

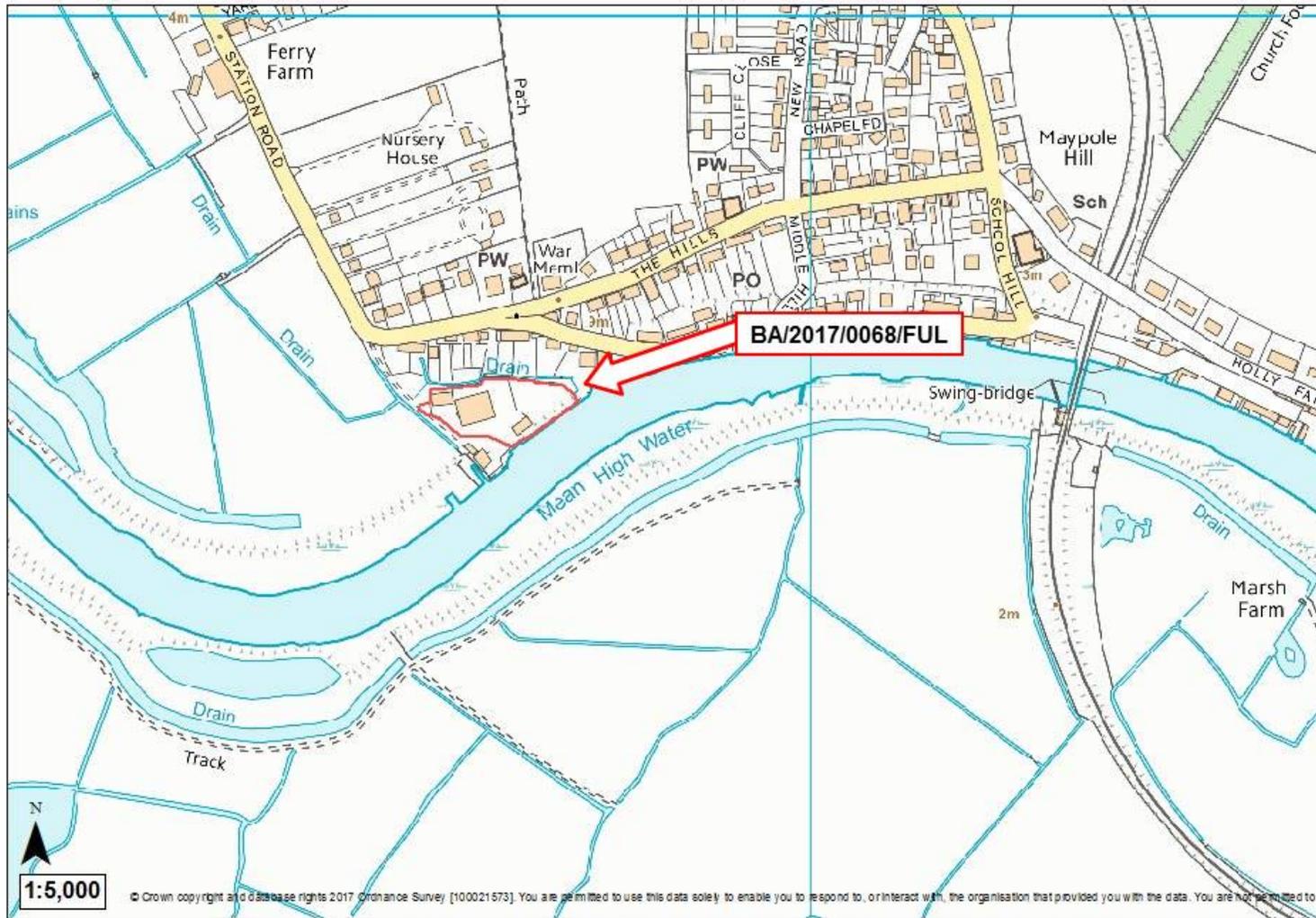
Reference:

BA/2017/0068/FUL

Location

Broadland Hoarding Solutions, 19 Station Road,
Reedham

BA/2017/0068/FUL - Broadland Hoarding Solutions, Station Road Reedham



Application for Determination
Report by Planning Officer

Target Date	9 February 2018
Parish:	Reedham Parish Council
Reference:	BA/2017/0068/FUL
Location:	Broadland Hoarding Solutions, 19 Station Road, Reedham
Proposal:	Office extension, new boathouse and replace existing boathouse
Applicant:	Mr David Grint
Recommendation:	Approve subject to conditions
Reason for referral to Committee:	Third party objections

1. Description of Site and Proposal

- 1.1 The application site is at 19 Station Road, Reedham and is the former Corvette Marine boatyard which has been occupied by Broadland Hoarding Solutions since approximately 2009. The site occupies approximately 0.61 hectares on the north bank of the River Yare and is accessed by a shared track from Station Road to the north. The site is bordered to the north, east and west by dwellinghouses and by the river to the south. The surrounding area is very rural in character with long views west towards Cantley and south to Hardley. The site is situated in flood risk zone 3a.
- 1.2 The site currently comprises of a large warehouse building in the centre, portakabin offices to the west and a boatshed to the south. A drainage ditch runs along the northern boundary and there is a timber walkway along the river frontage with private moorings, behind which is a large floodbank.

- 1.3 The site was formerly used for the manufacture and repair of boats. Broadland Hoarding Solutions now occupy the large warehouse and portakabin offices for their hoardings and joinery business and the boatshed is used by a local boatyard. Other small local businesses have used parts of the space also. There has been no change of use of the site in planning terms.
- 1.3 In 2009 planning permission was granted for temporary portakabin offices, removal of the existing boatshed and replacement with an office building and a new workshop building (BA/2009/0165/FUL). The portakabin offices were brought onto the site in breach of the pre-commencement and pre-occupation conditions and no other development took place. That permission was therefore not lawfully implemented and has since expired. The portakabins remain on site and in use and complaints have been received about their appearance and retention without planning permission.
- 1.4 This application seeks permission for an office extension, new boathouse and replacement of existing boathouse. It is effectively a revised version of the previously approved scheme.
- 1.5 The development is proposed in three phases. The first phase would be the provision of the office extension and subsequent removal of the portakabins. Office accommodation would be provided as a single storey lean-to extension to the northern side of the existing warehouse building. It would measure 5.5 metres deep along the 31.5 metre length of the building and a monopitch roof would extend off the existing roof. The west and north elevations would have various windows and doors to four individual office rooms, toilets and a small mess; a larger paint bay would be provided at the eastern end with a large roller shutter door opening in the end elevation. Materials would match the existing building (grey profile metal sheeting and white UPVC windows) and the adjacent area where the portakabins would be removed from would be used for parking.
- 1.6 The second phase would be the provision of a new building. This would be a single storey boathouse including a small reception area, mess/office and toilet. It would be sited at the eastern end of the site in an unmaintained and undeveloped area and be orientated parallel with the river. The footprint would measure 9 metres by 18 metres with eaves at 3.4 metres and a ridge at 5.4 metres above ground level. The northwest elevation would have double doors to the reception and a single, solid door to the boathouse. Windows would also feature on the northeast and southeast elevations and the southwest elevation would have a large roller shutter door. Grey profile metal cladding is proposed for the walls and roof, with four obscure clear cladding sheets acting as roof lights on each roof slope. A hardstanding track and three parking spaces would be provided, extending from the existing hardstanding which covers the majority of the site. It is understood the occupant of the existing boatshed would move into this building, allowing their operations to continue while the existing is removed and replaced which constitutes phase three.
- 1.7 Phase three is therefore the replacement of the existing boatshed. This existing single storey building measures 9 metres by 18 metres in footprint,

3.2 metres to the eaves and 5.2 metres to the ridge. It has timber clad walls, a corrugated sheet roof and is in a poor state of repair. It sits immediately adjacent to and parallel with the flood bank. A replacement building would be built on the same footprint and would include a double height boathouse space with a small (3.5 by 5.4 metres) first floor office. It would have an eaves height of 4.8 metres and ridge at 7 metres. Whilst it is labelled as a boatshed and designed as such, it is noted that whichever of the buildings the local boatyard do not occupy may be used for a commercial use of similar character that may or may not be directly boat related.

- 1.8 The southwest elevation would have a large roller shutter door, windows and doors would feature on each side at ground floor level and the northeast elevation would have a small ground floor and larger first floor window. The materials would match the new building. To the immediate northeast of each building, there would be an oil tank for heating and a dedicated space for three containers to be stored would be provided at the northeastern end of the replacement boathouse, with parking spaces along the northwest elevation.
- 1.9 It is also proposed to retain and complete 2.4 metre high close boarded timber fencing around the southwest and northern site boundaries and repaired and replaced quayheading and decking on the river frontage where private moorings exist.

2. Site History

- 2.1 BA/2009/0165/FUL Proposed temporary portakabin offices, removal of existing boathouse and replacement with office building and proposed workshop building – Approved subject to conditions.

3. Consultations

- 3.1 Consultations received

Parish Council - Please could a site lighting plan be submitted/agreed before permission is granted. Local residents are concerned about light pollution as there are no street lights in Reedham Village. There needs to be sufficient access to the flood wall to allow for maintenance and repairs. Concerns were raised that the revised plans would not make this possible. Could planning permission include site access time restrictions to avoid disturbing the immediate neighbours. Access not before 07:00 or after 22:00 for example.

District member – No response.

Environment Agency – No objection providing you have taken into account the flood risk considerations which are your responsibility.

Highways Authority – No objection. Recommended condition requiring parking to be laid out prior to first use.

Broadland District Council Economic Development Officer – Full support for this application.

3.2 Representations received

One representation in support of the application notes the demise of other local boatyards.

Two representations raise no objections. One is on the basis the first phase would remove the Portakabins at the rear of their garden and the other is subject to the work being carried out during reasonable hours.

Three representations have raised objections which can be summarised as follows:

- the two storey building would be out of scale and intrusive to neighbouring properties and in views from the river;
- not good quality design or materials which would be detrimental to local amenity;
- development does not enhance special character of Broads;
- visual impact on neighbouring occupiers;
- overlooking from first floor window;
- land at eastern end of site has never been developed and should remain so;
- parking should be further from houses;
- concerns about previous and new lighting and light pollution from within buildings;
- increased risk of flooding on and off site;
- concern about condition and capacity of ditch along northern boundary; and,
- insufficient and inadequate information to assess proposal.

4 Policies

4.1 The following Policies have been assessed for consistency with the National Planning Policy Framework (NPPF) and have been found to be consistent and can therefore be afforded full weight in the consideration and determination of this application.

[Core Strategy Adopted September 2007 pdf](#)

CS1 – Landscape Protection and Enhancement

CS9 – Sustainable Tourism

CS22 – Economy

CS23 – Economy

[DEVELOPMENTPLANDOCUMENT](#)

DP1 – Natural Environment

DP2 – Landscape and Trees

DP3 – Water Quality and Resources

DP4 – Design

DP11 – Access on Land

DP29 – Development on Sites with a High Probability of Flooding

- 4.2 The following Policies have been assessed for consistency with the NPPF and have found to lack full consistency with the NPPF and therefore those aspects of the NPPF may need to be given some weight in the consideration and determination of this application.

[Core Strategy Adopted September 2007 pdf](#)

CS20 – Rural Sustainability

[DEVELOPMENTPLANDOCUMENT](#)

DP20 – Development on Waterside Sites in Commercial Use, including boatyards

DP28 – Amenity

- 4.3 Neighbourhood Plan

There is no Neighbourhood Plan covering this area.

Material consideration - [NPPF](#)

5 Assessment

- 5.1 It is first necessary to consider the principle of the development. The use of the site is not proposed to change from its current B2 general industrial use which is consistent with its former use for boat manufacturing. The National Planning Policy Framework supports the sustainable growth and expansion of all types of business and enterprise in rural areas, through conversion of existing and provision of well designed new buildings (paragraph 28). Policy DP20 allows for the diversification, redevelopment or change of use of a waterside site in commercial use, subject to:

- a) The proposed use is an employment or commercial use that is complementary in scale and kind with existing waterside commercial uses;
- b) The proposed use would not prejudice a return to boatyard use; and,
- c) The proposals form part of a comprehensive scheme for the site that retains the site as a unified management unit.

- 5.2 As noted above, there is no change of use so the proposal satisfies criterion (a) and both the uses and design of the buildings would not prejudice a return to a boatyard and would retain some boatyard uses, in accordance with criterion (c). Whilst different businesses may operate within the site, it is proposed to retain the site as a unified management unit in accordance with criterion (c). The proposal is therefore acceptable in principle in accordance with Policy DP20 and also Policies CS9, CS22 and CS23 which seek to retain waterside employment sites and protect them from redevelopment resulting in a loss of employment.

5.3 It is therefore necessary to consider the flood risk, design, amenity, biodiversity and landscape impacts of the proposals.

Flood risk

5.4 The site is in flood risk zone 3a, the high probability zone. In this zone, extensions to existing buildings and replacements are acceptable in principle. The new building proposed would be a general industry use, which is classified as 'less vulnerable' and also acceptable in principle in zone 3a. This proposal can pass the sequential test as the new development is proposed in relation to the existing and it would not be reasonable to require this to be provided on another site at lower risk of flooding.

5.5 The Environment Agency have no objection in flood risk terms, but note that the flood bank would not provide protection in the 1 in 100 year plus climate change flood event and that the office extension would flood up to 2 metres, the replacement boatshed up to 2.07 metres and the new building by 1.7 metres. Flood resilience measures are proposed in each building up to 2.07m AOD and the replacement boatshed would provide first floor space as a (small) place of refuge. Externally the site would flood up to 2.2 metres deep and the velocity of water would represent a danger to all, including the emergency services. It is therefore necessary for the proposed flood resilience measures to be required by condition and also for a comprehensive response plan to be prepared ensuring early evacuation and other measures.

5.6 Parts of the site are also at risk of surface water flooding and the new buildings and additional areas of hard standing could exacerbate this. Occupants of the neighbouring dwellings to the north have expressed concerns at the lack of maintenance of the ditch along the northern boundary and increased risk of flooding if additional surface water drains to this. The applicant does not know who owns the ditch but has indicated a willingness to take on its maintenance if he is able to discharge surface water to it. It is necessary for a detailed surface water management plan to be submitted to assess whether this is appropriate, or agree an alternative scheme, and this should be required by condition.

5.7 Whilst it is acknowledged that the site is at a risk of fluvial and surface water flooding and a 1 in 100 year plus climate change fluvial event would have significant consequences for the safety of workers, operations and assets, in policy terms the proposal is acceptable in accordance with the NPPF and Policies CS20 and DP29.

5.8 The Environment Agency are satisfied that there is sufficient to the flood bank to allow for maintenance and repair.

Design

5.9 The proposed office extension is a simple extension of the existing form in matching materials. It would occupy an area currently used for external storage of containers and drums (used to support temporary hoardings) and this storage would be displaced elsewhere on the site. In design terms, this functional extension is acceptable and this first phase of the development

would allow the portakabins to be removed, resulting in an improved appearance to the site. The fencing, quayheading and decking is also acceptable in design.

- 5.10 The proposed new building would be sited in a currently undeveloped area which has previously been used for informal storage to the detriment of the appearance of the site. The siting of this building has been amended to address the Environment Agency requirements (see 5.8 above) and consequently pushed further north, 3 metres from the proposed boundary fence. Whilst it may be preferable for all buildings to be sited more centrally on the site and form a tighter group to limit the spread of development across the site, the applicant has advised that this is not possible for operational reasons and wishes for the application to be determined as submitted. The proposed siting is not unacceptable in design terms, subject to amenity considerations which are assessed below.
- 5.11 The replacement boatshed would occupy the same footprint as the existing so there is no objection to the siting, although the addition of a first floor and increase in height of 1.8 metres would make this more visible in views across the site from the elevated ground along Station Road and Riverside to the north and from the river and marshes beyond. It would, however, be no taller than the existing warehouse and on a much smaller footprint. The height is necessary to provide a large boathouse space and it is not considered inappropriate in the context of the scale of the overall site and existing warehouse. The landscape impact is considered further below.
- 5.12 The new and replacement buildings would be of similar designs and matching materials to each other. They are of a simple, functional design for contemporary boatsheds and this is not inappropriate on this site. It is noted the neighbour representations have raised comments about the quality of the design and materials. These comments are appreciated and all new development on the Broads should be of a high quality design which respects its surroundings and reinforces local distinctiveness. The scale and form of the buildings is typical for Broads boatsheds and the materials are functional and characteristic of modern boatyard buildings. The detailed design and fenestration is simple and therefore the design can be considered acceptable. It is also noted that some representations suggest that there is insufficient information to consider the impacts of the development. Whilst additional information, for example, section drawings, would be welcomed, these are not a requirement and there is adequate information to understand and assess the proposals and their impacts and the proposal is in accordance with Policy DP4.

Amenity

- 5.13 It must be acknowledged that this is an existing commercial site which operated for many years as a boat building yard prior to its current industrial use. The provision of the office extension to the warehouse would allow for the existing portakabins, which have been the subject of complaints due to their detrimental impact on the visual amenity of neighbouring occupiers at the western end of the site, to be removed. Whilst the office extension would be

within approximately 5 metres of the site boundary which borders the curtilages of a number of dwellings, it is not considered the office use would have any unacceptable impacts on amenity and would sit on lower ground and screened by trees so there would be no overlooking or loss of privacy, No details of any mechanical extraction or ventilation equipment required for the paint bay have been provided and an appropriate specification that would not give rise to any unacceptable amenity impacts should be secured by condition.

- 5.14 The replacement boatshed, in terms of its use, would have no greater impact than the existing, however representations have raised concerns that the first floor office window on the northeast elevation would have views towards the dwellings and their gardens towards the eastern end of the site. This window would be over 40 metres from the proposed boundary fence and it is not considered that any views beyond this fence when the office is in use would be significant or result in any unacceptable overlooking or loss of privacy.
- 5.15 It is considered that the new building has the most potential to adversely affect amenity. It would be 3 metres from the proposed fence, beyond which there is a small open area within the applicant's ownership and the drainage ditch, before the sloping gardens of the dwellings along Station Road and Riverside. Due to the elevated position of these dwellings, there would be direct views of this building where there are currently views of the river and marshes. The loss of such private views is not a material consideration, although there are also some limited public views between the dwellings from Station Road and Riverside but the effect on these is not so significant as to be unacceptable. The 2.4 metre high solid fence would block some views of the building itself and it is considered that providing landscaping in the area between the ditch and fence would be beneficial to amenity and biodiversity; this should be secured by condition.
- 5.16 As well as a view of the building, the occupants of these dwellings would experience some noise and activity from the operations within and around this building. The fence and landscaping would provide a buffer to this and it is considered necessary to manage hours of operation by condition to protect amenity at unsociable hours. Some representations have commented on the hours of deliveries and operation of the existing uses on site and requested that these be limited. It is not appropriate to enforce conditions on existing operations, but the use of the new and replacement buildings and construction hours can be managed by condition. The permitted use should also be specified in a condition and permitted development rights for change of use should be removed in the interests of protecting amenity.
- 5.17 The Parish Council and neighbours have commented on the existing lighting on the site. In order to protect the amenity of neighbouring occupiers and the dark skies of Reedham, a comprehensive lighting scheme for the site is considered necessary. It is noted that the windows and rooflights of the buildings would also generate a degree of light spill and it is considered necessary to agree the rooflight material prior to commencement to ensure this would provide natural light in the daytime but limit artificial light spill.

5.18 This proposal would largely provide replacement facilities but the new development does have the potential to result in additional impacts on the amenity of adjoining occupiers. The siting and orientation of the new boatshed has been discussed with the applicant to achieve design and amenity improvements, but the proposed siting is necessary for operational reasons and the applicant wishes for the application to be determined as submitted. Conditions are necessary to protect the amenity of adjoining occupiers and, subject to these, it is not considered the proposal would result in any impacts on amenity that would be unacceptable or so significant as to justify a refusal of planning permission.

Biodiversity

5.19 A survey of the existing boatshed to be demolished has been submitted and this identifies occasional bat roosting niches. It is therefore necessary for a further emergence survey to be undertaken prior to any work on this phase and a method statement for reptiles must be complied with. Enhancement measures are also required and conditions securing these are necessary. Subject to these, the proposal is acceptable in accordance with Policy DP1.

Landscape

5.20 As identified above, the replacement boatshed would be more visible than the existing in views across the site from Station Road, Riverside, the river and marshes. The new boatshed would also contribute to this, particularly as it is on the same orientation as the replacement boatshed so from a distance they may be seen as one. This is a relatively large site with an existing industrial character and it is not considered the scale of development would significantly increase the presence of the site within the wider landscape and the design of the buildings is acceptable so any views of it would not be detrimental to its setting.

5.21 As noted above, a landscaping scheme for the area between the boundary fence and ditch is considered necessary and this should also include measures to protect existing trees on site during construction. Subject to this, the proposal is considered acceptable in terms of landscape impact and landscaping in accordance with Policy DP2.

Other matters

5.22 A response from the Environmental Protection Officer is awaited. It is noted that a contamination survey was required by condition on the previous permission and it is likely to be necessary again, as well as any additional conditions the Environmental Protection Officer may recommend.

5.23 There is no objection from the Highways Authority, subject to a condition securing the identified parking layout, and the proposal is acceptable in accordance with Policy DP11.

5.24 In order to facilitate the prompt implementation of the office extension in the interests of securing the early removal of the portakabins, it is considered appropriate to relate the conditions to the proposed phases.

- 5.25 It is also noted that the unauthorised portakabins have been on site since 2009 and the Local Planning Authority should be mindful of the risk of their obtaining a lawful use should they not be removed before the expiry of a period of 10 years. It would be prudent to serve an Enforcement Notice requiring their removal by the end of 2018, or such other date as can be agreed to coincide with the implementation of Phase 1, to prevent their becoming immune from enforcement action.

6 Conclusion

- 6.1 The application proposes replacement and new development at an existing waterside commercial site than provides local employment opportunities. This is acceptable in principle.
- 6.2 The site is at a high risk of flooding and has a close relationship with a number of neighbouring dwellings. These sensitivities require careful consideration, however, it is considered that appropriate conditions can be used to manage the development in the interests of flood safety and protecting amenity. Conditions shall also be necessary to manage biodiversity, landscaping and parking and subject to these, the development is acceptable.

7 Recommendation

Approve subject to the conditions as listed below, and that authority be granted for the service of an Enforcement Notice to prevent the portakabins obtaining a lawful use:

- i. Standard time limit
- ii. Prior to commencement of Phase 1
Details of any extraction/ventilation equipment for Phase 1
- iii. Flood resilience measures for Phase 1
- iv. Flood response plan for Phase 1
- v. Surface water management plan for Phase 1
- vi. Parking for Phase I to be provided prior to first occupation
- vii. Removal of portakabins within three months of completion of Phase 1
- viii. Prior to commencement of Phases 2 and 3
Details of any extraction/ventilation equipment for Phases 2 and 3
- ix. Flood resilience measures for Phases 2 and 3
- x. Flood response plan for Phases 2 and 3
- xi. Surface water management plan for Phases 2 and 3
- xii. Details of rooflight materials
- xiii. Lighting scheme
- xiv. Bat emergence survey
- xv. Biodiversity enhancements
- xvi. Landscaping, to include tree protection and subsequent management

- xvii. Compliance with reptile method statement
- xviii. Construction hours

- xix. Parking for Phase 2 to be provided prior to first occupation
- xx. Parking for Phase 3 to be provided prior to first occupation

Operation

- xxi. Hours of operation
- xxii. Use and removal of permitted development rights for change of use

8 Reason for Recommendation

- 8.1 In the opinion of the Local Planning Authority, the proposed development is acceptable in accordance with Policies CS1, CS9, CS20, CS22 and CS23 of the adopted Core Strategy (2007), Policies DP1, DP2, DP3, DP4, DP11, DP20, DP28 and DP29 of the adopted Development Management Policies (2014) and the National Planning Policy Framework which is also a material consideration in the determination of this application.

Background papers: BA/2017/0068/FUL

Author: Maria Hammond

Date of report: 17 January 2017

Appendices: Appendix 1 – Map

BA/2017/0068/FUL - Broadland Hoarding Solutions, Station Road Reedham

