

Application for Determination

Parish	Burgh St Peter and Wheatacre	
Reference:	BA/2013/0405/CU	Target Date: 20/03/2014
Location:	Waveney Inn and River Centre, Staithe Road, Burgh St Peter	
Proposal:	Conversion of existing shop to luxury apartment with re-location of shop to unused part of pub	
Applicant:	Waveney River Centre (2003) Ltd	
Reason for referral:	Applicant is a Member of the Authority's Navigation Committee	
Recommendation:	Approve with conditions	

1 Description of Site and Proposals

- 1.1 Waveney River Centre is a popular riverside tourist facility, offering camping and caravan pitches, holiday lodges, moorings, a shop selling groceries and other goods, a public house and tourist related services such as a swimming pool and cycle hire.
- 1.2 The Waveney River Centre sits in the open countryside immediately west of the River Waveney and to the east of Burgh St Peter and Aldeby villages. The site is located on 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.
- 1.3 This application seeks consent for the change of use of part of the on-site public house (known as the Waveney Inn) to accommodate the relocated site reception and shop facilities, whilst the existing shop would be converted to create a new, 5 bedroom self-catering holiday apartment.
- 1.4 Alterations to the exterior of the existing shop and reception building would be limited to modest changes to the fenestration pattern at ground floor level. Where new windows and doors are proposed materials will match those used throughout the building (powder coated aluminium). The exterior of the Waveney Inn would not be altered as a result of the

proposed development, though it is anticipated that some signage would have to be altered.

- 1.5 The existing shop and reception building (proposed new holiday apartment) lies within Flood Zone 3a; the Waveney Inn (location of proposed new reception and office) lies entirely within Flood Zone 2.

2 Site History

- 2.1 In 2013 consent was granted for a new entrance lobby, external cladding and alterations to fenestration of the Waveney Inn (BA/2013/0329/FUL).

In 2013 consent was granted for the siting of six camping pods at the site (BA/2013/0310/FUL).

In 2011 consent was granted for the installation of solar panels on the roof of the reception and shop building (BA/2011/0364/FUL).

In 2010 consent was granted for the demolition of existing outbuildings and their replacement with a new build, five bed unit to provide bed and breakfast accommodation (BA/2010/0392/FUL).

3 Consultation

Broads Society - This seems a wholly sensible development which will enhance the appearance and effectiveness of the services provided at the River Centre and we therefore support the application.

District Member – No response received.

Burgh St Peter and Wheatacre Parish Council - No response received.

Environment Agency – Comments awaited.

Norfolk County Council Highways – No objection.

4 Representations

None

5 Policy

- 5.1 The following policies have been assessed for consistency with the NPPF and have found to be fully consistent with the direction of the NPPF.

Adopted Broads Development Management DPD (2011)
[DMP DPD - Adoption version.pdf](#)

DP4 – Design
DP11 – Access on land

DP14 – General location of sustainable tourism and recreation development
DP15 – Holiday accommodation – new provision and retention
DP27 – Visitor and Community Facilities
DP29 – Development on sites with a high probability of flooding

Emerging Broads Site Specific Policies DPD (unadopted)

http://www.broads-authority.gov.uk/broads/live/planning/future-planning-and-policies/site-specific-policies-dpd/examination-library/SD1_Submission_Site_Specific_Policies_DPD_no_mark_up.pdf

Policy XNS9 – Waterside Pubs Network

5.2 Material Considerations

Technical Guidance to the NPPF
[NPPF](#)

6 Assessment

- 6.1 This application seeks consent for the relocation of the existing shop and reception facilities which serve the Waveney River Centre to a disused part of the Waveney Inn public house (which forms part of the Waveney River Centre site). The ground floor of the building which currently accommodates the shop and reception would be converted to provide a single, five bedroomed holiday apartment.
- 6.2 The planning issues raised by this application are considered to relate to the principle of the development, the design implications of the proposed change of use, a consideration of highways impacts associated with the proposal, amenity impacts and the issue of flood risk.
- 6.3 Considering first the principle of the development, Policy DP27 seeks to protect visitor and community facilities such as both the public house and the shop associated with the reception at the Waveney River Centre.
- 6.4 Furthermore, emerging (though unadopted) Policy XNS9 protects waterside pubs such as the Waveney Inn and seeks to encourage improvements to secure the appearance and viability of what is regarded as an important part of the waterside infrastructure of the Broads. Whilst Policy XNS9 is not adopted, given the advance stage of the Site Specifics DPD and having regard to the fact that no objections were raised against the draft policy, it is considered that significant weight can be afforded to XNS9 as a material consideration in this application.
- 6.5 Having regards to these two policies, it is the case that this application seeks to relocate the existing shop and reception and rationalise the space occupied by the public house. It is recognised that the recently granted consent to improve the public house (BA/2013/0329/FUL) reflects changes in how public houses such as the Waveney Inn now

operate, with a greater concentration on food sales and making the most of the riverside location through provision of outdoor eating space.

- 6.6 Consequently, whilst in absolute terms this application would result in a reduction in floor space at the public house, it is considered that the effect of the development proposed in this application together with that already consented under BA/2013/0329/FUL would be to improve the appearance, functionality and viability of the public house and, at the same time, ensure that the shop – which is a valued facility for both the tourist market and the local community alike – remains on site and a viable economic proposition.
- 6.7 With regards to the creation of a single new unit of holiday accommodation, Policy DP14 permits new holiday accommodation at existing tourism sites such as the application site, subject to the proposal a) being in accordance with other policies in the DM DPD (considered later in this report); b) not requiring a significant amount of new development (none is proposed in this instance); c) not adversely affecting landscape character (there are no concerns in this regard given the very modest changes proposed to the built form); d) not adversely impacting on any protected species (not a concern in this instance given the limited building work proposed) and e) not compromising existing tourism facilities in more sustainable locations (a criteria not applicable to this application given the modest scale and the fact that the application site is an existing tourist facility).
- 6.8 Having regards to the above, it is considered that the proposal satisfies the requirements of DP14 and there are no objections to the principle of the development proposed in this application.
- 6.9 Turning to the issue of design, the proposed change of use would not result in any significant alterations to the external envelope of either the existing shop and reception building or the Waveney Inn.
- 6.10 The principal physical changes resulting from the proposal would result from a reordering of windows and doors along the ground level of the existing reception and shop building. This building is a modern, two storey structure with a ground floor veranda and first floor balcony, covered by the projecting roof form. This design makes the existing windows and doors visually recessive, set as they are behind the balcony/veranda balustrading and reduces the impact of the modest alterations proposed.
- 6.11 Consequently, there are no objections to the proposal on design grounds, though it is considered necessary to request details of any new signage proposed for the Waveney Inn building to indicate the location of the relocated shop and reception.
- 6.12 Considering the issue of access and highways impacts, the proposed new holiday apartment would be served by the existing car park facilities

at the site, which are considered to be sufficient to accommodate any increased demand associated with the new apartment.

- 6.13 It is recognised that access to the Waveney River Centre by road is constrained and that this has, in the past, resulted in objections to development at the site from Norfolk County Council Highways. In this instance, however, the Highways Authority considered that the proposed new 5 bedroom holiday apartment would result in only a marginal increase in traffic movements from the site and, on this basis, there are no objections to the proposal on the grounds of highways impacts.
- 6.14 With respect to amenity issues, the proposed new holiday apartment would sit within the existing tourist centre that is the Waveney River Centre and would be situated immediately below a similar holiday apartment. Having regards to this siting it is not considered that the proposed new holiday accommodation would result in any unacceptable amenity impacts either off or within the site and, furthermore, occupiers of the proposed new holiday accommodation would enjoy a good standard of amenity.
- 6.15 The final issue to consider is the matter of flood risk. There are no concerns regarding the proposed relocation of the shop and reception facilities as this move would relocate two uses classified as 'less vulnerable' in the Technical Guidance to the NPPF from Flood Zone 3 to Flood Zone 2. Consequently, this element of the proposal is considered to be beneficial in terms of flood risk.
- 6.16 The proposed new holiday accommodation is less straightforward in flood risk terms as it proposes the introduction of a use classified as 'more vulnerable' to Flood Zone 3.
- 6.17 Considering the national guidance relating to development and flood risk, paragraph 104 of the NPPF indicates that applications seeking consent for a change of use should not be subject to the Sequential or Exceptions Tests but should still meet the requirements for site-specific flood risk assessments.
- 6.18 This application is accompanied by a Flood Risk Assessment which concludes that the development would be safe and would not increase the risk of flooding. In terms of the flood resilience of the property the internal floor levels on the ground floor are set at 2.43m AOD and this is considerably higher than the modelled one in two hundred year (plus climate change) flood levels of 1.66m AOD.
- 6.19 Given the considerable elevation above modelled flood levels and considering the further potential for safe refuge on higher land just a few metres north-west of the building and, indeed, in the first floor holiday apartment above, it is considered that the development accords with paragraph 100 of the NPPF in that the applicant has demonstrated that the proposal would be safe and would not increase the risk of flooding

elsewhere.

7 Conclusion

- 7.1 This application seeks consent for the relocation of an existing reception and shop to a currently unused area of the Waveney Inn public house, and for the change of use of the resulting accommodation to a five bedrooled holiday apartment.
- 7.2 The proposal is considered to be beneficial to securing a viable future for the public house at this site and would preserve and enhance the existing amenities on offer at this remote, rural site. The proposal would have no unacceptable impacts in terms of design, highways, amenity or flood risk and there have been no objections received to the proposal. Consequently, the application is considered to be in accordance with Policies DP4, DP11, DP14, DP15, DP27 and DP29 of the adopted Development Management Policies DPD and emerging, unadopted Policy XNS9 of the Broads Site Specifics DPD.

8 Recommendation

- 8.1 Approve, subject to conditions:
- (i) Standard time limit;
 - (ii) In accordance with approved plans;
 - (iii) Accommodation hereby permitted shall be used only for provision of short stay holiday accommodation; and
 - (iv) Detail of signage to Waveney Inn to be submitted and approved.

Background Papers: Application File BA/2013/0405/CU

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Date: 10 February 2013

Appendices: APPENDIX 1 – Site Location Plan

APPENDIX 1

BA/2013/0405/CU – Waveney Inn And River Centre, Staithe Road, Burgh St Peter
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