a problem in Burgh Castle
- Moving of mobile homes
- Disagreements with recent approvals

The letters in support note that the site would be an asset for local businesses.

2.3 Norfolk County Council's Highways Authority – No objection but recommend the following conditions:

SHC 09 - Prior to the commencement of the use hereby permitted the vehicular access indicated for improvement on Drawing No. G(--)04 shall be upgraded in accordance with the approved plan. Arrangement shall be made for surface water drainage to be intercepted and disposed of separately so that it does not discharge from or onto the highway carriageway.

The reason for the condition is: -

To ensure construction of a satisfactory access and to avoid carriage of extraneous material or surface water from or onto the highway interests of highway safety and traffic movements.

SHC11 - Notwithstanding the provision of the Town and Country Planning (General Permitted Development) Order (2015), (or any Order revoking, amending or re-enacting that Order) no gates/bollard/chain/other means of obstruction shall be erected across the approved access unless details have first been submitted to and approved in writing by the Local Planning Authority.

The reason for the condition is: -

In the interests of highway safety.

SHC17 - Prior to the first occupation/use of the development hereby permitted visibility splays shall be provided in full accordance with the details indicated on the approved plan (Drawing No. G(--)04). The splay(s) shall thereafter be maintained at all times free from any obstruction exceeding 1.00 metres above the level of the adjacent highway carriageway.

The reason for the condition is: -

In the interests of highway safety in accordance with the principles of the NPPF.

2.4 NETI - An ecological appraisal of the site has been undertaken (Small Ecology, Sep 2020) and a bespoke HRA submitted (Small Ecology, Sep 2020). The lake has potential to support water voles and the ecological report recommends water vole surveys are undertaken if surface water and/or discharge from the package treatment plant is discharged into the lake. Please would you be able to clarify if works will affect the banks of the lake – in which case water vole surveys will need to be undertaken and the results submitted in support of planning. The ecological report, as part of

enhancement, proposes to reprofile the lake margins to create shallow areas for wildlife OR install a pond. Please could the applicant confirm which of these options they are proposing (as water vole surveys will be required if works affect the banks of the lake).

*The agent has confirmed that there will be no works which effect the banks of the lakes and therefore there is not a requirement for a water voles survey.*

- 2.5 Natural England – No objection - Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on statutory protected nature conservation sites or landscapes.
- 2.6 Assistant Grounds Manager and Arboricultural Officer - Having looked over the documents upon the planning portal I have no objection to this proposal. There are trees being removed to facilitate the construction/land use change however there is replacement planting being implemented to compensate. Any tree screening of the site from Mill Road is not being lost.
- 2.7 Environmental Health - Whilst this Service does not object to the grant of planning consent, we submit the following comments and recommendations:
- We'd recommend that if planning consent is granted, the proposed development must offer on-site cycle hire. The applicants' green travel plan says that most people will travel to and from the site by car. By providing cycle hire on site, people are more likely to cycle rather than drive in the area, which would be beneficial to air quality and health, which are aspects within this Services remit. Additionally, whilst outside of our remit, it may reduce car traffic and be better for road safety, which were concerns for residents;
  - We note that the applicants propose to use a package sewage treatment plant, which the EA appear minded to accept if the pressure is too great to connect to the rising main. Whilst this Service would always prefer mains drainage, we would not object on this point, as it is feasible to get an appropriate package sewage treatment plant, and the EA are willing to permit one if necessary. We would however note that there were no models within the submitted sewage plant brochure that were specified for as many people as would be required should planning consent be granted.
- 2.8 Norfolk Fire and Rescue – no objections
- 2.9 Environment Agency – no objection  
Requested a condition to ensure that the cabins are securely anchored to the ground to ensure the chalets will remain in place throughout any flood event.

## **4 Policy (Saved Policies):-**

### **4.1 TR10 - New leisure or recreational facilities in the countryside and open coastal areas**

In determining planning applications for new leisure or recreational facilities in the countryside and open coastal areas including the reuse of existing buildings, the council will require the applicant to demonstrate that the proposed development meets the following criteria:

- (a) the site is well located to meet the needs of those it is meant to serve;
- (b) adequate access can be provided;
- (c) parking and servicing arrangements can be provided in accordance with the standards set out at appendix (a) of chapter 3 of the plan;
- (d) the approach roads serving the site can satisfactorily accommodate the traffic likely to be generated by the proposal;
- (e) the development or proposed activities would not be significantly detrimental to the residential amenity of those living in the area or to the users of adjoining property or land;
- (f) the scale, form and design of any built development would be compatible with surrounding development and/or the natural environment and would not significantly detract from the character of the area or the landscape;
- (g) the development would not harm environmentally sensitive sites or sites of nature conservation interest shown on the proposals map;
- (h) and in the case of a listed building, the proposal has special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

### **4.2 TR16 - New holiday accommodation**

Any planning permission given for new holiday accommodation will be subject to conditions preventing the accommodation being used for permanent residential purposes.

## **5 Policy (Core Policies)**

- 5.1 Policy CS2:** Ensures that growth within the borough must be delivered in a sustainable manner in accordance with Policy CS1 by balancing the delivery of new homes with new jobs and service provision, creating resilient, self-contained communities and reducing the need to travel.
- 5.2 Policy CS8:** supports the development of new high-quality visitor accommodation that is designed to a high standard, easily accessed and has good connectivity with existing attractions. It is noted that while the proposal area is not currently designated as a 'Primary Holiday Accommodation Area' it is in close proximity to several areas which are currently designated.
- 5.3 Policy CS11:** sets out the Council's approach to enhancing the natural environment. Consideration should still be given as to how the design of the scheme has sought to avoid or reduce negative impacts on biodiversity and appropriately contributes to the creation of biodiversity in accordance with

points f) and g). The impact upon the character of the Broads and the wider areas landscape character should also be considered in accordance with points c) and d).

- 5.4 **Policy CS13:** states that the risk of flooding and coastal change is expected to increase with climate change. This presents a challenge for property/business owners and service providers in susceptible areas and will also place some important biodiversity and heritage assets at risk. The Council will ensure a sustainable and practicable approach to flood risk and coastal change and ensure development does not increase the risk of flooding elsewhere.

## 6 Policy (Emerging Policies)

- 6.1 The Local Plan Part 2 has been submitted for inspection and is therefore at a very advanced stage. In accordance with paragraph 48 on submission, those policies of the plan which have no unresolved objections could be given more significant weight. All below policies have objections against them therefore only limited weight can be given.

### 6.2 **Policy L2: New or expanded tourist facilities outside of Development Limits and Holiday Accommodation Areas**

New or expanded tourist facilities may be permitted outside of the Development Limits and Holiday Accommodation Areas, but only where these:

a. are an appropriate scale to the character of the area, availability of local services and facilities, and hierarchical level of the nearby settlement;  
b. individually and cumulatively do not significantly change the character of the local countryside, landscape or (where applicable) settlement, taking into account particularly:

- the quantity, scale, density and design of any additional buildings, structures, caravans, car parks; the types and amounts of traffic movements and any impacts, including those upon the tranquillity of the area;
- the impacts of lighting, advertisements and boundary treatments on the landscape and nightscape;
- any adverse impact on the nationally significant Broads National Park or the Norfolk

Coast Area of Outstanding Natural Beauty, but also undesignated but open rural

and coastal landscapes;

- the potential for any adverse impacts upon environmentally sensitive locations such as Natura 2000 Sites; and

c. do not have a significant adverse impact on the living conditions of adjoining occupiers.

Small scale countryside tourism, particularly that involving physical activity or other appreciation of the countryside for its own sake, or the understanding and enjoyment of the Broads National Park, subject to the above, will be encouraged.

### 6.3 **Policy E1: Flood risk**



Where development is proposed in an area of flood risk as defined by:

- a. the Council's most recent Strategic Flood Risk Assessment, and/or
- b. the Environment Agency 'Flood Map for Planning'.

The following will apply with respect to the operation of the Sequential Test for residential development.

- c. For sites within Great Yarmouth Town the area of search for alternative sites can be limited to Great Yarmouth Town.

- d. For sites outside of Great Yarmouth Town the area of search for alternative sites will need to cover the entire Borough and be considered against the overall supply of housing in the Borough.

- e. For sites comprising 100% affordable housing to meet local needs or exception sites under Policy CS4 the area of search for alternative sites will need to cover the area the specific need is arising from.

Where non-residential uses are proposed, areas of search should be applied proportionately depending upon the type of use.

If the needs of the Sequential Test are met as demonstrated by the above. The proposal must then still meet the requirements of the Exception Test as set out in national policy and guidance. In all cases planning applications will need to be supported by a Flood Warning and Evacuation Plan which covers flood warnings, escape routes and procedures, and awareness of the risks involved. The Flood Warning and Evacuation Plan will be secured by a planning condition.

#### **6.4 Policy GSP3: Strategic gaps between settlements**

The gaps between the following built up areas, will be protected from development which significantly reduces either the physical size of the gaps themselves, their general openness or, where relevant, their rural character at:

- a. Great Yarmouth and Caister-on-Sea;
- b. Bradwell and Belton;
- c. Gorleston-on-Sea and Hopton-on-Sea;
- d. Caister-on-Sea and Ormesby St Margaret, and
- e. Hopton-on-Sea and Corton (East Suffolk Local Planning Authority Area).

### **7 National Policy:- National Planning Policy Framework (NPPF), February 2019**

7.1 Paragraph 2: Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework must be taken into account in preparing the development plan and is a material consideration in planning decisions. Planning policies and decisions must also reflect relevant international obligations and statutory requirements.

7.2 Paragraph 7: The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of

sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

- 7.3 Paragraph 8: Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) **an environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

- 7.4 Paragraph 48. Local planning authorities may give weight to relevant policies in emerging plans according to:

a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);

b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

- 7.5 Paragraph 55. Planning conditions should be kept to a minimum and only imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects. Agreeing conditions early is beneficial to all parties involved in the process and can speed up decision making. Conditions that are required to be discharged before development commences should be avoided, unless there is a clear justification.



- 7.6 Paragraph 109. Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 7.7 Paragraph 170 (partial). Planning policies and decisions should contribute to and enhance the natural and local environment by:
- b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;
- 7.8 Paragraph 177. The presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats site (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site.

## **8 Shadow Habitats Regulation Assessment**

- 8.1 The applicant has submitted a shadow Habitat Regulations Assessment (HRA) template as drafted by Great Yarmouth Borough Council and a bespoke HRA as required. It is confirmed that the HRA submitted by the applicant has been assessed as being suitable for the Borough Council as competent authority to use as the HRA record for the determination of the planning application, in accordance with the Conservation of Habitats and Species Regulations 2017.
- 8.2 Great Yarmouth Borough Council as competent authority agrees with the conclusions of this assessment. The impact of this development is in-combination with other projects and can be adequately mitigated by a contribution to the Borough Council's Habitats Monitoring & Mitigation Strategy (£110 per 6 bed spaces) to ensure that there will be no adverse effects on the integrity of the internationally protected habitat sites. The £880 HMMS payment has been made and therefore the appropriate mitigation and monitoring of the designated sites can be secured.

## **9. Assessment :-**

- 9.1 The application site is located outside the village development limits and the designated holiday areas in Burgh Castle. The site is situated near to the Cherry Tree Holiday Park and the access is near to a bus stop.

- 9.2 Emerging draft Policy L2 (Final Draft Local Plan Part 2) seeks to support new tourist facilities where they are appropriate to the scale and character of the area. The Core Strategy defines Burgh Castle as a 'secondary village' which already provides a large amount of holiday accommodation and other supporting uses. It is considered, though, that this increase is proportionate to the scale of the settlement and the quality of accommodation proposed complies with Core Strategy policies CS2 and emerging Local Plan Part 2 policy L2 (to which only limited weight can be applied due to the unresolved objections).
- 9.3 To ensure that the cabins are used for the intended use, it is recommended to condition the occupation so that it is restricted to holiday use only, with permanent residential use prohibited. Furthermore, it is recommended to condition the occupancy period limiting the use to the time between the 7<sup>th</sup> February and the 31<sup>st</sup> December in any year.
- 9.4 The site is accessed from the existing access off Mill Road, which has a 40mph speed limit. Neighbours have raised concern about traffic increases on Mill Road and the potential for this proposal to result in the increased movement of mobile homes. This proposal is for cabins and therefore will not impact the movement of mobile homes. Once these are in situ there will not be any need for the further transportation of accommodation units. Norfolk County Council as Local Highways Authority have been consulted on the application and raised no objections subject to the access being upgraded, removing permitted development rights for gates etc and ensuring splays are provided.
- 9.5 The site is separated from Mill Road and development in Burgh Castle by a belt of established trees. This results in the site being a tranquil space with the lakes and vegetation ensuring the site provides habitats for animals. The ecological report found that the site is in a core area for otters and may also hold water voles. One tree was identified as having potential for roosting bats.
- 9.6 The ecological survey found that the proposal would result in the loss of improved or species poor grassland which are not seen as being of significance. There is no removal of large trees and no bat roosts seem to be affected. As the site is well used already by anglers therefore the proposed use is not considered to be a significant impact on otters.
- 9.7 The habitat report states 'the site contains habitat... that appears suitable for water voles. They are unlikely to be present near the swims due to wooden shuttering.' It then goes on stating that 'if the development is confined to the installation of the pods and improvement of the roadway then no additional surveys are presently required. A water vole survey is required for areas affected by the proposed discharge pipe prior to installation.' This could be secured with a pre-commencement condition.

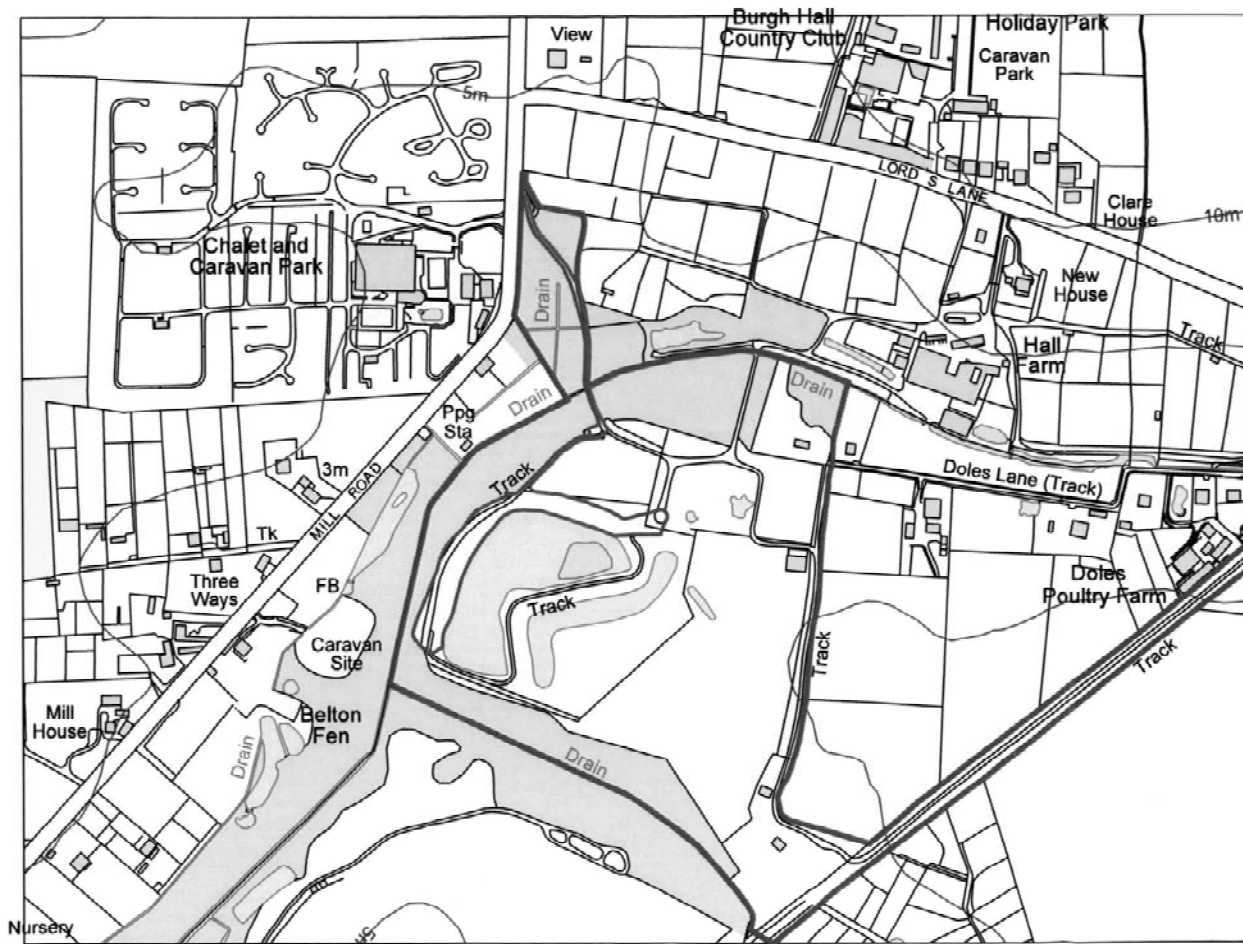
- 9.8 There are trees being removed to facilitate the construction/land use change however there is replacement planting being proposed to compensate. Any tree screening of the site from Mill Road is not being lost. The ethos behind the development is to achieve cabins within a woodland/lake setting; the removal of any additional trees compared to what is proposed would be contrary to this. A lighting strategy should be conditioned to ensure that there are no adverse impacts to bats/nocturnal birds.
- 9.9 By virtue of the existing screening belt any noise generated by the proposal is unlikely to have an impact on neighbours living nearby. Part of the application site is located within Flood Zones 2 and 3 risk as indicated on the Borough Council's Strategic Flood Risk Assessment (SFRA) and the Environment Agency's Flood Map. The cabins have been sequentially sited within Flood Zone 1 to minimise the flood risk. The cabins are a more vulnerable use compared to the existing angling use of the site. The Environment Agency raised no objection to the proposals although requested a condition to ensure that the chalets be securely anchored to the ground. The supporting information notes that the cabins do not require foundations but can be secured by ground screws which would comply with the condition.
- 9.10 A Flood Response Plan has been provided and includes information that will be made available to visitors. As the use is not for permanent residential accommodation and visitors will have alternative places of residence, this is considered acceptable.
- 9.11 There are horses kept on a field to the north of the access road. It is not seen how this proposal would impact the welfare of the horses any more than the existing use of the fishing lakes. It is not seen that this is an issue significant enough to warrant the refusal of the application.
- 9.12 The site will be connected to the mains water supply but due to the distance to the nearest sewer connection is over 200 metres away. A package treatment plant is proposed to be used and this will discharge into the existing water course which runs to the west of the site. Both the Environment Agency and Environmental Services have no objection to this.
- 9.13 Environmental Services have been consulted on the application and recommended a cycle hire scheme be conditioned. This would reduce the reliance on the private car for visitors during their stay and would increase the sustainability of the site.
- 9.14 The proposal is for a small-scale tourist accommodation which is suitable considering the context of the area. The application is considered to comply with

saved policies TR10 and TR16 from the Borough-Wide Local Plan and Core Policies CS02, CS09, CS11 and CS13 from the adopted Core Strategy.

## **10 RECOMMENDATION :-**

- 10.1 Approve - subject to a holiday occupancy condition limiting the use to the time between the 7<sup>th</sup> February and the 31<sup>st</sup> December in any year and a logbook to monitor holiday occupational usage.

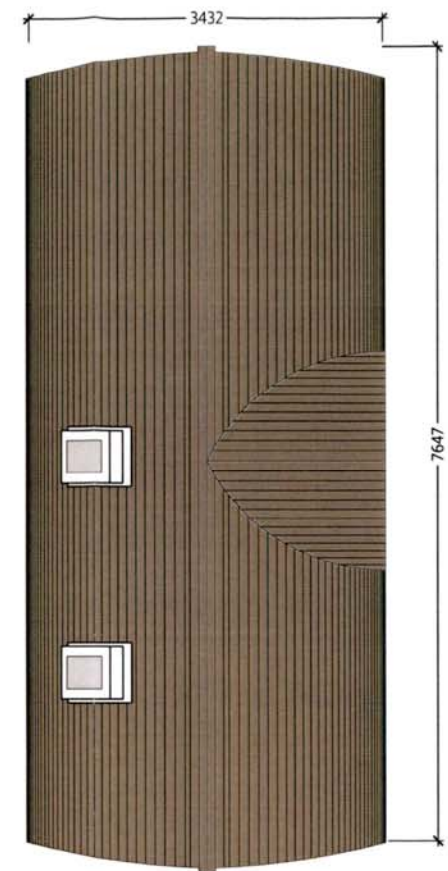
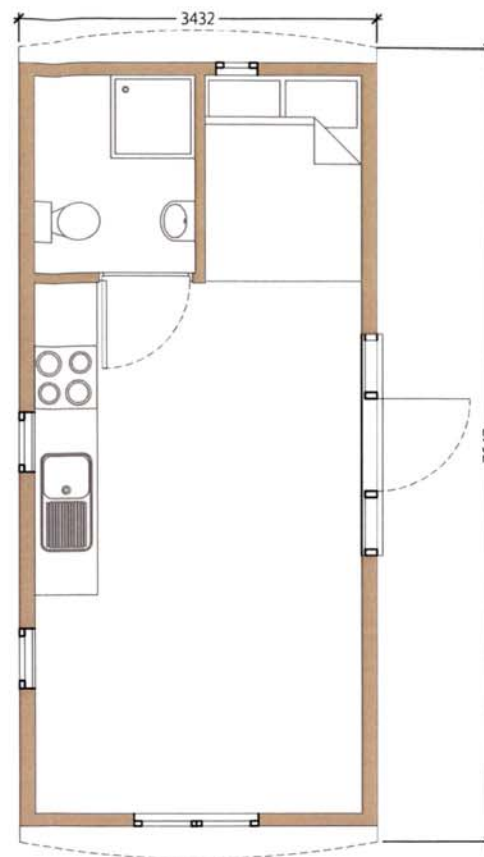




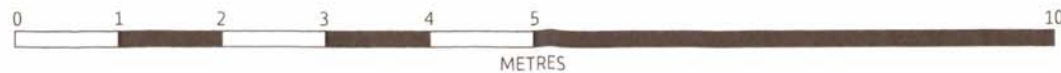
Oak Park Farm Wigwams  
Location Plan  
Scale 1:5000







Wigwam side entry cabin as Proposed



Rev	Date	Revision	By
Client: MR. M. RICHES		Great Yarmouth Borough Council	
Project: Oak Park Farm Wigwams @ Oak Park Farm, 2 Mill Rd, Burgh Castle, Great Yarmouth, NR31 9QS		02 JUL 2020	
Title: SIDE ENTRY CABIN PLAN AND ELEVATIONS AS PROPOSED		Planning Department	
Issue Status: PLANNING		Scale: 1:50	Original Size: A3
Date: JUNE 2020		Drawn by: WMD	Checked by: DTR
Project No: E3506	Stage: 3 - PLANNING	Drawing No: G (-) 301	Rev: 1
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