

Parish:	Brancaster	
Proposal:	Change of Use from agricultural land to commercial with installation of 5no. Holiday Lodges and 3no. Camping pods.	
Location:	Land East of 1 Saxon Field Main Road Brancaster Norfolk PE31 8DZ	
Applicant:	Mr Tom de-Winton	
Case No:	25/00118/F (Full Application)	
Case Officer:	Lucy Smith	Date for Determination: 16 April 2025 Extension of Time Expiry Date: 16 January 2026

Reason for Referral to Planning Committee – the Applicant is Cllr de Winton.

Neighbourhood Plan: Yes

Case Summary

The application seeks full planning permission for the change of use of land from agricultural land to a commercial tourism use and the installation of 5no. Holiday Lodges and 3no. Camping pods on land east of Saxon Field, Main Road, Brancaster.

Various works of operational development are proposed, including the construction of a relocated access, private driveway/parking spaces, and the construction of an acoustic bund/fence.

The site forms part of Scheduled Ancient Monument known as Branodunum.

The business plan was amended during the course of this application to set out that the holiday use would be for temporary/short stay purposes and the lodges/pods would not be owner-occupied second homes.

The site lies outside of the development boundary within the countryside. The site is within the Norfolk Coast National Landscape and within the Brancaster Neighbourhood Plan (Covering the villages of Brancaster, Brancaster Staith and Burnham Deepdale).

Key Issues

Principle of development
 Impacts on Heritage Assets
 Design and Form and Character
 Impact on neighbour amenity
 Highway safety
 Trees
 Other material considerations

Recommendation**APPROVE****THE APPLICATION**

The application seeks full planning permission for the Change of Use of land from agricultural land to a commercial tourism use and the installation of 5no. Holiday Lodges and 3no. Camping pods on land east of Saxon Field, Main Road, Brancaster.

The site forms part of Scheduled Ancient Monument known as Branodunum.

A new access is proposed to be created to the A149 to the north. Amendments to the plans during the application also resulted in the inclusion of a continuous footpath link to join the existing footpath which ends at the access to Saxon Field to the west. Crossing points are also proposed to allow access to bus stops on either side of the A149. The redundant site access would need to be closed up.

Various works of operational development are proposed, including the construction of the relocated access, private driveway/parking spaces, the construction of an acoustic bund/fence and the construction of smaller landscaping bunds between units.

The proposed plans were amended during the course of this application following concerns raised by CSNN in regard to noise and disturbance impacts of a holiday use and proximity to residential dwellings to the west. The plans now include the provision of a 2.2m high bund with integrated fence, which would be positioned in a curved line toward the West boundary of the site.

The five lodges proposed comprise three bedroom units measuring approximately 12m by 6m with raised decking areas to the side/rear. The pods are smaller one bedroom 'studios' measuring approximately 7.5m by 2.3m, comprising a sleeping area and amenity area and a shower room.

Materials are proposed as aluminium roof cladding and timber cladding/timber shingles.

The lodges and pods are proposed to be sited on Eco Pads to reduce the amount of groundwork required for traditional foundations to limit works to the Scheduled Monument.

The business plan was amended during the course of this application to set out that the holiday use would be for temporary/short stay purposes and the lodges/pods would not be owner-occupied second homes.

The site lies outside of the development boundary within the countryside. The site is within the Norfolk Coast National Landscape and around 90m from the boundary of the Conservation Area.

SUPPORTING CASE

None received at time of writing.

PLANNING HISTORY

20/02132/F: Application Permitted: 10/08/22 - Change of use from agricultural land to commercial with construction of new building - Land East of 1 Saxon Field – COMMITTEE DECISION

RESPONSE TO CONSULTATION

Parish Council: NO OBJECTION - no reasons provided

Highways Authority: NO OBJECTION subject to conditions controlling off-site highway improvement works (footpath links and crossing facilities), access provision, limiting gates over the access, construction parking details.

Historic England: Raised concern over level of harm, as follows:

'The proposed development is located within the boundaries of the scheduled monument - Roman fort (Branodunum) (List Entry Number 1003983). The principle of the proposed development has been originally discussed and agreed with Historic England. The agreed scheme was designed to be minimally intrusive, both in terms of direct impacts and visually. This was necessary to ensure that the significance of the scheduled monument is not significantly affected. On this basis the Scheduled Monument Consent for the original scheme, as shown on the drawing DEW02.01.02 Rev B, has been granted in November 2024 – application reference number S00246156.

The applicant has submitted amended drawing DEW02.01.04 which outlines several changes to the scheme. We understand that the changes are: 1) change to internal layout of the site; 2) change to location and size of the access point; 3) introduction of the linear bund in the western part of the site with 2m high acoustic fence. These changes have not been agreed with Historic England. We have previously indicated that while the changes to exact internal layout of the site are unlikely to change the level of impact, the existing entrance point to the site should be utilised in its current configuration to minimise necessary groundworks, and any acoustic fencing should be located on the western boundary of the site, behind existing hedge (in the area which has been previously disturbed).

We understand that there is some confusion regarding the location of the existing access point. The applicant indicated to us that the original plans contained an error, and the current access point is located as shown on the drawing DEW02.01.04. However, the council's Highways Department issued comments indicating that the current access point is located as shown on the drawing DEW02.01.02 Rev B, and that this access point will need to be permanently blocked. We recommend that the applicant clarifies to the Council where the current access point is located. To minimise impact of the development existing access should be used by the scheme.

Historic England considers that while changes to locations of the cabins would not cause detrimental impacts, other proposed changes will increase harmful impact of the project on the significance of the scheduled monument. Increased areas of the soil stripping within the site, additional works to either re-locate or widen access point, and effective sub-division of the site by erection of a tall fence and a soil bund will all be more harmful than previously agreed scheme. We have seen no justification, as to why the proposed noise mitigation measures cannot be located on the western boundary of the site without creation of a soil bund, and why existing access point cannot be used in its current configuration. We

therefore believe that the level of harm to the significance of the designated heritage asset could be further reduced as recommended by the paragraph 208 of the NPPF.

Historic England does not object to the application in principle. However, we are concerned about the amendments to the scheme which increase level of negative impacts. We believe that the level of harm to significance of the scheduled monument could be further reduced.

We recognize that in the context of the planning application it is the matter for the Local Planning Authority to balance the level of harm to the heritage assets against the public benefits delivered by the scheme. If the Local Planning Authority decides to approve the application, we would request that the conditions securing archaeological investigation and limiting the depth of groundworks to 400mm be imposed to ensure that requirements of scheduled monument consent and planning consent are aligned.

Separately, the applicant will need to apply for variation of the Scheduled Monument Consent S00246156. The original consent does not cover the proposed changes, and it would be illegal to commence the development without securing SMC variation. SMC process is separate from the planning process.'

Conservation Officer: NO OBJECTION

'As Historic England have raised no concerns with the principle of this development and the impact upon the Scheduled Monument from the bund or the access proposed, I do not object to the proposal on heritage grounds.

The applicant would need to apply for a variation of Scheduled Monument Consent before the works can take place and this should be an informative on the application decision.

Conditions are required in order to control the standard of development and these should include;

Materials;

Vents Ducts and flues

Landscaping and

The depths of the foundations '

Note – following verbal discussions with the Conservation Officer regarding the comments above, it is noted that HE have not specified that they have no concerns with the impact from the bund or access. Notwithstanding this, the Conservation Officer maintains the viewpoint given HE's comments allowing the Local Planning Authority to consider the matters raised within the planning balance

CSNN: No response to amended plan. The proposed plans have been altered to the preferred option of CSNN, who recommended screening or similar is in place to prevent adverse impacts on the adjoining properties. Previous detailed comments are available in full on the online file.

Arboricultural Officer: NO OBJECTION subject to conditions relating to tree protection plans/method statements and soft landscaping details.

Environmental Quality: NO OBJECTION No objection regarding contaminated land

Ecologist: NO OBJECTION subject to revision of ecological mitigation, BNG Plan and confirmation of mechanism for delivery (*Officer Note – now resolved*).

REPRESENTATIONS

FIVE Letters of **OBJECTION** (Including **ONE** received since re-consultation on amended plans), summarised as follows:

- Another attempt for planning permission on this site having failed previously
- Holiday lets would not benefit the community
- Absence of employment opportunities and social housing
- Alternative options for the site are available that would benefit the community
- Impacts of noise and lack of mitigation
- Lighting impacts
- Concern over suitability of surveys on other caravan sites given difference in conditions, timing of surveys outside of peak times etc.
- No information provided of ongoing management *Officer Note – this has been provided in a revised Noise Impact Assessment*
- Impact on National Landscape
- Proximity to existing facilities and query over need, lack of justification
- archaeological implications
- Impact on the environment – biodiversity and wildlife
- Traffic and highway safety, particularly in peak times.

ONE Neutral Letter, summarised as follows:

- Archaeological implications for this site were not a consideration on nearby sites
- Query over lack of foul drainage details *Officer Note – foul drainage is proposed to main sewer.*

KING'S LYNN AND WEST NORFOLK LOCAL PLAN 2021-2040

LP15 - Coastal Areas (Strategic Policy)

LP18 - Design & Sustainable Development (Strategic Policy)

LP19 - Environmental Assets - Green Infrastructure, Landscape Character, Biodiversity and Geodiversity (Strategic Policy)

LP20 - Environmental Assets- Historic Environment (Strategic Policy)

LP21 - Environment, Design and Amenity (Strategic Policy)

LP27 - Habitats Regulations Assessment (HRA) (Strategic Policy)

LP01 - Spatial Strategy and Settlement Hierarchy Policy (Strategic Policy)

LP02 - Residential Development on Windfall Sites (Strategic Policy)

LP06 - Climate Change (Strategic Policy)

LP07 - The Economy (Strategic Policy)

LP09 - Touring and Permanent Holiday Sites

LP13 - Transportation (Strategic Policy)

LP14 - Parking Provision in New Development

NEIGHBOURHOOD PLAN POLICIES

Policy 2 - Design, Style and Materials

Policy 4 - Parking Provision

Policy 8 - Protection of Heritage Assets and Views

NATIONAL GUIDANCE

National Planning Policy Framework (NPPF)

Planning Practice Guidance (PPG)

National Design Guide 2021

PLANNING CONSIDERATIONS

The main considerations are:

Principle of development

Impacts on Heritage Assets

Design, Form and Character and Impact on the National Landscape

Impact on neighbour amenity

Highway safety

Trees

Other material considerations

Principle of Development:

The application seeks full planning permission for the change of use of agricultural land to 'commercial' – a business plan (revised during the course of this application) sets out that the proposed use is for touring/holiday accommodation.

Paragraph 88 of the NPPF states that:

'Planning policies and decisions should enable:

- a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed, new buildings;
- b) the development and diversification of agricultural and other land-based rural businesses;
- c) sustainable rural tourism and leisure developments which respect the character of the countryside;...'

Policy LP09 applies, and states:

'1. Proposals for new holiday sites or extensions to, or intensification of, existing holiday sites, will be supported where it can be demonstrated that these could deliver sustainable tourism, whereby:

- a. the proposal is supported by a business plan demonstrating how the site will be managed and how it will support tourism or tourist related uses in the area;*
- b. the proposal demonstrates a high standard of design in terms of layout, screening and landscaping ensuring minimal adverse impact on visual amenity and conserves and enhances the historical and natural environment; and*

c. a suitable and proportionate transport assessment has been undertaken, to demonstrate that the site can be safely accessed.'

in turn:

a – A Business Plan (Revision B) has been provided which outlines that the use would be marketed for holiday purposes, and each unit will be made available for rent as short stay commercial holiday lets.

b – design and landscape impacts are discussed in more detail, in particular the impacts on the Scheduled Monument as a historic asset.

C – the application was submitted with sufficient information for the Local Highway Authority to assess the transport implications of the scheme. This is discussed in additional detail below; however it is of note that subject to conditions, the transport implications of the development are acceptable.

Paragraph 2 of Policy LP09 relates to major development which is not relevant to this case.

Paragraph 3 applies where development proposals are noted to adversely affect Protected Sites. Other than those impacts scoped into the GIRAMS study, no adverse impacts have been identified.

The application site immediately adjoins the development boundary for Brancaster as defined on the Policies Plan. The site is therefore in a reasonably suitable location for the proposed use, where tourists could make use of local tourist destinations including the coast; and contribute to the local economy in line with Policy LP07.

The principle of development on site is therefore considered acceptable and would, subject to consideration below, complies with Paragraph 88 of the NPPF and with Policy LP09 of the Local Plan.

Impacts on Heritage Assets:

Policy Context

Paragraph 212 of the NPPF states: *When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.*

It continues at paragraph 213 by stating that: *Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:*

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional.*
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

Where the threshold of substantial harm is not met, paragraph 215 states: *Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.*

Policy 2 of the Brancaster Neighbourhood Plan sets out a general requirement for good design that reflects the character of the area and is sensitive to the National Landscape and Conservation Area. The use of traditional materials is encouraged.

Policy 8 of the Brancaster Neighbourhood Plan sets out that the siting of new buildings shall have due regard for and respect the setting of designated heritage assets.

The Proposal

The application has undergone various amendments, seeking to balance Heritage, Noise Nuisance and Highways impacts. This has resulted in the proposed scheme being materially different to the November 2024 Scheduled Monument Consent granted by Historic England (the approved plans were those originally submitted under this application) and the Applicants are legally obligated to apply for a variation to that consent under separate legislation. The original consent does not cover the proposed changes, and it would be illegal to commence the development without securing SMC variation. This is wholly within the remit of Historic England.

It is evident that the nature of the scheme results in complicated interwoven impacts whereby altering the plans to improve on one element results in worsened impacts on another. It is evident through communications with the CSNN team, and as discussed below, that the scheme necessitates built measures to provide acoustic screening, as management plans are unlikely to resolve the impacts before they occur. This will led to additional works to the Scheduled Monument and therefore a higher level of harm which must be weighed against public impacts.

The proposed plans were amended during the course of this application primarily for amenity and highway safety reasons and this has led to increases in the historic environment impacts. The changes and reasoning include:

- Alteration of site layout, ensuring access point is positioned so as to achieve appropriate visibility and to ensure a continuous footpath link to the nearest bus stops, to the west.
- Addition of an acoustic bund with integrated fence (2.2m total height) to allow construction of acoustic barrier without overly intrusive groundworks
- Clarification of drainage, access detail and belowground infrastructure proposals, demonstrating that these works can be achieved within the top 300mm of topsoil, avoiding impacts on previously undisturbed below-ground archaeology
- Alteration of site and lodge layout, allowing additional distance between lodges and existing dwellings and ensuring the larger lodges sitting out areas are screened by the structures themselves
- Alteration of the proposed business plan, to set out clear links to tourism as opposed to second homes and therefore to confirm economic benefits which align with the Council's corporate objectives as well as the rural economy policies of the NPPF, Local Plan and Neighbourhood Plan

Alongside general concern over the extent of works and variation from the approved scheduled monument consent, concern has been raised by Historic England as to the relocated access, which will require the closure of the existing access point. Whilst these comments are noted, the existing access is not surfaced to the relevant standard and so groundworks would be required irrespective of where the access is located. The loss of a section of the existing flint wall would allow the provision of safe vehicular and pedestrian access. Details of the replacement wall and the material used for the access can be controlled via condition.

The site would not harm the Conservation Area, the boundary to which is some 90m west and the Conservation Officer has raised no objection to the proposal on heritage grounds subject to conditions.

Level of Harm

It is evident that less than substantial harm would be caused to Brancaster Roman Fort as a result of the ground-disturbance required to provide for the lodges, pods, access, parking areas and associated landscaping and infrastructure. There would also be an impact on the setting of the SAM that would occur through the physical loss of this part of the monument as open space (although the site is not open to the public) and through the introduction of buildings and infrastructure into what is currently a largely undeveloped landscape to the south of Main Road.

Public Benefits

It is your officer's view that the harm, whilst increased since submission, has been mitigated as far as is practicable given the other harm identified to neighbour amenity and highway safety, which are also part of the planning balance. Irrespective of being minimised, this harm must, as per the NPPF extracts above, be balanced against public benefits of the proposal.

The business plan sets out an expected total annual income of £168,847, with an expenditure of £93,847.

Brancaster is a Key Rural Service Centre (Tier 4). The application site is immediately adjacent to existing built form, and the proposal would provide for safe pedestrian links both to nearby services and facilities as well as to bus stops which provide sustainable transport links to other nearby settlements. The occupation of the site for tourism purposes would contribute to the rural economy through increased visitors and customers to local facilities, ultimately contributing to the vibrancy of the settlement and surrounding area.

Summary

Overall, whilst the concern of Historic England is noted, it is considered that the proposed impact on heritage assets is acceptable and the identified less than substantial harm to the scheduled monument would be outweighed by the public benefits provided to the local rural economy. The proposal therefore complies with Paragraph 215 of the NPPF, Policy LP20 of the Local Plan and Policy 8 of the Brancaster Neighbourhood Plan.

Conditions are recommended to control archaeological investigations and to ensure the depth of groundworks does not exceed 400mm, as per the suggestions of Historic England.

Details of materials (of the lodges, pods and hard surfacing), plus details of proposed landscaping are also recommended to be controlled via condition. The appropriate planting of the larger bund would further minimise its appearance from the street scene and limit harm to the setting of the Scheduled Monument. Again, details of the planting can be secured by condition.

Design and Form and Character:

The site represents a relatively large field positioned between existing built form with Saxon Field to the west and The Corner Lodge to the east. The housing development known as Branodunum lies opposite the site.

Whilst the frontage of the site is heavily treed, the provision of a new access and the requisite visibility splays would result in elements of the site being visible on approach, particularly during autumn/winter. The proposed acoustic bund in particular, if not appropriately landscaped, would be highly visible from the street scene given its position versus the access.

The site would be domesticated as a result of the siting of the lodges and pods and the provision of the access area, parking, bin storage, bunds and landscaping. This domestication of the currently open and verdant site would have an impact on the visual character of the street scene as it transitions to agricultural land; however it is recognised that the site is bound on three sides by existing residential development and benefits from existing defined boundaries and so the overall design would not be incongruous with this character.

The site would, for the same reasons, have no adverse impact on the National Landscape, which there is a duty to seek to further the purposes of. The proposal therefore complies with the duty as set out within LURA 2023 and with Paragraph 189 of the NPPF.

Landscaping details could be conditioned, including specific detail of the proposed acoustic bund/fence. This would largely take place within the proposed bunds due to limitations on works below ground. Conditions could also control the final external appearance of the lodges and pods (including any vents, ducts or flues) the provision of any site lighting and the replacement of the front boundary wall where changes are proposed for access.

Whilst some detail has been provided, conditions are also recommended to ensure foul and surface water, foundations and access detailing is acceptable given limitation to depth and groundworks.

Details of the proposed bin store are also required.

Subject to the aforementioned conditions, the proposal would comply with the NPPF (2024), Policies LP18 and LP21 of the Local Plan and Policy 2 of the Brancaster Neighbourhood Plan in regard to design.

Impact on Neighbour Amenity:

Paragraph 135f of the NPPF states that, *amongst other things, planning policies and decisions should ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users...* This aligns with the requirements of Policies LP18 and LP21 in regard to high standards of design and noise nuisance.

Paragraph 6 of Policy LP21 states:

'Proposals for development adjacent to, or in the vicinity of, existing uses will need to demonstrate that both the ongoing use of the neighbouring site is not compromised, and that the amenity of occupiers of the new development will be satisfactory with the ongoing normal use of the neighbouring site, taking account of the criteria above.'

The field lies immediately beside the rear gardens of the detached houses at Saxon Field. Whilst the lodges would be sited behind the acoustic bund/fence, around 12m from the houses, there would be clear potential for both the people on site and car movements to cause noise and disturbance to nearby residents. To determine the potential impact, a Noise Impact Assessment has been submitted.

The Noise Impact Assessment assumes that all outdoor seating areas are fully occupied (a total of up to 46 guests based on 6-8 persons per lodge and up to 2 persons per pod) but that no more than 50% of those guests would be speaking at any one time (i.e. typical conversation). This is suggested as providing a worst-case scenario in terms of the occupation of the outdoor areas. There will be times when the number of guests outside will be much lower.

The modelling raises particular concerns around loud voices and associated noises during the evening period, stating that in particular at night these impacts could result in moderate long term impacts. This indicates that mitigation measures are required to prevent disturbance of residents in the evening time.

It should be noted that whilst a management plan could be secured via condition, the measures within such a plan need to be enforceable. Restrictions such as arrival times, late night curfews, limits to noise after certain times or booking rules with deposit schemes are generally unenforceable, particularly in the absence of any on-site presence and would not prevent harm until it has already occurred.

A permanent acoustic fence or similar solution provides a more effective and enforceable way of limiting adverse impacts on neighbours.

Following discussions with the CSNN team amended plans were received during the course of this application which show a large 2.2m high bund and integrated acoustic fence stretching almost the full depth of the site towards the west boundary. This bund provides an acoustic barrier between the holiday uses and the existing residential properties which front Saxon Field to the west. These properties generally have very limited garden spaces and the lack of boundary treatments along the shared boundary means that the site as existing is open. Unmitigated, noise generated from the proposed use could travel towards the rear amenity spaces and nearest elevations of these properties.

The property to the east of the site is a greater distance from the site and is unlikely to be significantly impacted by the use of the site.

Amended plans are overall considered to have addressed concerns raised by the LPA and CSNN in relation to neighbour amenity.

The main amendments in this regard are:

- Submission of a Noise Impact Assessment
- The position of the proposed units and outdoor decking further towards the eastern boundary
- The western boundary to be retained as a fence (no new fence) with a new bund/fence provided wholly within the site and set back from the shared boundary to provide noise insulation and reduce any viewpoints between uses
- The parking spaces are provided set within the centre of the site to provide distance.

A Construction Management Scheme, Operational Management Plan and external lighting could be controlled via condition.

Whilst it is acknowledged that the proposal will have some impact on occupiers of adjacent dwellings, as demonstrated within the submitted Noise Impact Assessment, the proposal would not result in any unacceptable dis-amenity in the form of overlooking, overbearing, overshadowing, noise or nuisance. This is a residential use, and it is in the owners' best

interests to ensure that noise levels across the site do not cause amenity issues either for other residents or for neighbouring properties.

The bund would also prevent any overlooking or privacy impacts being lodges and the adjoining dwelling to the west. Distances to the east are such that proposed raised terraces, in combination with existing boundary treatments, will prevent significant impacts on the property in this direction.

Conditions are recommended to ensure that the land to the rear/west of the bund is set aside and not available for the general use of guests.

Subject to conditions controlling a Construction Management Plan, Operational Management Plan, External Lighting, and the construction of the acoustic bund/fence prior to first occupation, the proposed impacts on neighbours would be considered acceptable and would comply with the NPPF, Policies LP18 and LP21 of the Local Plan and Policy 2 of the Neighbourhood Plan.

Highway Safety:

Policy LP13 requires development proposals to demonstrate safe and convenient access for all modes. Policy LP14 sets out parking requirements for new development as does Policy 4 of the Brancaster Neighbourhood Plan. Policy LP21 reiterates these policies stating that development proposals should demonstrate that safe access can be provided, and adequate parking facilities are available.

Paragraph 115 of the NPPF states:

115. In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) sustainable transport modes are prioritised taking account of the vision for the site, the type of development and its location;*
- b) safe and suitable access to the site can be achieved for all users...*

The applicant has demonstrated that the required visibility splay of 2.4metres x 43 metres in both directions is achievable. The site access will be improved as an asphalted bellmouth, which is acceptable in principle. Detailed drawings will be required to ensure that drainage has been considered, and that run off from the site mitigated, alongside details of access materials.

No site gate is proposed; this enables vehicles to leave the highway quickly and can be secured in perpetuity via condition. The site access route is of a suitable width to enable two cars to pass each other which limits opportunities for reversing/waiting on the adjoining highway which is a key strategic route as per Policy LP13.

No EV charging is currently proposed and no cycle parking. The LPA considers that a scheme for cycle parking and EV charging could be controlled via condition.

The redundant site access will need to be permanently closed, e.g. by blocking in the former gate with a new wall. Details of any replacement wall could be secured via condition.

A Construction Management Plan is recommended to control submission of contractor parking details prior to commencement (as well as ensuring the amenity of neighbouring dwellings is suitably protected).

The Local Highway Authority raise no objection to the proposal subject to conditions to control the above.

Policy 4 of the Neighbourhood Plan applies in regard to parking provision and highway safety. Whilst the proposal provides parking courts for 6 units which is in excess of the 5 supported by the Local Plan, given site specific considerations in regard to the proposed use of the site and the heritage concerns above, it is not considered that conflict with this policy warrants refusal. The Parish Council have not raised concern on parking layout, and the number of spaces provided accords with the requirements of the more recent Policy LP14 of the Local Plan.

Subject to conditions discussed above, the proposal would comply with the NPPF, with Local Plan Policies LP13, LP14, LP21 and Policy 4 of the Neighbourhood Plan in regard to highway safety.

Trees:

Paragraph 136 of the NPPF, amongst other things, states that planning decisions should ensure that existing trees are retained wherever possible.

An arboricultural method statement was provided in support of this application following request by the Arboricultural Officer who confirms no objection to the scheme subject to conditions relating to compliance with the method statement and subject to detail of soft landscaping.

The proposal requires the removal of five trees classified as Category C, (Austrian Pine x 2, Norway Maple x 2, Sycamore x 1) in order to form the new access point. The Arboricultural Officer has no objection to the proposed removals.

Subject to conditions controlling harm to retained trees during construction, controlling soft landscaping details for replacement planting and prevent loss of trees not shown to be removed, the proposals impact on trees would be considered acceptable in line with Para 136 of the NPPF, Policies LP19 and LP21 of the Local Plan.

Other matters requiring consideration prior to the determination of this application:

GIRAMS– As the proposal includes residential accommodation within the Zone of Influence for the protected sites scoped into the Green Infrastructure and Recreational Avoidance Mitigation Strategy, the scheme has potential to lead to adverse impacts on protected sites (For example the North Norfolk Coast SAC/SPA/RAMSAR) through in-combination recreational disturbance. The GIRAMS strategy is an agreed approach between the council and Natural England to mitigate these impacts. The GIRAMS tariff was paid upon submission of this application, and this is considered sufficient to rule out adverse effects on protected sites in line with the requirements of LP19 and LP27 of the Local Plan.

BNG – the site is BNG liable. A baseline habitat map has been provided and the baseline metric has been accepted by the council's ecologist. Whilst the post-development indicative values have not been updated alongside the amended plan, it is evident that the onsite gain would provide significant (in BNG terms) net gain and therefore a HMMP condition is required. The remaining off-site gain is expected to be provided through habitat bank units. The proposal therefore complies with the Environment Act and Local Plan in regard to BNG.

Ecology – The application was supported by a Preliminary Ecological Appraisal. The report recommends the following enhancement measures which can be secured via condition:

- Three bird boxes installed within the woodland belt
- Two bat boxes will be installed within the woodland belt
- Two log piles will be created as enhancements for reptiles and hedgehogs

The Ecology Officer raised no objection to the scheme on ecological grounds, subject to the amendment of BNG information which has since been received.

Subject to conditions, the impact on ecology would be acceptable and complies with Policy LP19.

Contamination – There are no known sources of contamination on site. The proposal site is considered safe for a residential use. The Environmental Quality Team have not recommended any conditions in relation to contamination.

Specific comments and issues:

A neighbour comment referred to alternative uses having greater community benefits. The Local Planning Authority are only able to consider the application as submitted.

Other neighbour comments are considered to have been addressed through the submission of amended plans, or otherwise are discussed in the above report.

CONCLUSION:

All applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The application proposes the change of use of agricultural land and the siting of 5 holiday lodges and 3 camping pods for tourism purposes.

The site is part of Brancaster Roman Fort Scheduled Monument which is a designated heritage asset.

Throughout this application, amended plans have been received which balance heritage impacts against the need for highway safety implications and noise and amenity concerns to be properly addressed. On balance, despite the views of Historic England on technical detail rather than the principle of development itself, it is considered that the historic environment impacts associated with the scheme have been adequately justified and the economic/tourism benefits for the local area are considered to outweigh the level of less than substantial harm identified, as required by Paragraph 215 of the NPPF.

Therefore, subject to conditions controlling, amongst other things, archaeological implications as well as landscaping, materials, off-site highway improvement works and occupation for tourism purposes only, the proposal is considered to comply with the requirements of the NPPF, Policies LP07, LP09, LP13, LP14, LP20 and LP21 of the Local Plan, and the aims of the Brancaster Neighbourhood Plan and the proposal is therefore recommended for approval.

RECOMMENDATION:

APPROVE subject to the imposition of the following condition(s):

- 1 Condition: The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
- 1 Reason: To comply with Section 91 of the Town and Country Planning Act, 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act, 2004.
- 2 Condition: The development hereby permitted shall be carried out in accordance with the following approved plan:

*DEW02.01.04

- 2 Reason: For the avoidance of doubt and in the interests of proper planning.
- 3 Condition: The depth of groundworks shall at no time exceed 400mm below ground level.
- 3 Reason: The proposed development is located within the boundaries of the scheduled monument - Roman fort (Branodunum) (List Entry Number 1003983). The condition is necessary to ensure that the below ground archaeological assets are not adversely impacted, in line with the NPPF and Policy LP20 of the Local Plan.
- 4 Condition: No development shall take place until a Written Scheme of Investigation for a programme of archaeological works has been submitted to and approved by the local planning authority in writing. The scheme shall include:

1. An assessment of the significance of heritage assets present
2. The programme and methodology of site investigation and recording
3. The programme for post investigation assessment of recovered material
4. Provision to be made for analysis of the site investigation and recording
5. Provision to be made for publication and dissemination of the analysis and records of the site investigation
6. Provision to be made for archive deposition of the analysis and records of the site investigation
7. Nomination of a competent person or persons/organization to undertake the works set out within the Written Scheme of Investigation.

No demolition/development shall take place other than in accordance with the Written Scheme of Investigation as approved.

- 4 Reason: The proposed development is located within the boundaries of the scheduled monument - Roman fort (Branodunum) (List Entry Number 1003983). The condition is necessary to ensure that the below ground archaeological assets are not adversely impacted, in line with the NPPF and Policy LP20 of the Local Plan.
- 5 Condition: The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition 4 and the provision to be made for analysis, publication and dissemination of results and archive deposition has been secured.

- 5 Reason: To safeguard archaeological interests in accordance with the principles of the NPPF.
- 6 Condition: No development or other operations shall take place on site until a detailed construction management statement has been submitted to and approved in writing by the Local Planning Authority. The method statement shall include:
 - (a) the methods to be used and the measures to be undertaken to control the emission of dust, noise, and vibration from the operation of plant and machinery to be used;
 - (b) the location of any temporary buildings and compound areas;
 - (c) the location of parking areas for construction and other vehicles;
 - (d) the measures to be used to prevent the deposit of mud and other deleterious material on the public highway; and,
 - (e) a scheme for the management and signage of all construction traffic.
 - (f) details of how the lodges and pods will be brought on to site, in particular details of how damage to trees will be avoided.

The development shall be carried out in accordance with the approved construction management statement throughout the construction period.

- 6 Reason: To ensure that the amenities of adjoining occupants and the retained trees are safeguarded in accordance with the NPPF and Policies LP18 and LP21 of the NPPF.
- 7 Condition: Prior to the first occupation or use of the development hereby permitted, an Operational Management Plan shall be submitted to and agreed in writing by the Local Planning Authority. The management plan shall include:
 - the measures to be put in place to protect the residential amenity of adjoining occupiers, including any proposed monitoring or CCTV positions
 - an identified process to manage and address complaints about the site's operation, should they arise
 - details of a process for review of the Operational Management Plan.

The development shall be operated in full accordance with the management plan as approved.

- 7 Reason: To ensure that the amenities of adjoining occupants are safeguarded in accordance with the NPPF and Policy LP21 of the Local Plan.
- 8 Condition: Prior to the first use/occupation of the development hereby permitted, full details of both hard and soft landscape works shall have been submitted to and approved in writing by the Local Planning Authority.

Hard landscaping details shall include:

- finished levels or contours,
- hard surface materials,
- details of the proposed bunds, including details of the fence within the acoustic bund
- details of refuse or other storage units

Soft landscape works shall include:

- planting plans, to provide for mitigatory tree planting and planting to screen and soften the proposed acoustic bund

- written specifications (including cultivation and other operations associated with plant and grass establishment)
- schedules of plants noting species, plant sizes and proposed numbers and densities where appropriate.

8 Reason: To ensure that the development is properly landscaped in the interests of the visual amenities of the locality in accordance with the NPPF, Policy LP20 and LP21 of the Local Plan and Policy 2 of the Brancaster Neighbourhood Plan.

9 Condition: All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation or use of any part of the development or in accordance with a programme to be agreed in writing with the Local Planning Authority. Any trees or plants that within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species as those originally planted, unless the Local Planning Authority gives written approval to any variation.

9 Reason: To ensure that the development is properly landscaped in the interests of the visual amenities of the locality in accordance with the NPPF, Policy LP20 and LP21 of the Local Plan and Policy 2 of the Brancaster Neighbourhood Plan.

10 Condition: The proposed acoustic bund, shown on dwg No. DEW02.01.04 shall be constructed in accordance with the approved details prior to the first occupation of any unit and retained and maintained in that position thereafter.

10 Reason: In the interests of the amenities of adjoining occupiers to prevent noise nuisance or disamenity, in line with Policy LP21 of the Local Plan.

11 Condition: Prior to the first occupation of the development hereby permitted, full details of a scheme for cycle parking and EV charging shall be submitted to and approved in writing by the LPA.

11 Reason: To ensure that the proposed development complies with the aims of sustainable transport in regard to facilities for all transport modes, and in line with Policies LP06, LP13 and LP14 of the Local Plan.

12 Condition: Prior to the installation of any external lighting relating to the development hereby permitted a detailed outdoor lighting scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the type of lights, the orientation / angle of the luminaries, the spacing and height of the lighting columns, the extent / levels of illumination over the site and on adjacent land and the measures to contain light within the curtilage of the site. The scheme shall be implemented in accordance with approved scheme and thereafter maintained and retained as agreed.

12 Reason: In the interests of the amenities of the locality where excessive lighting or light spill could be detrimental to the street scene or setting of the SAM, in line with Policies LP18, LP19, LP20 and LP21 of the Local Plan and Policies 2 and 8 of the Brancaster Neighbourhood Plan.

13 Condition: The development shall be carried out in accordance with the Preliminary Ecology Appraisal by 360 Ecology Ltd submitted in support of this application (issue

dated April 2025, revised December 2025). In particular, the report recommends the following enhancement measures are implemented into the proposed scheme:

- Three bird boxes installed within the woodland belt
- Two bat boxes will be installed within the woodland belt
- Two log piles will be created as enhancements for reptiles and hedgehogs

13 Reason: To ensure that the proposed development does not adversely effect ecological assets, in line with Policy LP19 of the Local Plan.

14 Condition: The development shall not commence until a Habitat Management and Monitoring Plan (the HMMP), prepared in accordance with the approved Biodiversity Gain Plan has been submitted to, and approved in writing by, the local planning authority and including:

- a non-technical summary;
- the roles and responsibilities of the people or organisation(s) delivering the HMMP;
- the planned habitat creation and enhancement works to create or improve habitat to achieve the biodiversity net gain in accordance with the approved Biodiversity Gain Plan;
- the management measures to maintain habitat in accordance with the approved Biodiversity Gain Plan for a period of 30 years from the completion of development; and
- the monitoring methodology and frequency in respect of the created or enhanced habitat to be submitted to the local planning authority.

The created and/or enhanced habitat specified in the approved HMMP shall be managed and maintained in accordance with the approved HMMP and thereafter retained in the conditions specified to serve the intended purpose.. Monitoring reports shall be submitted to local planning authority in writing in accordance with the methodology and frequency specified in the approved HMMP.

Notice in writing shall be given to the Council when the:

- (a) HMMP has been implemented; and
- (b) habitat creation and enhancement works as set out in the HMMP have been completed. "

14 Reason: To ensure the development delivers a Biodiversity Net Gain on site in accordance with Paragraph 13 of Schedule 7A of the Town and Country Planning Act 1990 and policy LP19 of the Kings Lynn and West Norfolk Borough Council Local Plan.

15 Condition: The Biodiversity Gain Plan shall be prepared in accordance with the baseline details included on the Statutory Metric dated 04 April 2025, revised 11/12/2025 and prepared by Vicky Rusby (Ecologist).

15 Reason: To ensure the development delivers a Biodiversity Net Gain on site in accordance with Paragraph 13 of Schedule 7A of the Town and Country Planning Act 1990 and policy LP19 of the Kings Lynn and West Norfolk Borough Council Local Plan.

16 Condition: The lodges and pods hereby approved shall be made available to rent as commercial holiday lets to be used for short stay accommodation (no more than 28 days per single let) only and shall at no time be occupied as a person's sole or main place of residence.

The owners shall maintain an up-to-date register of lettings/occupation and shall make the register available at all reasonable times to the Local Planning Authority.

- 16 Reason: The site lies within in an area in which the Local Planning Authority would not typically permit permanent residential development. This permission is granted because accommodation is to be used for holiday purposes only in accordance with Policy LP09 of the Local Plan and the NPPF as well as to ensure a wider economic benefit to outweigh heritage impacts on the Scheduled Monument in line with the NPPF and Policy LP20 of the Local Plan.
- 17 Condition: Prior to commencement of any works on site, tree protection measures, including pre-commencement site meeting and arboricultural site supervision shall be carried out and completed in complete accordance with the arboricultural method statement and tree protection plan (Golden Tree Surgeons, 3rd April 2025, Reference Brancaster Cabins AIA and AMS GTS)
- 17 Reason: To ensure that trees are properly protected during the proposed works, in line with the NPPF and Policies LP19, LP20 and LP21 of the Local Plan.
- 18 Condition: No trees, other than those shown to be removed on the tree protection plan and detailed in the method statement, shall be felled without the prior written agreement of the local planning authority
- 18 Reason: For the avoidance of doubt and in the interests of the amenities of the locality, in line with the NPPF and Policies LP19, LP20 and LP21 of the Local Plan.
- 19 Condition: Prior to the first use of the development hereby permitted the vehicular access/crossing over the verge shall be constructed in accordance with a detailed scheme to be agreed in writing with the Local Planning Authority in accordance with the highway's specification (TRAD 5) and thereafter retained at the position shown on 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.
- 19 Reason: To ensure construction of a satisfactory access and to avoid carriage of extraneous material or surface water from or onto the highway in the interests of highway safety in accordance with the NPPF and Policy LP13 of the Local Plan.
- 20 Condition: Vehicular/pedestrian/cyclist access to and egress from the adjoining highway shall be limited to the proposed access shown on Drawing No. DEW02.01.04 only. The existing access/egress gate to the A149 shall be permanently closed. The highway verge and any boundary wall shall be reinstated in accordance with a detailed scheme to be agreed with the Local Planning Authority concurrently with the bringing into use of the new access.
- 20 Reason: In the interests of highway safety in accordance with the NPPF and Policy LP13 of the Local Plan.
- 21 Condition: 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.

21 Reason: In the interests of highway safety in accordance with the NPPF and Policy LP13 of the Local Plan.

22 Condition: Prior to the first use of the development hereby permitted visibility splays measuring 2.4 metres x 43 metres shall be provided to each side of the access where it meets the near edge of the adjacent highway carriageway.

22 Reason: In the interests of highway safety in accordance with the NPPF and Policy LP13 of the Local Plan.

23 Condition: Prior to the first use of the development hereby permitted the proposed access/on-site car parking / turning area shall be laid out, demarcated, levelled, surfaced and drained in accordance with the approved plan and retained thereafter available for that specific use.

23 Reason: In the interests of highway safety in accordance with the NPPF and Policy LP13 of the Local Plan.

24 Condition: Notwithstanding the details indicated on the submitted drawings no works above slab level shall commence on site unless otherwise agreed in writing until detailed drawings for the off-site highway improvement works as indicated on Drawing No. DEW02.01.04 and further pedestrian facilities to adjacent bus stops on either side of the A149 from the site have been submitted to and approved in writing by the Local Planning Authority. A Stage 2 safety audit to be submitted with construction drawings.

24 Reason: To ensure that the highway improvement works are designed to an appropriate standard in the interest of highway safety and to protect the environment of the local highway corridor in line with the NPPF and Policies LP13 and LP21 of the Local Plan.

25 Condition: Prior to the first use of the development hereby permitted the off-site highway improvement works referred to in Condition 24 shall be completed to the written satisfaction of the Local Planning Authority. A Stage 3 safety audit is to be carried out on completion of the s278 works.

25 Reason: To ensure that the highway network is adequate to cater for the development proposed in line with Policy LP13 of the Local Plan.

26 Condition: Notwithstanding the details shown on the approved plan, no development shall take place on any external surface of the development hereby permitted until details of the type, colour and texture of all materials to be used for the external surfaces of the building(s) have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

26 Reason: To ensure a satisfactory external appearance and grouping of materials in accordance with the principles of the NPPF and Policies LP20 and LP21 of the Local Plan.

27 Condition: Notwithstanding the details shown on dwg No. DEW02.01.03, no development shall commence until full details of the foul and surface water drainage arrangements for the site have been submitted to and approved in writing by the Local Planning Authority. The drainage details shall be constructed as approved before any part of the development hereby permitted is brought into use.

27 Reason: To ensure that there is a satisfactory means of drainage in accordance with the NPPF.

This needs to be a pre-commencement condition as drainage is a fundamental issue that needs to be planned for and agreed at the start of the development.

28 Condition: Notwithstanding the details shown on dwg No. DEW02.01.03, no development shall commence on site until large-scale plans showing the method of foundation, access road and parking area construction have been submitted to and approved in writing by the Local Planning Authority. The works shall be constructed in accordance with the approved details.

28 Reason: The proposed development is located within the boundaries of the scheduled monument - Roman fort (Branodunum) (List Entry Number 1003983). The condition needs to be a pre-commencement condition to ensure that the below ground archaeological assets are not adversely impacted from the outset of development, in line with the NPPF and Policy LP20 of the Local Plan.

29 Condition: Full details of all extractor vents, heater flues and meter boxes including their design and location shall be submitted to and approved in writing by the Local Planning Authority prior to installation. Installation shall be carried out in accordance with the approved details.

29 Reason: To ensure a satisfactory external appearance which respects the setting of the Scheduled Monument in accordance with the principles of the NPPF and Policies LP20 and LP21 of the Local Plan.