

Planning Committee

06 December 2019

Agenda item number 8(i)

BA/2018/0359/FUL Sandersons Marine Craft, Riverside, Reedham

Report by Planning Officer

Proposal

Demolition of shed, erect timber clad boat workshop, 3 residential dwellings, car park, flood defence wall and landscaping

Applicant

Broadland Pension Fund Trust

Recommendation

Approve subject to Conditions

Reason for referral to committee

Departure from the Local Plan

Application target date

7 January 2019

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1. Description of site and proposals

- 1.1. The application site is on the northern bank of the River Yare in the village of Reedham. Reedham is a small village located within the Broadland District Council area to the west of Great Yarmouth, to the south of Acle and to the north west of Loddon. The village is served by railway lines which run to Norwich, Great Yarmouth and Lowestoft. The road network links to the A47 to the north, and via a ferry across the River Yare to the A146 to the south.
- 1.2. The site is a triangular plot with the long sides facing the River Yare to the south and a road named Riverside to the north. The short western side of the triangle abuts a residential property (No. 25 Riverside). To the east of the application site's corner is the village staithe, river side parking area and moorings.
- 1.3. The road, Riverside, forms the vehicular access and pedestrian access to the site. There is no footway alongside the site boundary and the road is a single lane width with no central lane marking. There is a bus stop on this road in close proximity to the site. On the opposite side of the site (to the west) are residential properties which face towards the river on land which rises up away from the river, behind which are properties located on The Hills.
- 1.4. In the past the site was a single boatyard used in the construction and repair of wherries and then holiday boats. The site was then divided into two boatyards referred to as Halls Old Yard and the second, Sanderson Marine Craft.
- 1.5. The Sanderson's Marine Craft business is still operating, running boat hire from a dilapidated timber building utilising the full river frontage as moorings. The business was until this year part of the Hoeseasons rental network of holiday hire boats. There is also a mobile crane parked at the site and the yard also serves other fleets' boats in this area of the Broads network.
- 1.6. Halls Old Yard is vacant and has no buildings and limited use at the western side of the site. The site has some spill over storage from the Sanderson's site but all buildings on site have been removed due to concerns regarding their structural safety in close proximity to the EA flood wall. The dry dock and flood wall are still present on site, located to the west of the site in close proximity to the site boundary. Previously the dry docks had been covered by metal roofed boat sheds with ridge heights of 5.19m AOD and 4.96m AOD. This would have been of a similar height to that of the remaining timber building on the Sanderson's Marine Craft section of the site.
- 1.7. Both sites have been in use most recently or currently as a boatyard.
- 1.8. The remaining Sanderson's workshop building operates as an engine repair shed, workshop, site office, boat hire reception, laundry, stores, and staff and visitor WC. The timber boat shed measures approximately 16m (west elevation), 13m (east elevation), 11m wide and abuts the highway to the north; it is a minimum of 1.0m and maximum of 4.0m away from the flood defence wall to the south. The building has a ridge height

of 5.1m AOD (approximately 3.8m from ground level) and eaves height of 3.17m AOD (approximately 2.0m). The dual pitched roof is covered in corrugated steel sheet with small roof lights in both planes and the north and south elevations have gables. The walls are clad in mix of horizontal and vertically spaced timber planks. The building has large windows in the centre of the eastern and western elevations and a closed inward opening door in the road facing elevation, and openings on the eastern and southern elevations.

- 1.9. Planning permission is sought for the replacement of the existing shed on the Sanderson's site with a timber clad building of a larger scale in a similar position, the erection of 3 linked residential dwellings on the Halls Old Yard site and associated car parking and landscaping across the whole site with the replacement of the flood defences.
- 1.10. The proposed replacement boatyard building has seen three amendments in design and the finalised proposal is for a 13.5m x 14m workshop constructed in a steel portal frame with timber cladding and a profiled steel roof. This building has overhanging eaves at a height of 5.25m AOD (approximately 3.9m from ground level) and a ridge height of 6.85m AOD (approximately 5.8m from ground level). The building would have 3 sets of timber double doors in the eastern elevation to allow for boats to be brought into the building for repairs. On the southern elevation of the building there is a small lean-to proposed which would house the reception and office and WC/shower. Also, in the main elevation of this building is a section of horizontal orientated glazing which takes design cues from traditional boatyard buildings. The building would have three bays for works to the hire fleet boats. The business would dispose of its crane, and hire in a crane when lifting their fleet boats out for repairs.
- 1.11. The development includes 3no. dwellings, which is reduced from 4.no in the original submission. The proposed block of 3-bedroom terraced dwellings is orientated with a rear elevation facing south towards the river with a small first floor balconies, and a north road facing elevation where the entrance is located. Parking is provided for all properties to the north elevation for two vehicles per property. The dwellings have a contemporary design and would be in an 'upside down' configuration with first floor layout as open plan living room, kitchen and a separate utility room, with a balcony accessed from this space. The ground floor has three bedrooms, storage cupboard, bathroom, en-suite bathroom and hall. To the rear of the property is an area of decking facing the river.
- 1.12. The dwellings would have a ridge height of 9.1m AOD, which from the existing ground level would be approximately 7.8m tall, and eaves of approximately 4.4m above ground level. Mid red facing brick, clay pantiles, painted timber windows and zinc standing seam catslide dormers and gable parapet capping would be the materials used in the construction of the dwelling. Each dwelling would have a single catslide dormer in the front and rear roof plane, and a single Velux roof light in the southern roof plane. In the

northern roof plan, the central dwelling would have 2.no roof lights to provide light to the stairwell as well as the utility.

- 1.13. The proposal also includes the replacement of the flood defence along part of the application site and consolidation of car parking for the boatyard site. The final amendment to the scheme (received on the 18 November 2019) has moved the position of the proposed boat shed by 1.3m to the west to allow for a continuous footway along the road facing boundary of the application site. This foot way would have a minimum width of 1.3m.

2. Site history

- 2.1. There has been no recent planning history related to the site, however in 1984, and subsequently in 1989 outline planning permission was granted for the erection of 6 no. houses across the whole of the application site (Ref. BA/1989/5020/HISTAP).

3. Consultations received

Parish Council

- 3.1. The Parish Council rejects the revised application. Whilst it acknowledges there have been some changes to the plans they are still not significant enough or sympathetic enough to the site. No response has been received to date to the consultation on the most recent amendment (18 November 2019) and this will be reported verbally.

District Member

- 3.2. Raises two issues: (i) the number of dwellings (initially 4) was too much for the size of site and (ii) the drawings of the original shed design were not accurate. The scheme should be considered at Planning Committee. No response has been received to date to the consultation on the most recent amendment (18 November 2019) and this will be reported verbally.

Environment Agency

- 3.3. Do not object to the proposal so long as the development is considered to meet the sequential and exceptions test and that the site is considered safe for the lifetime of development by the Local Planning Authority. In terms of the proposed works to the flood defence and works in proximity to the river bank an Environmental Permit for Flood Risk Activities is required. The EA have also stated that the area is covered by mains sewerage and that the development should therefore prioritise connection to mains sewerage over alternative means of sewerage systems.

Norfolk County Council as Highways Authority

- 3.4. An objection was initially received, but following the changes to the scheme this objection has been removed. The Highways Authority advises that it is noted that the proposals have been amended to reduce the number of residential units and also to include provision of a footway along the full length of the site facing onto riverside road in line with NCC advice. The latest response to the most recent amendment (18

November) has advised that earlier objections to the scheme are withdrawn subject to Conditions SHC05, SHC11, SHC14, SHC17, SHC21, SHC33A, SHC33B and Informatives 1, 4 & 10.

Norfolk County Council's Historic Environment Team

- 3.5. We do not believe that the proposed development will have a significant impact on the historic environment. The shed to be demolished post-dates the famous Halls boat building facility (where the surviving wherries Hathor, Solace and Maud were constructed), so therefore is of little value as a historic asset. We would therefore recommend that archaeological mitigation would be inappropriate in this case.

Pollution Control Officer – Broadland District Council

- 3.6. Requests that a condition is attached should planning permission be granted to require a site investigation of the land prior to the commencement of development on site.

Norfolk and Suffolk Boating Association (NSBA)

- 3.7. The NSBA committee reiterates the views expressed in the response to the original consultation in December 2018. The NSBA has no objection to the redevelopment as amended, and supports the aspiration to ensure that there are reciprocal facilities for other hire boat businesses also belonging to the BHBF, with diesel fuel, water supply, pump out, shore power, craneage, repair and maintenance facilities. Reedham is a major hub in the river network. In addition, the NSBA believes that can be important also to private boat owners of which there are about 10,500, that there is a fully functional boatyard at Reedham.

Broads Society

- 3.8. Whilst the Society of course fully supports the retention of and the expansion of boatyards particularly on the Southern Rivers to maintain the financial sustainability of both the yards and dependent community many issues have been raised by locals and the Parish Council.

4. Representations

- 4.1. 51 representations have been received at the time of writing of the report. 46 of these object to the application, 4 support the application and 1 is a general comment regarding the application. During the course of the application consultees were consulted on three amendments to the application:
- 4.2. The first followed the reduction in the number of dwellings from 4 to 3, and the change in the design and reduction in height of the building. Updated viability and planning statements were also submitted at this point.
- 4.3. The second consultation relates to minor changes to the external design of the proposed replacement shed.

4.4. The final consultation relates to the relocation of the boatshed to achieve a 1.3m wide footpath. No response has been received to date to this consultation (18 November) and any responses received will be reported verbally.

4.5. Of the objections received to date, the main issues raised can be summarised as follows:

- The development would have an adverse visual impact on a popular village setting visited by many tourists;
- Impact upon amenity of neighbouring residents through loss of outlook, day and direct sunlight and privacy;
- What guarantees that the boatyard use will continue rather than alternative employment uses which would cause harm to amenity and the character of the village;
- The residential development is not in keeping with other properties in that area of the village with too high density, poor materials and in an inappropriate location;
- Two dwellings rather than three would be more appropriate;
- The Halls Old Yard site has not been abandoned and had until 2017 been used as mooring and repair facilities;
- The application site is at risk of flooding and therefore inappropriate for residential development;
- The loss of the remaining building on site is unacceptable as it is an important addition to the character and appearance of the water front;
- The proposal would result in unwanted housing;
- The proposal does not provide sufficient car parking which would result in additional problems on the local highways;
- The existing site could be redeveloped for a new boatshed and the existing boatshed retained as a booking office/visitor facility;
- The boating facilities will be reduced;
- The development does not support the boatyard use and is just a means to get residential development and associated profit;
- Reedham has insufficient services and infrastructure to support this type of residential development;
- No.25 Riverside should not be used as a comparison as it is surrounded by trees and is less visually intrusive than the proposed development;
- Small bungalows would be more suited to the needs of locals;

- Riverside Road is not wide enough;
- The profit from the development would exceed the investment in the boat development;
- The whole application site has not been marketed and if it had would have generated more interest;
- The development does not provide a footpath;
- Construction risks are noted from the proposed development and to neighbouring buildings;
- The previous approvals for residential housing are more than 25 years old and have expired; and
- The development would result in the loss of land used by the boatyard and therefore limits the operational use of the land.

4.6. To date, the 4 letters of support have been received in relation to the development.

- Broadland Economic Development Officer supports the Development and has restated this following re-consultation;
- Support for existing boating facilities on the Southern Broads is required;
- The site is a useful stop and service point for hire boaters in this area; and
- Buildings on site are antiquated and not fit for purpose.

5. Policies

5.1. The adopted development plan policies for the area are set out in the [Local Plan for the Broads](#) (adopted 2019).

5.2. The following policies were used in the determination of the application:

- SP2 - Strategic Flood Risk Policy
- SP5 - Historic Environment
- SP7 - Landscape Character
- SP8 - Getting to the Broads
- SP9 - Rec. Access around the Broads
- SP10 - A prosperous local economy
- SP11 - Waterside sites
- SP15 - Residential development
- DM3 - Boat wash down facilities

- DM5 - Development and Flood Risk
- DM6 - Surface water run-off
- DM11 - Heritage Assets
- DM16 - Development and Landscape
- DM21 - Amenity
- DM23 - Transport, highways and access
- DM25 – New Employment Development
- DM26 - Protecting General Employment
- DM28 - Development on Waterside Sites
- DM33 - Moorings, mooring basins and marinas.
- DM35 – Residential Development within Defined Development Boundary
- DM43 - Design
- DM46 - Safety by the Water

6. Assessment

- 6.1. The key considerations in dealing with this application are the principle of development, in particular the loss of employment land at a waterside site, the enabling development offered in support of an existing boatyard, and the fact that these dwellings lie outside of a defined settlement boundary contrary to Local Plan Policy. In addition to this point of principle, the proposal also needs to be considered in terms of the impact of amenity of neighbouring residential properties, design, impact upon the character and appearance of the village and landscape, flood risk, highway safety and the future amenity of residents of the 3no. proposed dwellings.

Principle of development

- 6.2. Looking first at the principle of the use, the whole of the application site has either been in use or is still in use as a boatyard and therefore is considered to be employment land, as well as being a waterfront site by virtue of its riverside location. The adopted Local Plan for the Broads has a number of policies which seeks to protect this type of land use in such locations as suitable waterside areas for boatyard uses is finite. These uses, as in the case with this site, form a part of a network of waterside boat related businesses which have a strong synergy throughout the Broads.
- 6.3. The application proposes a partial redevelopment of the site, which would see housing constructed on the western part; this would be a change of use. If a change of use is proposed from a boatyard use, the first requirement of policy DM26 is to have marketed the site to confirm that there is no alternative tenant or purchaser of the site, or interest in the site from other operators. A 12 month marketing period is set as a

minimum. After boatyard uses, employment uses are sequentially preferred, and then community uses should be considered (parts (a) and (b) of Policy DM26). Where these uses are demonstrated not to be viable, alternative uses can be considered subject to meeting criteria (d), (e) and (f) of policy DM26 as well as other local plan policies, specifically housing, design, flood risk, landscape and highways policies in this case.

- 6.4. When considering the site, it is important to note that the proposed development spans two separate business units, and would result in two separate types of land use. The Sanderson's site would be retained in use as a boat yard, albeit with a new building in part supported through the development of the adjoining Halls Old Yard site. As such, the change of use would only relate to the western part of the site, and therefore the marketing of this section of the site alone is considered necessary as the Sanderson's site is not proposed for a change of use.
- 6.5. The application was accompanied by a viability assessment (which was updated 26 July 2019) and details of marketing. This states that the Halls Old Yard section of the application site has been marketed by Knight Benjamin since January 2017, and in addition since July 2018 by Roche surveyors. This amounts to more than 12 months of marketing as specified in the reasoned justification to policy DM26. The LPA commissioned an independent assessment of the marketing from a chartered surveyor, who concluded that this marketing process has been sufficient and that the Halls Old Yard premises has been fully and properly exposed to the market for a suitable period of time. The marketing process did not result in any firm interest from suitable tenants to take on the Halls Old Yard site as a boatyard. Having demonstrated that there is no demand for the existing use, it is then necessary under DM26 to consider, sequentially, alternative employment, community or tourism uses. No proposals for an alternative employment use came forward as part of the marketing process. Another consideration is that alternative employment uses outside of boatyard uses might not be the most appropriate for the site considering the proximity of neighbouring residential properties, constrained riverside location and narrow access road. No community uses have come forward for the site during the marketing process, even though the report states that certain community groups had been approached such as the Wherry Maud Trust, The Wherry Trust and Wherry Yacht Charter Charitable Trust. Considering that Reedham has a number of buildings used for public and/or community purposes, including a village hall, school and surgery, there is not considered to be a significant requirement for land for this type of use.
- 6.6. It is concluded that tests set out in criteria (b) of Policy DM26, and criteria (g) of Policy DM28 of the Local Plan for the Broads have been met.
- 6.7. Therefore, alternative uses can be considered subject to meeting criteria (d) and (e) of policy DM26 as well as other relevant planning policy. In this instance there is already an established character of residential properties alongside boatyard businesses. The proposal retains land and buildings from which the holiday boat hire business can operate. The proposed development therefore is considered to comply with policy

DM26 (d) and would not compromise the operation of the remaining employment use (in compliance with policy DM28 (h) and (i)).

- 6.8. Having established that the principle of an alternative use for the western part of the site is acceptable, it is appropriate to consider the redevelopment proposed.

Replacement of the Sanderson's boat workshop building

- 6.9. The viability assessment has shown that whilst the current business at Sanderson's operates and pays rent, it is at a point where the building on site and the site's facilities are reaching a critical phase where significant investment is required to continue the use as a hire boat base or boat yard. The facilities at the Hall Old Yard site have already fallen into disrepair and need significant works and investment to bring it back into any employment or other use. As such the proposal is to use enabling residential development to fund the cost of replacing the building on the Sanderson's part of the application site.
- 6.10. The loss of the land used for employment, by its change to residential development, allows for capital investment into the remaining boatyard business. This investment and retention of part of the site in a state able to continue to accommodate a hire fleet is considered to be of sufficient benefit to outweigh the loss of part of the employment site in line with criteria (e) of Policy DM26.
- 6.11. In principle, specifically replacing the existing building on site would see improved facilities for the existing hire boat facility which would ensure that the current tenant or future tenants would have a more efficient, practical building for boat repairs, storage, car parking and also a more appropriate space for holiday boat renters to be received. SP11 would in principle support this and policy DM28 (Development on Waterside Site) explicitly supports the development of new boatsheds and other buildings to meet the operational requirements of the site (subject to other Local Plan policies). A mechanism such as a legal agreement would ensure that the works to the replacement boatyard building are completed prior to the commencement or occupation of the enabling development.

Residential Development on the Halls Old Yard Site

- 6.12. Reedham does not have a defined settlement boundary for the part of the village within the Broads area and nor does the Broads area of the village have any site-specific housing allocations. The majority of the built settlement of Reedham lies within Broadland District Council's Local Planning Authority area, and for the most part the areas within the BA executive Area are agricultural land, or, as in this case, in water related uses.
- 6.13. Broadland District Council has allocated a settlement boundary which runs to the north of the Broads Authority boundary which is in close proximity to the site, and they have also allocated housing within the settlement of Reedham to the north.

- 6.14. The site is previously developed land having until recently had two boatsheds covering the remaining boat drydocks. To the north of the site is the main residential areas of Reedham, and to the west is a residential property. Reedham has a range of services including a primary school, doctors' surgery, post office and tearoom, shop, fish and chip shop, village hall and recreation ground, as well as two Public Houses on Riverside and a further one to the west. The site is within close proximity to these services. (approximately 450m to the school, 350m to Reedham surgery and less than 200m to Reedham Post Office).
- 6.15. Public transport links to Reedham are good as there is a railway station (slightly more than 800m from the site) and also a bus stop on Riverside. The railway station has regular services to Norwich, Great Yarmouth, Lowestoft and stations in between. The bus service is less regular and links to Acle. There is no footway or path from the site to these services, however, it is proposed to create a continuous footpath along the site frontage which would link to the riverside footpath and bus stop. Whilst Reedham has only sporadic footpaths and ways, the site is within the more visibly developed settlement with numerous dwellings also accessed onto Riverside. This road has a relatively low speed limit of 30mph between the site and all the above services.
- 6.16. On the basis of the above information, the site is not considered to be remote from services, the settlement of Reedham has a broad range of services, and there is a reasonable provision of public transport. As such, on balance the location of the site is considered to be a sustainable location and does not conflict with the criteria of the Settlement Study used to define sustainable patterns of development and which formed part of the evidence basis of the Local Plan for the Broads.
- 6.17. Whilst the evidence provided for the Local Plan for the Broads demonstrates that the Broads Authority has a five-year land supply, it is not to say that the development should be refused on the basis that the current minimum need is being met by the Local Plan. As set out above, the site when considered on its own merits is considered to be a sustainable location. Therefore, whilst the site is technically contrary to the Local Plan housing policy (specifically DM35), and does not propose other uses or tenures such as affordable housing, or holiday accommodation which might be in accordance with the Local Plan, the proposal complies in principle with the NPPF.
- 6.18. The NPPF sets out that the Local Plan strategic policies should as a minimum provide for the objectively assessed housing need. In this case, unless other issues are considered to arise from the construction of these three dwellings, then it is not considered reasonable to refuse planning permission as this development would go towards meeting and exceeding this required housing provision.

Amenity of residential properties

- 6.19. Reedham is a relatively densely built rural settlement and there are examples of infill and contemporary replacement of older dwellings. There are a number of residential properties which overlook the site, and one at No 25 Riverside which has a directly adjoining boundary. Due to the increase in height of the proposed replacement

boatyard building and the new build residential development, the structures on site are likely to have an impact upon the amenities currently experienced by these neighbouring residential properties.

- 6.20. The proposed changes brought about by replacing the workshop building on site would have an effect upon the amenity of the nearest residential building, No 62 Riverside. Due to the need to be able to work on boats inside, the proposed new building is taller than the existing building with a ridge height of 1.75m taller than existing. The eaves height would also be taller than the existing building. The replacement building would have a slightly different footprint to that of the existing building, as its eastern elevation would be moved by a minimum of 2.7m and 4.1m to the west, and the width of the building would increase resulting in a west elevation being between 6.3 and 7.6m further to the west than the existing building.
- 6.21. Because the building is in effect moving to the west, the impact upon No.62 Riverside would change by opening up views directly to the south. However, the increase in height would affect direct sunlight and daylight at this property, and to an extent, outlook. This property has an upside down layout with the main habitable living room at first floor height and bedrooms below. The foot print of this neighbouring building is a T format with the bottom of the T closest to the application site and then rooms and a garage set back to the side. The replacement building would be slightly further away than the existing building to No. 62 Riverside. The current building is approximately 7.8m to the closest point of No. 62, and up to 14.0m to the section which is directly opposite, as proposed this would increase by approximately 0.5m.
- 6.22. In support of the application the agent has set out a comprehensive daylight and sunlight assessment (Amended Planning, Design and Access Statement, produced by Kowloon Pacific dated June 2019). This assessment states different methodologies by which the impact of loss of light can be assessed. On the basis of this information, and following site visits it is considered that the increase in height of the building by 1.7m would not have a sufficiently adverse impact to warrant refusal on loss of light grounds, in part due to the mitigating factor of the replacement building being further to the west than the existing building, and stepped slightly (approximately 0.5m) further away from No. 62 Riverside to the south.
- 6.23. In terms of outlook, the first floor would maintain a reasonable outlook to the south, and south east. The new building, and new dwellings would obscure some views from No.62 Riverside, and would change the view of properties elsewhere in Reedham. However, this would not be considered a loss of outlook, and therefore as a loss of a specific view, which is not a material planning matter.
- 6.24. The new residential development would have a limited impact upon No. 62 and No. 25 Riverside due to the distance to No. 62 Riverside (21m from the nearest proposed dwelling), and the existing boundary hedge at No. 25 Riverside which screens the site. No overlooking would occur from the proposed balconies. No side windows are

proposed facing No. 25 Riverside and the windows in the north elevation are more than 21m from the nearest neighbouring property windows.

- 6.25. The continued use of the Sanderson's Marine Boat Yard would not alter the amenity of neighbours in terms of the current lawful use and operations on site, however, the improved building would result in better sound insulation and more work being carried out inside. As such the scheme is likely to improve the amenity of neighbours in terms of noise and dust from the established use of the boatyard. On this basis therefore, the scheme is considered to accord with Policy DM21 of the Local Plan for the Broads.

Design, Impact upon the character of the area, and appearance of the Landscape

- 6.26. Originally a block of 4 dwellings had been proposed alongside a new portal frame boat workshop building which has been amended during the course of the application to 3 dwellings located to the north of the replacement boatshed building which would be constructed in timber cladding. It is acknowledged that the scheme has been reduced in scale and number of dwellings which has allowed for important visual breaks to be read. This would reduce the visual appearance of the scheme as a whole and allow for ancillary space for operations immediately adjacent to the workshop building, which is welcomed. The amendments to the appearance of the replacement boatshed are also considered to be an improvement to the appearance of the building.
- 6.27. A high-quality mix of both historic and contemporary buildings exists in the local area, and therefore the modern design of the dwellings is considered appropriate. The reduction in the number of rooflights on the roof, uncluttering the roof slopes, resulting in a simpler built form which helps to visually anchor the buildings to the ground. The ridge height of the proposed dwellings has been reduced to 9.1AOD, and eaves at 5.69m AOD. This is lower than that of the property to the North (No. 62 Riverside – Ridge 10.37m AOD) and is slightly lower than the ridge level of No. 25 Riverside Road.
- 6.28. The loss of a traditional boatshed building is regretted and its retention would be preferable in terms of retaining the character and appearance of the village. However, it is appreciated that due to the current structural condition of the existing building, and the requirement for taller workspace and openings to allow for boats to be brought inside the building it is not viable to retain the existing building.
- 6.29. The design of the replacement boatshed and workshop has been further amended to include a run of high-level windows, horizontal timber cladding, oversailing eaves and barge board and also the lean-to reception area which all serve to tie this building to the local vernacular of traditional Broads boatyards.
- 6.30. On this basis the revised design of the replacement boat shed is considered to be an acceptable design which would benefit the character of the landscape and setting of the village, and is therefore considered to be in accordance with Policy DM16 (Landscape) and DM43 (Design) of the Local Plan for the Broads.

- 6.31. Considering that the site has previously been developed and that the buildings remaining on site are beginning to look dilapidated the addition of the dwellings, with the backdrop of the village and existing two storey dwelling alongside would not be harmful to the landscape setting.
- 6.32. If consent is granted, it would be appropriate for a comprehensive photographic record to be made of the existing building and the Halls Old Yard site. Again, the recording of this should be completed through the imposition of a condition. This is because of its use as a wherry building site and the historic layout of the yard.
- 6.33. Given the visual prominence of the scheme and the importance of achieving a high standard in design it is considered that all materials and detailing should be conditioned. The details which would need to be agreed are: bricks, roof material, all joinery details including windows, doors and balconies, cladding and treatment, profile of roof sheets, rainwater goods, eaves, verge and ridge details, all hard and soft landscaping including flood wall.

Highways and public rights of way

- 6.34. Norfolk County Council as Highways Authority has requested that the development incorporates a footway along the complete road frontage of the site to enable pedestrians to walk to the quay. Following negotiation, the applicant has provided this footway.
- 6.35. In terms of parking and highways safety concerns raised by residents, Norfolk County Council as Highways Authority consider the parking provision for the business and proposed dwellings to be sufficient. This is because the scale of the business operation is not proposed to increase significantly, and the dwellings meet Broadland District Council's parking standards.

Flood Risk Issues

- 6.36. The site is considered to lay within fluvial and tidal Flood Zone 3a defined by the 'Planning Practice Guidance: Flood Risk and Coastal Change' as having a high probability of flooding. The proposed new boatshed remains in the same water compatible use and is therefore acceptable in flood risk terms. The presence of active flood defences results in the site's 3a designation.
- 6.37. The proposed change of use of the Halls Old Yard part of the site from a boatyard (water compatible) to 3.no class C3 residential dwellinghouses, is classified as a 'more vulnerable' development, as defined in Table 2: Flood Risk Vulnerability Classification of the Planning Practice Guidance. Therefore, to comply with national policy the application is required to pass the Sequential Test and be supported by a site-specific Flood Risk Assessment (FRA).
- 6.38. The key points to note from the submitted FRA, referenced T:\2016/1663-Rev D and dated November 2017, are that the actual risk for the site lies within both the flood extent for a 1% (1 in 100) fluvial and 0.5% (1 in 200) tidal annual probability event,

including an allowance for climate change. The site does benefit from the presence of defences up to 1.95m AOD, however, considering changes for climate change this would be expected to overtop as the level modelled is 2.0m. However, the FRA questions the current integrity of these defences and proposes improvements. The proposed development includes proposed improvements to the flood defences, replacing the flood gates and the manually operated accesses with solid flood wall behind, and raising the flood defences along the site's river frontage from approximately +1.95m AOD to 2.1m AOD.

- 6.39. The building has a proposed finished internal floor level of 2.3m AOD which is above the 1% (1 in 100) and 0.5% (1 in 200) annual probability flood level including climate change of 2.0m AOD and 1.83m AOD (even without flood defence in place and therefore dry of flooding in this event). Therefore, the FRA confirms that there is safe refuge above all modelled events within the proposed dwellings.
- 6.40. The proposal does have a safe means of access in the event of flooding from the proposed dwellings to an area wholly outside the floodplain on Riverside Road (up to a 1% (1 in 100) and 0.5% (1 in 200) annual probability including climate change flood event). The information provided within the Beckett Rankine FRA is adequate to show that a site-specific flood response plan can be compiled for future occupants of the residential dwellings and updated for the visitors to the existing Sanderson's hire boat rental business. A condition will be attached to ensure that this site-specific plan is prepared prior to the first occupation.
- 6.41. Flood resilience/resistance measures have been proposed as part of the FRA and these measures shall be required to be incorporated in the development prior to occupation (minimum finished floor level and construction of a heightened flood defence).
- 6.42. As the site proposes a change of use of land to a more vulnerable land use in flood zone 3a, the sequential test requires the development to meet the Exceptions Test. Part 7 of the Beckett Rankine FRA sets out that the proposed development would incorporate enabling development to sustain an important employment site and service point for the Broads Hire boat network, and also provide improved flood defences as well as bringing an unused brownfield site into use. It is considered that these improvements are sufficient enough of a sustainability benefit to the wider community to meet the exception test and complies with the NPPF and policy DM5 of the Local Plan for the Broads.

Other issues

- 6.43. In regards to the change of use of the western section of the site from a boatyard use to a residential use the District Council's Pollution Control Officer has recommended that a condition is attached to a planning approval to require a site Contamination Survey and Assessment.
- 6.44. The proposed dwellings are considered to be of an acceptable design and will offer acceptable levels of amenity to future occupiers. As such the development is

considered to comply with Policy DM21 of the Local Plan for the Broads in regards to the future occupant's' amenity.

- 6.45. Whilst the site is an existing boatyard, due to the changes in the layout it is a good opportunity to ensure that the working practices comply with the Local Plan for the Broads and that boat wash down meets Policy DM3 of the Local Plan for the Broads. As such a condition will be applied to ensure that the development supplies details and installs adequate boat wash down facilities. In addition, details of safety by the water features will also be required by condition in accordance with Policy DM 46 of the Local Plan for the Broads.
- 6.46. Reedham and the site is within the catchment for mains sewerage and the agent has confirmed that the development would be connected to the mains sewerage system. This overcomes the EA's concerns about this detail and is therefore in accordance with Policy DM2 (Foul Water and Drainage) of the Local Plan for the Broads.
- 6.47. This application is in part for enabling development to support the redevelopment of a boatyard site, which forms the second part of the application. It is important that the two aspects of the development are linked to ensure that the housing site is not sold separately and that the funds raised are in fact used to redevelop the boatyard. A Section 106 Agreement is likely to be the most appropriate mechanism to use to achieve this and Members will be updated verbally on the most recent discussions.

7. Conclusion

- 7.1. The proposed development is considered to enable the existing Sanderson's Marine hire Boat business to replace its dilapidated workshop and continue as a hire boatyard at Reedham for the foreseeable future. The loss of the employment land has been shown to be acceptable as an adequate marketing and viability assessment has shown that the long-term future of the site in its current use is not viable.
- 7.2. Following amendments to the design the scheme is considered to be an appropriate scheme which would not harm the character or appearance of the settlement, or landscape.
- 7.3. Whilst the site lies outside of a defined settlement boundary and includes residential development and is technically a departure from the Local Plan for the Broads Policy DM35, there are a number of considerations which weigh in favour of the proposal. The site has been assessed as a sustainable location with good links to services and acceptable levels of public transport.
- 7.4. The site is in an area of flood risk, however, the benefits from the proposed improvements to the flood defence and economic support to the existing business enabled by this development mean that the site is considered to meet the Exceptions Test in regards to flood risk. The application FRA has shown that the site is safe for its lifetime and therefore complies with Policy DM5 of the Local Plan for the Broads.

8. Recommendation

8.1. That subject to satisfactory conclusion of the discussions around a suitable mechanism to control the implementation of the boatshed replacement building, flood defences and footway prior to the occupation of the dwellings, this planning application be approved subject to the following conditions:

- Time limit
- In accordance with approved plans
- Submission of details as per para. 6.33
- Submission of a landscaping scheme as per 6.33 incl. boundary treatments
- Submission of contamination report and any required mitigation to be carried out
- Submission of details regarding Boat wash down
- Submission of details regarding safety by the water features
- Submission of a completed flood response plan
- Minimum floor level
- Connection to mains drains
- Details of surface water drainage in line with SUDs guidance
- Highways conditions SHC05, SHC11, SHC14, SHC17, SHC21, SHC33A, SHC33B as specified in email from NCC Highways dated 22nd November 2019.
- Removal of PD rights regarding enclosure of access, residential extensions alterations, changes of use from the specified boatyard use.
- Cycle parking shall be installed and retained thereafter
- Details and installation of biodiversity improvements
- Recording of site as per para. 6.32
- Informatives to be added regarding BA Rivers Works Permits, and EA Flood Defence Consents which may be required, and as specified by NCC Highways.

9. Reason for recommendation

9.1. The development is considered to be in accordance with Policy DM11, DM43, DM26, DM28 and DM5 of the Local Plan for the Broads. Whilst the residential development is not in compliance with Policy DM35 and is therefore a departure from the Local Plan, in this instance other material planning considerations on balance mean that this development is considered to be sustainable development and therefore considered acceptable.

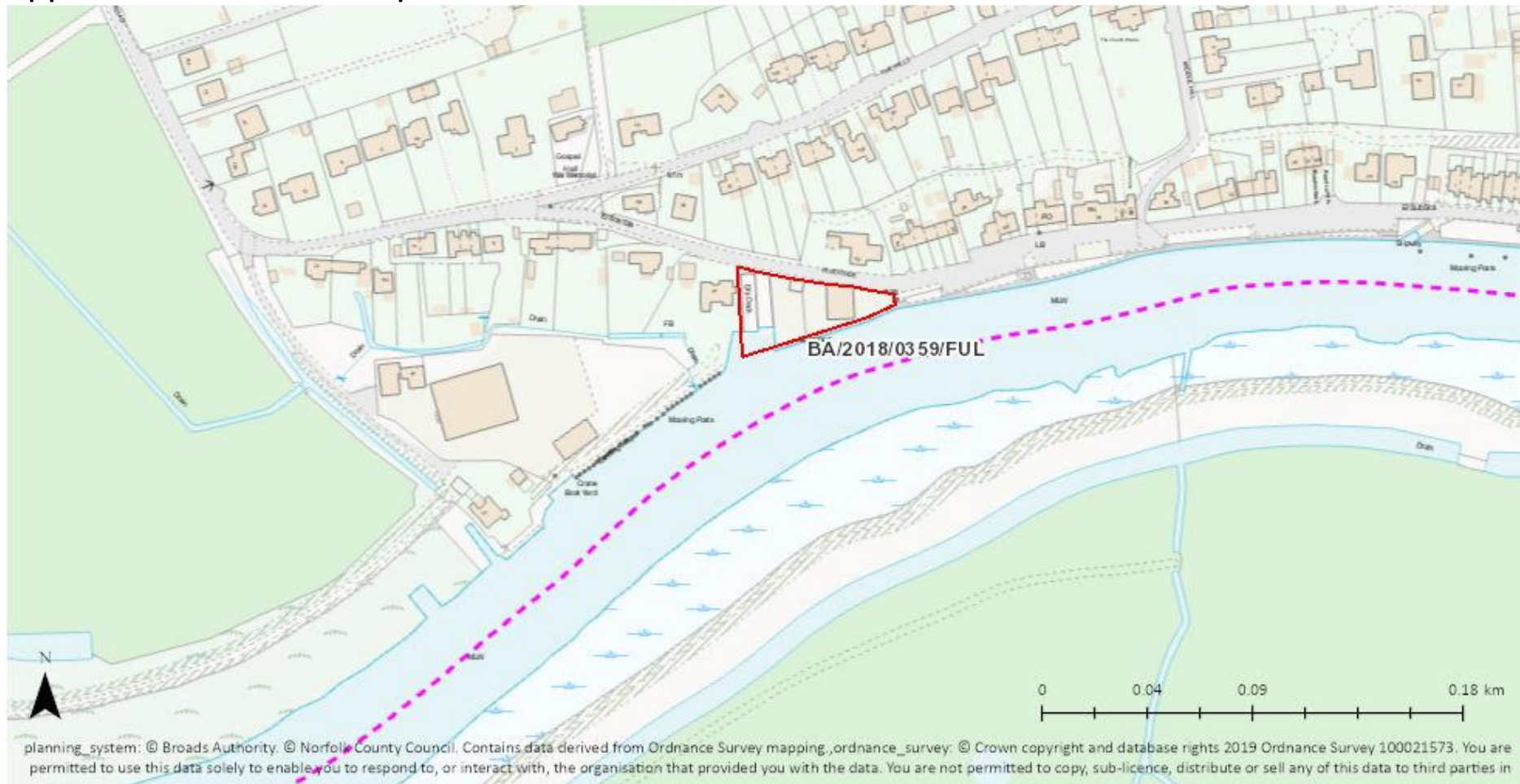
Author: Jack Ibbotson

Date of report: 22 November 2019

Background papers: Application file

Appendix 1 – Location map

Appendix 1 - Location map



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