

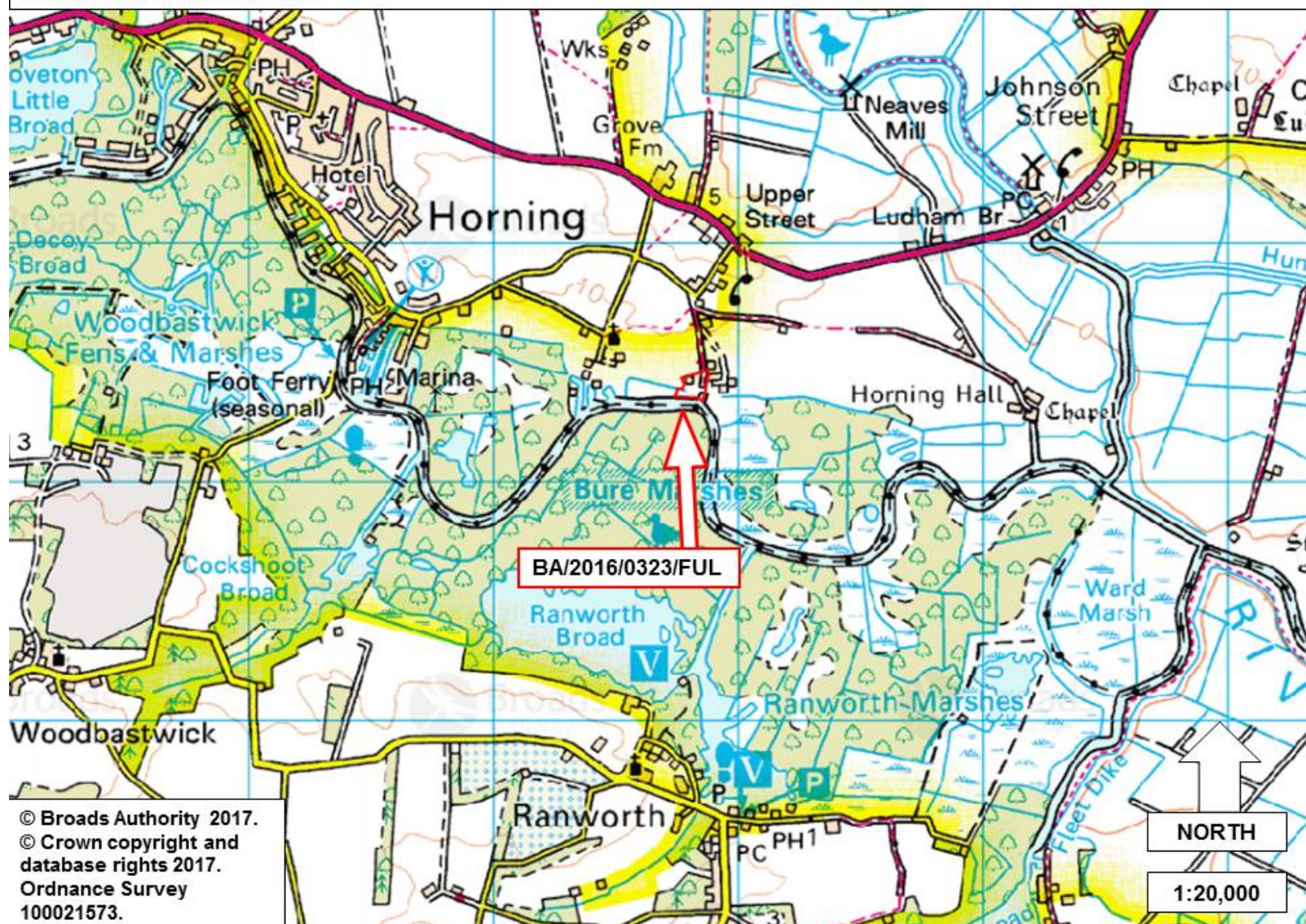
Reference:

BA/2016/0323/FUL

Location

Bureside, Water Works Lane, Horning

BA/2016/0323/FUL - Bureside



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Application for Determination

Parish	Horning		
Reference	BA/2016/0323/FUL	Target date	14 November 2016
Location	Bureside, Water Works Lane, Horning, NR12 8NP		
Proposal	Replacement dwelling and associated works		
Applicant	Prof. Erika Denton And Mr Rupert Cavendish		
Recommendation	Site Visit		
Reason for referral to Committee	Objection received		

1 Background

- 1.1 The application site comprises a dwellinghouse on a sizeable site in the Upper Street side of Horning which fronts the River Bure. The property is located at the southern end of Water Works Lane, a cul-de-sac which is accessed at the corner of Church Road and Upper Street. Water Works Lane provides access to two residential properties at the northern end of the road, Horning Pumping Station, a track leading to Hall Farm Cottages, and the subject property. From the river the property, along with the adjacent pumping station, mark the first built forms on the approach to Horning when heading upstream, the property is sited where the river bends at a 90 degree angle to head westwards towards Horning.
- 1.2 The curtilage of the subject property encompasses land stretching from the Horning Pumping Station on the eastern boundary to the St Benedicts Church Vicarage on the western boundary, with the river marking the southern boundary. The western half of the site comprises a mix of marsh and carr woodland, this is outside of the development red line boundary. The eastern half of the site to which this application relates is domesticated and landscaped, with extensive lawn, a mooring cut, quayheading to the river's edge, and a collection of buildings in the north/north-eastern part of the site. This grouping of buildings includes a two storey dwellinghouse, a large garage, and a handful of outbuildings. It is noted that part of the lawn area adjacent to the river is within the control of the relevant water board although this demarcation is not readily visible or at all obvious.
- 1.3 The existing dwellinghouse on site is two storey of brick construction, rendered and painted pink at first floor level with applied timber detailing to the

gables; it has a tiled roof. The building dates from the early C20 and is of a style typical of this period of development in the Broads. Due to this the building could be considered to have a degree of significance as a non designated heritage asset; it also has a historical relationship to the Waterworks complex to the North which is considered a fine example of its type and consists of a series of buildings of both architectural merit and historic significance. Although not listed, the waterworks complex is considered to be a non designated heritage asset of some significance.

- 1.4 The relationship the dwelling once enjoyed with the waterworks has however been diluted and the sites are divorced both physically and visually due to the mature screening to the northern boundary of the site and the southern boundary of the waterworks. Furthermore the dwelling has been altered unsympathetically internally and extended poorly externally. Additions to the dwelling include a single storey extension on the river elevations, and two conservatories. The design of the dwelling is unremarkable and it is considered that the additions do not complement it or tie-in particularly well,
- 1.5 The siting of the dwelling is in the north-east corner of the site and screened to some extent by mature trees, consequently from many viewpoints the dwelling is quite well secluded.
- 1.6 The property is not readily visible from a public highway, although a public footpath does run adjacent to the eastern boundary of the property. From the river the elongated property frontage and generally open appearance of the eastern half of the site make it a feature of the river view and landscape in this locale. The lack of access to surrounding land or land on the southern bank of the river mean that views of the subject property are limited to views from the river.
- 1.7 Whilst the property does benefit from being familiar in the landscape, it is not on balance considered to be an asset which makes a positive contribution to the historic environment or visually to the broads and its replacement is acceptable in principle. It is considered appropriate that the building should be recorded if replaced.
- 1.8 The intention to regenerate the site was signalled through the submitting of a request for pre-application advice in 2014 where discussions embraced two potential developments, one to extend the existing dwellinghouse, and one to demolish the dwelling and construct a replacement. Further consideration was given through a request for pre-application advice in 2015 where the intention to demolish the dwelling and construct a replacement was clearly signalled and discussions centred on siting, scale, design, and landscape impacts.
- 1.9 The submitted scheme was quite different to the ones discussed at a pre-application stage and sought to address concerns raised, as well as proposing a scheme of a more modest and achievable design. Concerns were raised focussing on design issues and wider landscape impacts, these were presented to the applicants and a number of discussions took place to

explain the Broads Authority position and consider potential ways to take the application forward. This has led to the submission of revised drawings and the application which is the subject of this consideration.

2 Proposals

- 2.1 The current application proposes the demolition of the existing dwellinghouse and the garage sited adjacent to the east, to be replaced by a new dwellinghouse sited a short distance to the west and slightly south. The dwellinghouse would be part single, part two storey, and part two and a half storey, with an elongated frontage running parallel to the river. The design is contemporary and provides a mixed palette of materials with brick at ground floor, vertical timber to the upper floors, and zinc cladding to provide emphasis and framing to the two and a half storey element. The dwellinghouse features two balconies at the eastern end and a first floor terrace at the western end.
- 2.2 The existing dwellinghouse has a footprint of 114.5sqm with a maximum height of 8.10m with an eaves height of 5.75m. The proposed dwellinghouse has a footprint of 211.05sqm with a maximum height to two storey of 8.10m with an eaves height of 5.05m, and a maximum height to two and a half storeys of 10.75m with an eaves height of 7.7m.
- 2.3 As noted above the existing dwellinghouse is reasonably well screened by mature trees, although it is evidently a presence in views from the river, particularly due to the colour of the first floor and the thick plastic frames of the two conservatories which stand out clearly against the darker backdrop. When approaching the property along the river heading northwards it is the adjacent water works buildings that first come into view, these simple yet elegant brick buildings are a conspicuous presence but in their form and setting are a fine introduction to a more obviously manmade intervention into the landscape. The dwellinghouse at the subject site is visible in glimpses, becoming more apparent the closer one gets to the site. When approaching the property along the river heading eastwards the development on eastern side of the site does not become readily apparent until almost alongside it due to the trees present on the western half of the site which extend to the river. Again the trees on site provide a reasonable level of screening to the existing dwelling but its presence is apparent, particularly due to the white plastic conservatories.
- 2.4 The proposed dwellinghouse is sited to enhance the enjoyment and appreciation of the river and surrounding landscape for residents of the property. The siting is more central in eastern half of the site and as such would be a more noticeable presence in the river scene and views from land to the south. Consultation responses objecting to the scheme were received from the Broads Society and the BA landscape officer, the issues are detailed below.
- 2.5 Other elements of the proposal encompass a swimming pool immediately west of the dwelling, an extension to the retained garage, an extension to the existing mooring cut, construction of a boathouse, installation of staging to the

pond area, and replacement of the existing quayheading. The proposed boathouse has a footprint of 115.90sqm with a maximum height of 6.85m with an eaves height of 2.20m.

3 Consultation

Parish Council - the Parish Council fully supports this modified design. This property will greatly enhance the appearance of the area and will, Councillors believe, be an icon of riverside design. The existing property lacks any real architectural merit and modifications over the years have created a building that doesn't reflect any particular style or have any historical value.

District Member - This application can be determined by the Head of Development Management (delegated decision).

Broads Society - The amendments appear to have focussed on matters of detailed design in response to concerns raised by Mr Hogg, which we have not seen, as they are not included in the list of documents for this application on your website. They do not appear to have addressed the more fundamental issues of the impact of the development arising from the scale, height, massing and location of the proposed building as raised by the Authority's Landscape Architect, with which we concur. The observations raised in our previous letter dated 11 October 2016 therefore remain relevant.

- i. The design is for a very much larger larger and taller property than that which it replaces and, rather than being on the original footprint, is in a location which is more visible from the river. It is also re-oriented to present its broad face to the river, in contrast to the existing building. The original building was in context with the landscape, because it was originally the home of the waterworks supervisor, when he needed to live on site. The proposed boathouse is unnecessarily tall.
- ii. Policy DP24 is not complied with because the "scale, mass, height and design" are not "appropriate to (the) setting and landscape character of the location". Also because, not being on the same footprint, and in a more exposed position it is not "less visually prominent."
- iii. There appears to be nothing exceptional about the design, which would comply with the exception policy in paragraph 55 of the National Policy Framework.

BA Landscape Officer - Analysis: Landscape character: The scale and massing of the house, though reduced in the revised proposal, remain greater than the existing dwelling. The building footprint is larger than the existing dwelling and is moved into a more prominent position to take advantage of views to the river. Additional tree planting would help to partially screen the house in views from the river.

The *Landscape response to the comments by the Broads Authority* suggests that in terms of landscape character 'the new proposal will declutter the landscape'. I feel that this may not be the case.

In addition to the house there are a number of other proposed features around the site including surfaced driveways and parking areas, a store/extension to

the existing garage, overflow parking area, hard-surfaced paving/paths, a swimming pool, large boathouse, external lighting, new and repaired quay-heading, a hot-tub, and extended inlet with slipway.

I am concerned about the overall impact of these interventions, which taken together would represent an increase in overall development on the site and as such impact on landscape character and tranquillity.

The applicants acknowledge that in terms of Bure Valley views and skylines, the dwelling would cause significant and adverse impact on views from the river (LVIA viewpoint 1).

Reduction of the ridge height may lessen the skyline impact from viewpoints 3 & 4 although this would be dependent on the success of proposed tree screen planting which could take some time to be effective.

The previously proposed landscape mitigation measures, particularly the treatment of the Northumberland Water land between the dwelling and the river with reedbed, wetland habitat and removal of quay heading would help overcome visual impact and better integrate the site into the surrounding landscape.

However I understand that these measures are no longer considered feasible to implement, being on land not controlled by the applicants.

The LVIA cites these measures in section 6.2 *Predicted landscape effects* and includes them in 8.0 *Mitigation of landscape and visual effects*. Clearly if these measures are no longer capable of implementation, some conclusions of the LVIA are undermined, particularly for Bure valley views.

Conclusion: Although the revised proposals are an improvement on the previous proposals in relation to aspects of the replacement dwelling, given the issues with mitigation, they do not fully overcome the concerns expressed in the landscape comments 16 October 2016 and remain likely to have at least a moderate adverse effect on landscape character and the visual amenity of Broads users.

Representations

None received.

4 Policies

- 4.1 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.

[NPPF](#)

Core Strategy (adopted 2007)

[Core Strategy Adopted September 2007 pdf](#)

CS1 - Landscape Protection and Enhancement

CS5 - Historic and Cultural Environments

Development Management Policies DPD (adopted 2011)

DEVELOPMENTPLANDOCUMENT

DP1 - Natural Environment
DP2 - Landscape and Trees
DP4 - Design

- 4.2 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.

Development Management Policies DPD (adopted 2011)

DP28 - Amenity

- 4.3 The following Policies have been assessed for consistency with the NPPF which has been found to be silent on these matters. Paragraph 14 of the NPPF requires that planning permission be granted unless the adverse effects would outweigh the benefits.

DP13 - Bank Protection

- 4.4 The following Policies are not specifically reflected in NPPF. General thrust of policies in the NPPF would be less restrictive. Continue to apply weight to policies.

Neighbourhood plans

- 4.5 There is no neighbourhood plan in force in this area.

5 Conclusion and Recommendation

- 5.1 The application proposes the replacement of a prominent building on the edge of Horning with a new dwelling on a larger footprint and of a contemporary design. Objections have been received from the Broads Society, primarily about the details of the scheme.
- 5.2 Given the prominence of the proposed building and the importance of setting to its acceptability it is recommended that members undertake a site visit in order to fully appreciate the local context prior to determining the application.

List of Appendices: Location Plan

Background papers: Application File BA/2016/0323/FUL

Author: Nigel Catherall

Date of Report: 16 March 2017

