

Application for Determination

Parish	Burgh St Peter/Wheatacre		
Reference	BA/2015/0360/FUL	Target date	29 December 2015
Location	Waveney Inn and River Centre, Staithe Road, Burgh St Peter		
Proposal	Restaurant extension		
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. There is a single residential property and the Parish Church to the north of the centre, a single residential property to the west 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 In 2013 planning permission was granted for new entrances, external cladding and window alterations to the original two storey pub building and later single storey extensions (BA/2013/0329/FUL, as amended by BA/2015/0236/COND). This building is located to the west of the entrance into the site. The alterations have been completed alongside internal refurbishment and the facility re-opened approximately 18 months ago.

- 1.5 The on-site shop is now located in the original two storey pub building (BA/2013/0405/CU, as amended by BA/2015/0243/NONMAT) and the bar and restaurant are located in the single storey extensions to the southwest, separated from the original pub by the reception area. The bar and restaurant part of the building has two parallel hipped roofs and measures approximately 15 metres by 15 metres in footprint. It can accommodate approximately 70 covers internally, with an additional 40 on the decking on the southern side.
- 1.6 The application proposes extending the restaurant by 7.5 metres to the rear (north). The extension would mirror the form of the existing building, with a third pitched roof at the same height, but with a gabled roof. The land to the rear of the existing building slopes up towards Staithe Road and the extension would be set into this slope.
- 1.7 Materials are proposed to match the existing: painted timber cladding, slates and white UPVC windows and doors. Each roof slope would have two rooflights and the only other openings would be a fire escape door and a window on the east elevation.
- 1.8 The extension would provide space for approximately 70 additional covers.

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/2015/0371/FUL - Replace barn with administration centre – Considered elsewhere on this agenda.

3 Consultation

Burgh St Peter/Wheatacre Parish Council - This application will cause additional traffic to travel along the roads which serve the site. The roads are unable to cope with the current volume of traffic at high season. Councillors were pleased that the improvements to the restaurant have generated more business for the applicant. Councillors are very concerned about the drip, drip of expansion plans over the years which has caused an increase in traffic to the point that during the high season there are numerous conflicts between vehicles, often towing caravans, when they try to pass. Councillors therefore recommend that the application is refused because of the inadequate road links which serve the site. The applicant attended the meeting and indicated he is having to turn away up to 20 evening bookings, yet this extension will give an additional 70 plus covers, it assumed the additional trade will travel by road. Councillors are also very concerned the large more flexible floor area will make the restaurant a venue for conferences and social functions which will put further pressure on the road network.

Broads Society - No objections.

District Member - No response.

Highways Authority – The Highways Authority has continued to raise concerns in relation to the continued development of the Waveney River Centre and the suitability of the highway network serving the site and local area. Whilst the provision of passing bays have been successfully secured in the past, the level of development is reaching a point where further proposals are unlikely to be considered favourably by the Highway Authority without appropriate mitigation being proposed or supporting information to the contrary. The proposal may give rise to an increase in vehicle movements but I am also aware that many of the customers may already be likely to be staying on the site or visiting by river. If existing patrons are being turned away and they have to leave the site, most probably by car, then this will add to traffic on the network that could be avoided. For those who have turned up ad hoc, then arguably the traffic is already on the network but by providing additional facilities then these may be encouraged to stay on the basis a table will become available; in turn this will help to distribute traffic movements over time.

I am mindful of the recent application for residential moorings and have taken this into consideration as a material fact in this application, albeit it is still subject to a decision and may not be subsequently implemented.

I am of the opinion that on balance there is unlikely to be a severe residual traffic impact resulting from the development, however whilst it would be unrealistic to restrict the use for small group functions such as Christmas lunches, etc., I would not wish to see the venue used for functions, such as conferences, weddings or the like due to the highway implications. Recommend approval subject to conditions to manage the use and secure provision of signage to existing passing bays on Burgh Road.

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. If planning permission is granted, we ask that this be subject to a condition for a programme of archaeological work 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 ([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
CS6 – Historic and Cultural Environments
CS9 – Sustainable Tourism
CS11 – Sustainable Tourism
CS16 - Access and Transportation

[DEVELOPMENTPLANDOCUMENT](#)

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, design, impact on heritage assets, highways and amenity.

Principle

- 6.2 With regard to principle, the application proposes an extension to an existing restaurant at an established tourist facility and this is acceptable in principle in accordance with Policies CS9 and DP14 and paragraph 28 of the National Planning Policy Framework.

Design

- 6.3 The design of the extension replicates the existing, with a change in roof form from a hipped end to a gable, and the materials would match the existing and this is considered appropriate. In terms of footprint, the extension would represent a 50% increase on the existing bar and restaurant area which is one part of the larger former pub building. The existing building is read more as a series of attached buildings, than one large building due to the different forms of extension which relate to the different uses within the building. Due to the form and siting of the extension, it is not considered to unacceptably increase the scale of the host building. Setting it into the slope reduces the mass of the building and helps assimilate it into the sloping site. The proposal is therefore considered acceptable in terms of design in accordance with Policy DP4. It shall be necessary to manage the deposition of any spoil resulting from the excavations to provide the extension by condition to ensure it does not result in any adverse impacts on landscape, trees or flood risk.

Heritage Assets

- 6.4 The Historic Environment Service have identified the proposal could affect significant heritage assets with archaeological interest and it is considered necessary to require appropriate archaeological work by condition. Subject to such a condition, the proposal can be considered to be in accordance with Policies CS6 and DP5 and the National Planning Policy Framework with regard to heritage assets.

Highways

- 6.5 The proposal would increase the number of customers that can be accommodated and thus potentially result in greater traffic movements to and from the site. The applicant notes that at present the existing restaurant is often fully booked through the school holidays and weekends and that it is not uncommon to turn away 15-20 customers in an evening. These customers are likely to then leave the site, most probably by car, to find an alternative. The applicant suggests that the increased capacity, which would also give greater flexibility for table layouts, would support the existing facilities offered at the site, protect employment opportunities and promote low impact tourism by reducing traffic movements from the site.

- 6.6 The Highways Authority note that if at present customers are arriving at the site and being turned away due to lack of capacity, but that as a result of the proposal they would stay on the site, then this traffic is already on the network and the proposal may distribute these movements over time. Those customers who are already on the site using other facilities that currently leave the site to find alternative venues are creating additional movements that the proposal could reduce. The Highways Authority are of the opinion that the proposal would be unlikely to result in a severe residual traffic impact, in accordance with paragraph 32 of the National Planning Policy Framework, but advise they would not want to see the venue used for functions such as conferences and weddings and the Parish Council also raise a concern about this type of use. In coming to this assessment, account has been taken of the recent application for ten residential moorings on the site and it should be noted this application proposed providing signage to ten existing passing places on Burgh Road as means of highways mitigation. In view of the fact this development may not be implemented (and indeed a formal decision has not yet been issued), it is considered necessary to also condition the provision of this signage on any permission issued for the proposed restaurant extension.
- 6.7 In terms of use and in recognition of the concerns raised by the Parish Council regarding the use of the building for functions or wedding, it is considered appropriate to only allow the extension to be used for A3 (food and drink) and A4 (drinking establishment) purposes. This is to ensure that the impact of additional traffic is minimised. Uses as function rooms, conference facilities or wedding venues come under different planning use classes and a further planning application would be required to use the development in this way. Subject to appropriate conditions, the proposal is considered acceptable in accordance with Policies CS16 and DP11.

Amenity

- 6.8 The proposed extension would be sited on the opposite side of the road from a dwelling which fronts that road. Due to the changing ground levels, the extension would be much lower than the dwelling and would not be visually prominent from the road or dwelling due to the established roadside hedge. It is not considered the use of the extension would result in any unacceptable impacts on the occupiers of this dwelling or any other neighbouring occupiers given the context of the wider site it sits within and absence of any additional outside seating area (this would remain on the south side of the building). In the interests of protecting visual amenity, it is considered necessary to ensure the roadside hedge is maintained at a reasonable height and subject to appropriate conditions, the proposal is considered acceptable in accordance with Policy DP28.

7 Conclusion

- 7.1 The application proposes an extension to an existing restaurant to provide increased capacity and flexibility to meet demand and this is acceptable in principle. In design, the proposal is considered appropriate and heritage assets, landscape, trees, flood risk and amenity can be appropriately

protected with use of suitable conditions. It is not considered the proposal would result in any severe residual traffic impacts subject to the provision of signage to the passing places along Burgh Road and conditions managing the use of the venue.

8 Recommendation

8.1 Approve subject to conditions

- (i) Standard time limit
- (ii) In accordance with submitted plans
- (iii) Archaeological work
- (iv) Signage to passing places
- (v) Deposition of spoil
- (vi) Materials to match existing building
- (vii) Development to be used for A3 (food and drink) and A4 (drinking establishment) uses only.
- (viii) Retain roadside hedge at minimum height of 1.2 metres

9 Reason for recommendation

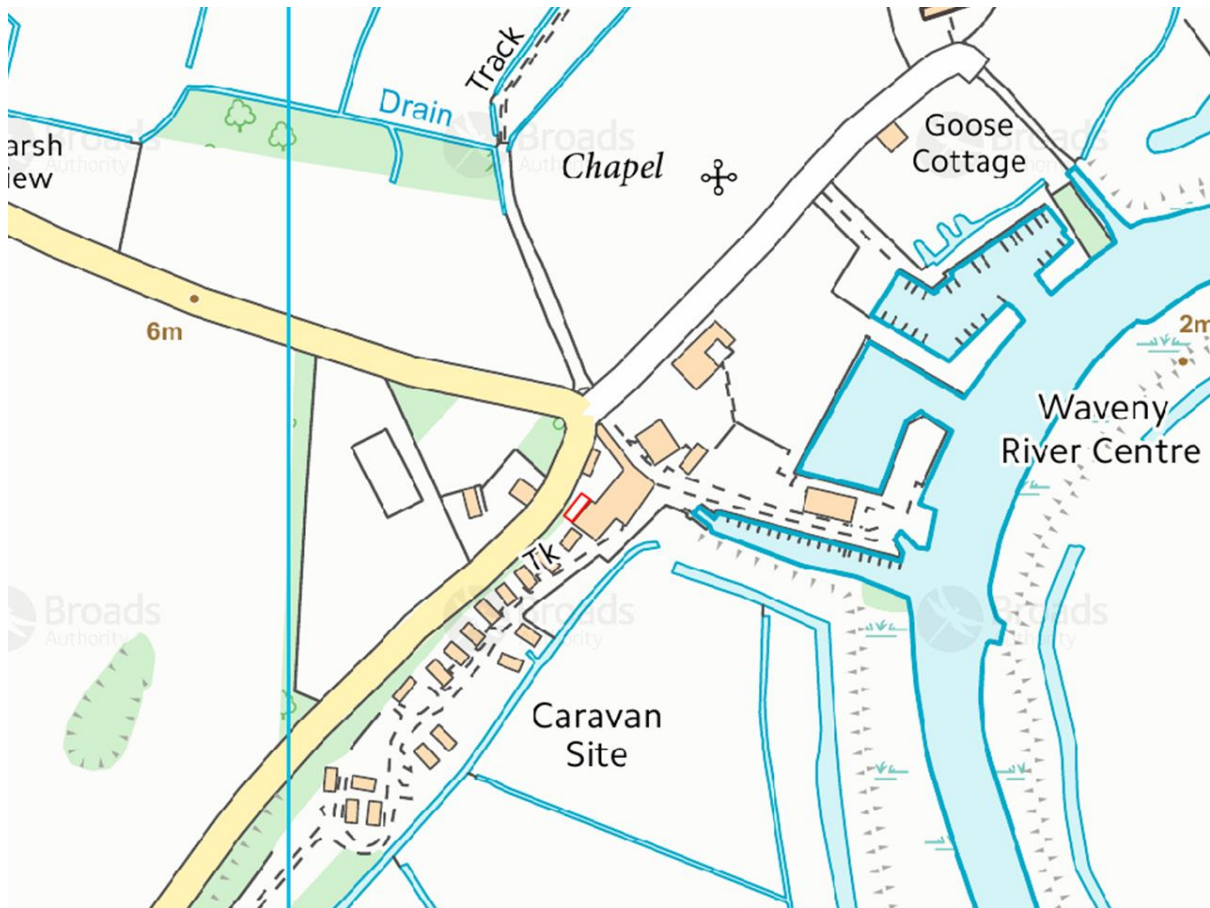
- 9.1 The proposal is considered acceptable in accordance with Policies CS1, CS6, CS9, CS11 and CS16 of the adopted Core Strategy (2007), Policies DP4, DP5, DP11, DP14 and DP28 of the adopted Development Management Policies DPD (2011) and the National Planning Policy Framework (2012) which is a material consideration in the determination of this application.

List of Appendices: Location Plan

Background papers: Application File BA/2015/0360/FUL

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BA/2015/0360/FUL - Restaurant extension



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