

Application for Determination

Parish	Burgh St Peter/Wheatacre
Reference	BA/2015/0371/FUL Target date 7 January 2016
Location	Waveney Inn and River Centre, Staithe Road, Burgh St Peter
Proposal	Replace barn with administration centre
Applicant	Waveney River Centre (2003) Ltd.
Recommendation	Approve subject to conditions
Reason for referral to Committee	Applicant is a Member of the Authority

1 Description of Site and Proposals

- 1.1 Waveney Inn and River Centre is an established complex of visitor, recreation and boatyard facilities located in a relatively isolated position on the River Waveney at Burgh St Peter. Vehicular access is via largely single track roads off the A143 and the nearest villages of Burgh St Peter, Wheatacre and Aldeby are small settlements with no significant services. The whole area has a strong rural character.
- 1.2 The site is located on the shallow sloping valley side and extends down to the river's edge. The landscape surrounding the site is comprised mainly of traditionally managed grazing marsh, with the exception of land to the east, which is cultivated as arable farmland. There is a single residential property and the Parish Church to the north of the centre, a single residential property to the east and a cluster of dwellings to the south west. The site is outside a development boundary and isolated from the concentration of the settlement of Burgh St Peter to the west.
- 1.3 Facilities within the site include a public house with restaurant, convenience shop, swimming pool, cafe, camping and touring caravan pitches, glamping pods, play area, launderette, self-catering apartments, lodges, workshop, and private and visitor moorings.
- 1.4 To the immediate west of the entrance to the site stands a barn building that is used for storage. This is the first building that anyone visiting the site or passing on Staithe Road sees. This runs alongside the access into the site and is immediately north of the original pub building. The barn is constructed of corrugated sheeting over a brick plinth and has a pantile roof which is in a

poor state of repair. Ground levels fall away from Staithe Road into the site and the barn follows these changing levels with a staggered roof line at four different heights. Access into the building is from the west elevation.

- 1.5 This barn building was subject to an application in 2010 to demolish it and replace it with a new building providing five units of bed and breakfast accommodation (BA/2010/0392/FUL). This permission has not been implemented and has expired, it can therefore not be a significant material consideration in the determination of the current application. It is however necessary to have some regard to it, taking account of any changes in policy and other material considerations.
- 1.6 The application proposes demolishing the existing barn and in its place building a new administration centre for the site. Currently storage and administration functions are distributed across the site, some within the pub building and storage is provided in a former toilet block building. The proposed building would provide a purpose-built space for them and concentrate them in one area of the site.
- 1.7 The building would measure approximately 27 metres in length and 6 metres wide; approximately 1.5 metres larger in each dimension than the existing barn. Nearest the road, the ridge of the proposed building would be approximately 5 metres above ground level, approximately 19.5 metres along this would measure approximately 6.8 metres above the lower ground level and at this point the ridge would drop by approximately 1.6 metres to the lower section. There would be few openings on the section nearest the road other than glazing to the gable on the north elevation facing the road and double doors on the west elevation. These doors would give access to a workshop space with mezzanine level and a two storey laundry store with office space. The lower section nearest the pub would provide two storey office space with staff facilities and would have window openings on the west and south elevations. An open sided roof would extend across to the rear of the pub building, giving covered access.
- 1.8 The walls are proposed to be clad to match other recently renovated buildings on site and the windows and doors would be white UPVC. Existing buildings on site have a variety of roof coverings and the most appropriate roof material is still being considered by the applicant in consultation with officers.

2 Site History

07/06/0479 Extension of existing caravan site with 8no private units and new sewerage treatment plant - Approved subject to conditions and Section 106 agreement

BA/2010/0392/FUL Proposed demolition of existing outbuildings and replacement with new build 5 unit bed and breakfast accommodation - Approved subject to conditions (not implemented and expired in March 2014).

BA/2013/0310/FUL Proposed six camping pods - Approved subject to conditions.

BA/2013/0329/FUL New entrances, external cladding and window alterations - Approved subject to conditions

BA/2013/0405/CU Conversion of existing shop to luxury apartment with re-location of shop to unused part of pub - Approved subject to conditions

BA/2015/0236/COND Variation of Condition 2 of BA/2013/0329/FUL to amend approved drawings - 'New entrances, external cladding and window alterations' - Approved subject to conditions

BA/2015/0243/NONMAT Non Material Amendment to pp BA/2013/0405/CU for minor differences to the external appearance from that approved – Approved

BA/2015/0251/FUL Change of use of marina from leisure to mixed leisure & residential, residential moorings not to exceed a total of 10 – Committee resolution to approve, pending re-advertising

BA/2015/0360/FUL – Restaurant extension – Considered elsewhere on this agenda

3 Consultation

Burgh St Peter/Wheatacre Parish Council – Councillors pleased that roof line is lower than previous application and that there will be no increase in traffic on roads serving the site.

Broads Society – Support this application.

District Member - No response.

Highways Authority – I would refer you to my response to application BA/2015/0251/FUL in relation to the proposed residential moorings on the site which I consider of material consideration in this case, in that part of the acceptance of the residential moorings in highway terms related to the extant permission for a 5 bedroom bed and breakfast accommodation to be revoked or a similar agreement entered into restricting the use of the building; this application refers to said building. In highways terms I have no objection to the proposed administration centre as it is unlikely to increase traffic movements to and from the site, but this is subject to restrictions being placed on the use of the building. Accordingly if your Authority is minded to approve this application, I would recommend conditions as follows: the use of the building is for office/administration purposes only; the development is ancillary to the main use of the site; and, permitted development rights are removed.

Norfolk Historic Environment Service – The proposed development lies close to the site of a medieval chapel and a number of probably medieval

inhumations have been found in the vicinity. There is potential that significant heritage assets with archaeological interest may be present at the site and their significance may be affected by the proposed development. In addition, the proposal necessitates the demolition of a group of outbuildings shown on late 19th century maps. Buildings of this type are disappearing from the Norfolk countryside as a result of development and have been identified as a priority in the regional research frameworks for archaeology. The demolition of the existing buildings will result in complete loss of their significance as a heritage asset. If planning permission is granted, we ask that this be subject to conditions for a programme of archaeological work and historic building recording in accordance with National Planning Policy Framework paragraph 141.

4 Representations

None received.

5 Policies

- 5.1 The following Policies have been assessed for consistency with the National Planning Policy Framework ([NPPE](#)) 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
CS6 – Historic and Cultural Environments
CS9 – Sustainable Tourism

[DEVELOPMENTPLANDOCUMENT](#)

DP1 – Natural Environment
DP4 – Design
DP11 - Access on Land

- 5.2 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.

DP5 – Historic Environment
DP14 – General Location of Sustainable Tourism and Recreation
Development
DP28 - Amenity

6 Assessment

- 6.1 In terms of assessment, the key considerations are the principle of the development, impact on heritage assets, the design, highways, ecology and amenity.

Principle

- 6.2 The application proposes the erection of a building to support the administrative and operational functions of an existing, established tourism site. These operations are already carried out elsewhere on the site and the proposal would relocate and consolidate these into one purpose-built building with sufficient capacity, there would be no significant increase in operations but it would support more efficient running of the existing site. In principle, this is considered acceptable in accordance with Policies CS9 and DP14.

Heritage Assets

- 6.3 The Historic Environment Service have identified the existing barn dates from the nineteenth century and that such buildings are disappearing from the Norfolk countryside. The application proposes demolishing the barn and thus the significance as a non-designated heritage would be completely lost. Paragraph 135 of the National Planning Policy Framework advises that the effect of a proposal on the significance of a non-designated heritage asset should be taken into account and that a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the asset.
- 6.4 The loss of any heritage asset is regrettable and each case must be considered on its own merits. As this is a non-designated asset of general interest as one example of a particular type of historic development and it is much altered and in a poor state of repair, the Historic Environment Service's proposal for a scheme of historic building recording to be undertaken prior to demolition would ensure a formal record of the building is taken and retained and, on balance, in this particular case, the loss is not unacceptable.
- 6.5 Paragraph 136 of the Framework advises that the loss of the whole or part of a heritage asset should not be permitted without taking all reasonable steps to ensure the new development will proceed after the loss has occurred. In this case it is considered necessary to require a copy of a contract for the construction of the new building to be submitted to the LPA, prior the demolition of the existing building.
- 6.6 The Historic Environment Service have also identified the proposal could affect significant heritage assets with archaeological interest and it is considered necessary to require appropriate archaeological work by condition. The application site is also approximately 300 metres to the southwest of the Grade II* Church of St Mary but the siting and scale of the proposal are such that views of and the setting of the church would not be significantly affected. Subject to conditions requiring a survey of the

existing building prior to demolition, a scheme of archaeological work and contract for construction prior to demolition, the proposal is considered acceptable in accordance with Policies CS9 and DP5 and paragraphs 135 and 136 of the Framework.

Design

- 6.7 In terms of design, the building is larger in both footprint and height than the existing building but similar to the bed and breakfast building previously approved. The ridge height, particularly at the road end would be lower than previously approved and the scale, which is broken up by the stepped design following the changing ground levels, is considered appropriate. In design, the building is relatively simple and functional, drawing on elements of existing buildings on site. Officer have suggested some minor amendments to the fenestration and materials to ensure the building would enhance the entrance to the site and complement the existing development on site. Subject to a satisfactory resolution on these amendments, it is considered the of design the proposal can be considered acceptable in accordance with Policy DP4. Any external lighting should be agreed by condition to manage the landscape impact.

Highways

- 6.8 Vehicular access to this site is constrained and new development which may increase traffic movements to and from the site requires careful consideration. As the proposed building would not introduce any new uses on the site, the Highways Authority consider it unlikely that any increase traffic movements would result. They have recommended conditions on the use of the building and removal of permitted development rights and these are considered necessary to manage amenity impacts as well as highway issues. Subject to appropriate conditions, the proposal is considered acceptable in accordance with Policy DP11.

Ecology

- 6.9 A Protected Species Survey has been submitted which concludes the barns are not used by bats but the surrounding area is and it is considered necessary for the new building to incorporate bat enhancement features to maintain this interest. Subject to appropriate conditions, the proposal is considered acceptable in accordance with Policy DP1.

Amenity

- 6.10 In terms of amenity, there is a neighbouring dwelling approximately 40 metres to the southwest on Staithe Road. The proposed development would not give any direct views of this dwelling and it is not considered the proposed use, which is primarily for storage and office functions, would give rise to any activity which would have unacceptable impacts on the amenity of this or any other neighbouring occupiers. It is considered necessary to require the submission of a demolition schedule with details of the means of controlling dust and noise during demolition in the interests of protecting amenity and, subject to this, the proposal is considered acceptable in accordance with Policy DP28.

- 6.11 The application does not include any proposals for re-use or alteration to the existing buildings and spaces used for the administration and storage functions the new building would accommodate. The applicant is aware it may be necessary to submit further applications should any additional development be required.

7 Conclusion

- 7.1 The proposal would provide a purpose-built facility for the existing business' administrative and operational functions and would support the efficient functioning of this established tourist site. Although a non-designated heritage asset would be lost as a result, the proposal is, on balance, considered acceptable with regard to heritage assets, subject to appropriate conditions. The design is broadly acceptable and, with appropriate minor amendments to the fenestration and materials, can be considered in accordance with Policy DP4. The nature of the use is not considered likely to result in any additional traffic movements to the site and the proposal is considered acceptable with regard to ecology and amenity, subject to appropriate conditions.

8 Recommendation

- 8.1 Approve subject to conditions:

- (i) Standard time limit
- (i) In accordance with submitted plans
- (ii) Samples of materials
- (iii) Scheme of archaeological work
- (iv) Historic building recording
- (v) Contract for construction
- (vi) Demolition schedule
- (vii) Bat features and mitigation
- (viii) External lighting
- (ix) Use of building for office/administration/storage only
- (x) Use of building ancillary to main site
- (xi) Remove permitted development rights for change of use

9 Reason for recommendation

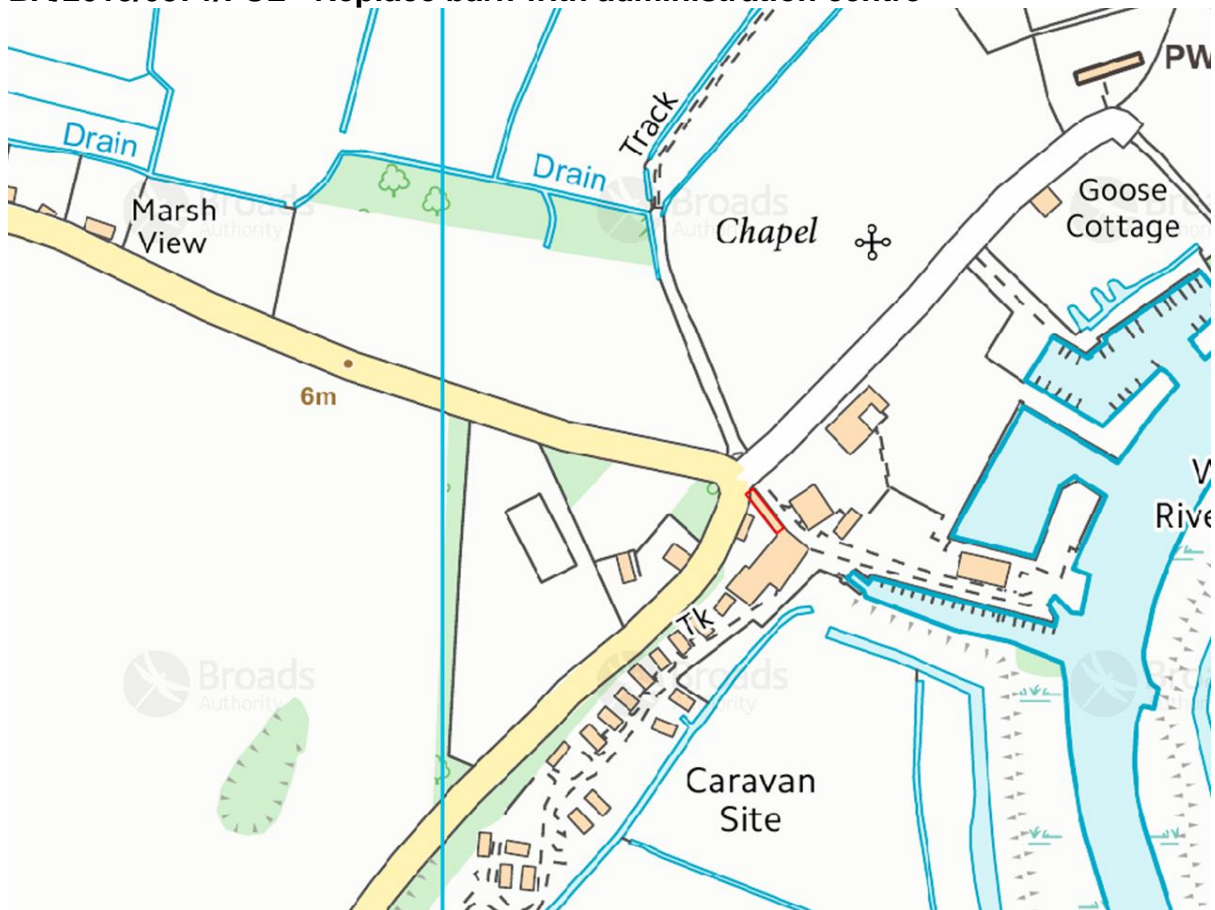
- 9.1 The proposal is considered Policies CS1, CS6 and CS9 of the adopted Core Strategy (2007), Policies DP1, DP4, DP6, DP11, DP14 and DP28 of the adopted Development Management Policies DPD (2011) and the National Planning Policy Framework (2012) which is also a material consideration in the determination of this application.

Background papers: Application File BA/2015/0371/FUL

Author: Maria Hammond
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List of Appendices: Location Plan

BA/2015/0371/FUL - Replace barn with administration centre



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