

**Future Planning Application with Navigation Implications:
Redevelopment of Former Pegasus Boatyard to Provide 76 Dwellings, New
Boatyard Buildings, Office, Moorings and New Access Road**
Report by Planning Officer

Summary: A full planning application has been received for the redevelopment of this site to provide 76 dwellings and an office building together with the construction of a new boatyard, associated car parking, an arrangement of jetties and pontoons providing approximately 40 moorings and the creation of a new reedbed on Oulton Broad. Details are set out in this report.

1 Background

- 1.1 The site is situated at the north eastern end of Oulton Broad and comprises the former Pegasus Yacht factory and Hampton's Boatyard site. It covers an area of 1.6ha.
- 1.2 The southern and eastern boundary of the site front Oulton Broad. Caldecott Road and the Norwich to Lowestoft railway line run along the northern boundary of the site and Pegasus Mews, a small residential development of detached and semi detached properties, adjoins the site to the west. The south west corner of the site adjoins Topcraft, a former boat hire yard. To the east of the site lies a short expanse of open water fronting Caldecott Road. Vehicular access into the site is currently achieved via three entrances taken off Caldecott Road.
- 1.3 The site has been predominantly cleared of buildings with only the former two storey Pegasus Yacht factory office and boatshed building remaining in the south western corner of the site and the Hampton's boatyard building and two adjacent block work stores remaining in the north eastern corner of the site. The majority of the surface of the site is concrete or other hard surface construction. The interface between the Broad and the site is currently a hard engineered edge defined by deteriorating steel piled headings. There are a number of jetties and pontoons supported on large timber piles, together with a number of other structures, in the Broad adjacent to the site, which would have provided moorings for approximately 50 boats. There are currently two slipways in the south western corner of the site and a single slipway in the north eastern corner of the site.
- 1.4 Originally the entire site was in boatyard use, with the Pegasus boatyard on the southern frontage and central area of the site and Hampton's yard to the rear and the north eastern corner. The Hampton's yard was, until recently, occupied by the RNLI with the frontage being used for mooring. In recent

years a number of small and temporary commercial uses operated from the boatshed buildings in the centre of the site, whilst land to the south of these buildings, between them and the waterfront was retained in boatyard use, being used for boat storage and maintenance. The site has been vacant since 2007.

- 1.5 The current applicant has been in discussions with the Broad Authority and Waveney District Council regarding the possible redevelopment of this site since 2005. In 2006 they submitted a planning application to Waveney District Council for development of 151 dwellings, provision of moorings, boat repair facilities, offices and parking. This application was subsequently withdrawn as the proposal was considered to be inappropriate for this site for a number of reasons.
- 1.6 In 2007, in response to interest expressed to redevelop the site, the Broads Authority prepared a Development Brief for the site which established principles to guide and inform redevelopment proposals. This document established that the redevelopment of the site for housing is acceptable on those parts of the site which have consent for general industrial use but that the retention of boatyard facilities on the site is of overriding importance to maintain the cultural and economic vitality of the area.
- 1.7 Since the production of the Development Brief a number of schemes have been discussed, which have all been dismissed as unsatisfactory.

2 Pre-Application Advice

- 2.1 The current scheme for the redevelopment of this site has been the subject of lengthy pre-application discussions. The applicant has been made aware of the overriding importance of retaining a boatyard/employment use on part of the site. The overall layout of the site and detailed design of the buildings has evolved following detailed discussions with the Broads Authority, the Highway Authority and the Environment Agency and has been informed by public responses to previous schemes and to a public consultation exercise on the current scheme organised by the applicant and held in December 2011.

3 The Development Proposals

- 3.1 The scheme proposes the redevelopment of the site to provide 76 residential units, a boatyard and associated facilities, approximately 40 moorings and an office building.
- 3.2 The overall layout of the site and the positioning of the residential element, the boatyard and the office have been dictated to a large extent by the site levels and the fact that certain areas of the site are situated within high risk flood zones. The residential element of this development will cover the majority of the site. It will extend from the existing entrance into the Hampton's Boatyard to the western site boundary and will stretch between Caldecott Road and the frontage of the Broad. This area of the site will be accessed via a single entrance off Caldecott Road. The accommodation will comprise a mixture of 3

and 4 bed houses and 1, 2 and 3 bed apartments. The majority of the buildings will be two and three storeys in height. Three apartment blocks are to be positioned in a slightly elevated position on the edge of the Broad, set behind the new reedbed. Whilst these blocks will be 4 storeys high the design incorporates the fourth storey into the curved roof structure resulting in the buildings being no taller than a more conventionally designed 3 storey building.

- 3.3 The scheme proposed includes the construction of a new two storey office building on the frontage of the Broad in the south eastern corner of the site. The office building will be piled to a height comparable to the ground level of the housing land and the associated car parking area will also be stilted to the same height.
- 3.4 The boatyard facility will cover approximately 13% of the site area and will be situated in the north eastern corner of the site in the same position as the former Hampton's boatyard. This will be the lower lying area of the site. Two boatyard buildings will be provided. A large area of car parking will also be provided in this area to be used in association with the boatyard buildings, the moorings to be created and the use of the slipway. This car parking will double up for winter boat storage. Pump out facilities will also be provided for mooring users. The existing slipway in this area is to be widened and reused by the new boatyard operator and as a public slipway providing public access to the Broad. Pontoon based moorings for approximately 40 boats are to be created around the south-eastern and southern edge of the Broad beyond the reedbed. The pontoons will be attached to piles driven into the solid bed of the Broad.
- 3.5 The scheme also includes the softening of the Broads frontage. Approximately 70m of steel sheet quay heading will be replaced along the eastern frontage of the site in the vicinity of the boatyard. The remaining steel quay heading and timber capping along the southern site frontage will be removed. An offshore bund will be created along the rear of the mooring pontoons. At present it is proposed to create this bund using gabion baskets although the developer is investigating whether a suitable structure could be created using baled car tyres covered with geotextile matting. The land behind the bund up to the shore line will be filled with dredged material and a reed bed will be established. All existing mooring structures and piling within the Broad in the vicinity of the new moorings will either be removed completely or cut off below the dredging line.

4 Navigation Issues

- 4.1 There are a number of issues and matters to be taken into consideration in the determination of this planning application. The key issues will include the overall size and layout of the proposed boatyard; public access to the Broad; any effect there may be on navigation arising from the new moorings; arrangements for future management of the public moorings; dredging and reedbed creation. The following is information which may be useful to the Navigation Committee in coming to a view.

4.2 Proposed Boatyard

The Development Brief prepared for the redevelopment of this site requires the provision of a boatyard of an appropriate size, with associated vehicle parking, moorings, crane and slipways to be included as part of any development proposals for the site. This requirement is complemented by Policy DP20 Development on Waterside Sites in Commercial Use, including Boatyards of the Development Management Policies DPD. The submitted scheme accordingly includes the provision of a boatyard which would accommodate approximately 13% of the total site area. The boatyard would comprise of two boatyard buildings, one of which has direct access to a slipway, associated parking, mobile pump out and crane facilities, storage for trailers and winter storage for boats. The objective of the submitted layout is to achieve a scheme which will result in a functional boatyard. At the time of writing, the final layout for the boatyard, which satisfactorily meets all the operational requirements, is still awaited and it is hoped to have this available to table at the Committee meeting.

4.3 Public Access to the Broad

Providing public access to the Broad as part of the development proposals for this site has been identified as a consideration in the Development Brief. It has also been identified by the Broads Local Access Forum as being beneficial. The draft Integrated Access Strategy for the Broads identifies the provision of viewpoints to the broads as a priority. The submitted scheme states that the slipway, included within the boatyard, would be made available for public use, subject to a reasonable fee, and would be managed by the boatyard operator. It is also proposed to create a public viewing point, including the provision of a bench, at the end of the adopted access road, adjacent to the office car parking. The provision of the slipway and the viewing point is considered to be a satisfactory compromise to meet the need to provide public access to the Broad.

4.4 Creation of New Moorings

The scheme is seeking planning permission to provide between 40 and 50 moorings around the south western and southern frontages of the site. The moorings would be provided by a system of jetties and pontoons. The applicant has confirmed that the pontoons would be Walcon Pontoons. Construction details have been requested and would be likely to be the subject of conditions on any planning consent that may be granted. Details and provision of safety and security measures associated with the moorings would be required by condition if planning permission is granted.

4.5 In order to create these moorings it would be necessary to remove all the existing mooring structures in this area. This would be achieved, where possible, with the complete removal of the structure from the bed of the Broad. However where this is not possible the structures would be cut off below the dredging specification depth. Again this matter would be dealt with in detail by condition. Concerns have been voiced by a number of objectors and statutory consultees that the proposed moorings would encroach into the navigable area of the Broad and therefore have a detrimental effect on

navigation in this area. A plan is currently being prepared by the applicant to demonstrate that the new moorings would not extend any further into the Broad than the current structures and that it would in fact result in a mooring layout that relates better to the edge of the Broad than currently. It is hoped that this plan will be available to table at the Committee meeting.

4.6 Public Moorings

The Development Brief and Policy DP16 of the Development Management Policies DPD require 10% of the moorings created to be public moorings with access to pump out facilities and associated car parking. This scheme proposes to provide 10 moorings for public use and to provide the required mobile pump out facility and car parking. It is likely that these moorings will be run and managed by the boatyard operator but this arrangement is still under discussion and consideration needs to be given to any involvement the Broads Authority may wish to have in the management of these moorings.

4.7 Dredging and Reedbed

The proposed scheme seeks to soften the Broads edge with the removal of approximately half of the steel quay heading and to replace it with a new reedbed. The reedbed would be situated between the new site edge and the bund to be created behind the moorings and would be created using the material dredged to create the moorings. If additional fill material is required it would be imported from work elsewhere in the vicinity of the site. Care would be taken to ensure that no contamination of the Broad would result from the importation of this material. The future management and maintenance of the reedbed would be achieved via a Management Agreement administered by a management company. Details for the construction and planting of the reedbed have been requested and are likely to form conditions on any planning consent that may be granted.

5 **Conclusions**

- 5.1 The proposed redevelopment of this site has been the subject of lengthy discussions over a number of years. The scheme that has been submitted is seeking to redevelop the site to deliver not only new housing but also a replacement boatyard activity and associated mooring opportunities. Member's views are sought.

Background papers:	None
Author:	Alison Macnab
Date of report:	12 February 2012
Broads Plan Objectives:	CC4
Appendices:	None