

**Reference:**

BA/2016/0323/FUL

**Location**

Bureside, Water Works Lane, Horning

BA/2016/0323/FUL - Bureside



© Broads Authority 2017.  
© Crown copyright and  
database rights 2017.  
Ordnance Survey  
100021573.

## **Application for Determination**

<b>Parish</b>	Horning		
<b>Reference</b>	BA/2016/0323/FUL	<b>Target date</b>	14 November 2016
<b>Location</b>	Bureside, Water Works Lane, Horning, NR12 8NP		
<b>Proposal</b>	Replacement dwelling and associated works		
<b>Applicant</b>	Prof. Erika Denton And Mr Rupert Cavendish		
<b>Recommendation</b>	Approve subject to conditions		
<b>Reason for referral to Committee</b>	Objections 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 lawns, 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, because the subject property was formerly the manager's dwelling. 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 subject 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 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 dwelling is not therefore on balance considered to be an asset which makes a positive contribution to the historic environment of or visually to the broads and its replacement is acceptable in principle. It is considered appropriate that the building should be recorded if replaced.
- 1.7 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.
- 1.8 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, a scheme which is the subject of this consideration.

- 1.10 A report was presented to the 31 March meeting of the Planning Committee, outlining the site location and proposals and a copy of which is attached at Appendix 1. Members also had the benefit of a site visit on 20 April, the notes of which have previously been circulated.

## **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 very slightly south. The proposed 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 114.50sqm 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 (upstream) 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 (downstream) 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 Site history**

- 3.1 BA/2015/0152/PREAPP - Replacement dwelling.

### **4 Consultation**

- 4.1 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.
- 4.2 District Member - This application can be determined by the Head of Development Management (delegated decision).
- 4.3 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 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.
- 4.4 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.

- 4.5 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.
- 4.6 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.
- 4.7 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.
- 4.8 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).
- 4.9 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.
- 4.10 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.
- 4.11 However I understand that these measures are no longer considered feasible to implement, being on land not controlled by the applicants.
- 4.12 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.
- 4.13 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.

- 4.14 BA Historic Environment Manager - Application supported, approval should be subject to conditions regarding materials glazing balustrading and hard and soft landscaping.

## **5 Representations**

- 5.1 Two letters were received from residents at the northern end of Water Works Lane. Both residents raised concerns relating to construction traffic and damage to the lane. One resident also raised issues of damage to either side of the lane, including to the drainage ditch, and an increase in flooding to the lane. Both residents seek ongoing temporary repairs to any damage by contractors during the building phase, and the reinstatement or making good of the lane following the completion of construction work.

## **6 Policies**

- 6.1 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

- 6.2 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.

Core Strategy (adopted 2007)

CS20 - Development within Flood Risk Zones

Development Management Policies DPD (adopted 2011)

DP12 - Access to the Water

DP24 - Replacement Dwellings

DP28 - Amenity

- 6.3 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

#### 6.4 Other Material Considerations

Landscape Character Assessment Area 23

### **7 Neighbourhood plans**

7.1 There is no neighbourhood plan in force in this area.

### **8 Assessment**

- 8.1 The proposal is for the demolition of the existing dwellinghouse and construction of a replacement dwellinghouse on an adjacent area of the site. Additional works include 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 to the mooring cut and along the bank of the River Bure. These various elements will be considered separately.
- 8.2 The main issues in the determination of this application are the principle of the development, design, landscape, neighbour amenity including construction traffic, trees and biodiversity, and flood risk.

#### Replacement Dwelling - Principle of development

- 8.3 The site lies outside of a development boundary. Policy DP24 of the Development Management Policies DPD permits replacement dwellings in this circumstance on a one-for-one basis. Taking into account the existing dwelling which would be demolished upon completion of the proposed dwelling, the proposal is considered to represent one-for-one development and therefore acceptable in principle.
- 8.4 Having determined that the proposal is acceptable in principle, consideration must be given to the policy considerations which are set out in DP2, DP4 and DP24 of the Development Management Policies DPD. Considering these policies, the principle matters with this development proposal relate to the siting, scale, form, massing and design of the proposal, and the impact the works would have on the landscape of the Broads. Policy DP2 requires that development would not have a detrimental effect on, or result in the loss of, significant landscape heritage or a feature of landscape or ecological importance. Policy DP4 requires that development must be appropriate in terms of scale, form and massing when considered in the context of the site and the surrounding landscape, streetscape and waterscape. Policy DP24 requires that replacement dwellings are appropriate to their setting and the landscape character in respect of scale, mass, height, design and external appearance. In addition DP24 requires that the property has a lawful

residential use and is not of a historic, architectural, or cultural value to be worthy of retention.

- 8.5 It is useful to consider first the use and historic, architectural, or cultural value of the existing property. Taking into account the history of the site the lawful use of the property as residential is considered established. In terms of its value, the building dates from the early C20, is of a style typical of this period of development in the Broads and has a historical relationship to the adjacent Waterworks complex. Despite its history the design of the dwellinghouse is considered unremarkable, it has been extended unsympathetically, and any link to the Waterworks has been lost over time with the two sites separated both physically and visually. It is therefore considered that the existing dwellinghouse does not retain historic, architectural, or cultural value to be worthy of retention. In these respects the proposed replacement dwelling is acceptable with regard to criterion (c) and (d) of Policy DP24 of the Development Management Policies DPD.

#### Replacement Dwelling - Location within site

- 8.6 Turning to the siting of the replacement dwelling, of key consideration here is criterion (b) of Policy DP24 which requires that the replacement would be located within the same building footprint as the existing dwelling or in an alternative location within the same curtilage, which would be less visually prominent and/or at a lower risk of flooding. The replacement dwelling would be sited immediately adjacent to the existing dwelling and therefore not on the same footprint. It is noted that flood risk is not an issue as both locations are outside of flood zones 2 and 3. The assessment would therefore turn to whether the proposed location would be less visually prominent.
- 8.7 It is important to consider policy wording alongside the reasoned justification which in this case seeks that development be managed in order to prevent development that would be unacceptable by virtue of its size, design or positioning. By tying size and design to location consideration the policy allows for individual sites to be assessed with regard to their specific context. It is also asserted that any assessment based on this criteria must take into account additional benefits that a proposal may present. Whilst an initial assessment would conclude that the siting is not less visually prominent, when considering the proposed comprehensive planting and landscaping scheme, around the dwelling and across the development site, it is considered that overall visual impact would be less than the existing situation.
- 8.8 It is useful at this point to note that the subject property is one of a small group of dwellings on large plots on this stretch of the river. The dwellings in this locality are on quite steeply rising ground, they include the Georgian vicarage (to the Church of St Benedict) and Burefield, these are dwellings of significant scale in substantial grounds. The church itself is a significant landmark on the higher ground and the large scale waterworks buildings to the east of the group are screened but still visible from the river.

- 8.9 The existing dwelling is the most modest of the group by a long way and is located to the east of a very large site and is less noticeable and certainly less visually imposing than the remaining buildings in the group. It is therefore clear that in built form terms the subject property is the anomaly on this stretch of the River Bure and that by this measure the proposed development – ie with its more prominent location - would be more in keeping with the character of this locale. It is acknowledged that this is a somewhat simplistic assessment and the important point to consider in policy terms is visual prominence, but it is considered that the site context here allows for a level of flexibility on this point.
- 8.10 Taking into account the overall resulting scheme, along with a consideration of the site and surrounding development, it is considered that the visual impact of the proposed siting, although more central on the site, would be less visually prominent when considered across the full range of views to and across the site and taking into account the proposed landscaping scheme. It is noted that the proposed planting and landscaping scheme is a key factor in this assessment and as such any grant of planning permission must include robust planning conditions to ensure that the scheme is adhered to and protected in the long term. In this respect the proposed replacement dwelling is acceptable with regard to criterion (b) of Policy DP24 of the Development Management Policies DPD.

#### Replacement Dwelling - Design

- 8.11 Turning to the scale, form, massing and design of the proposed replacement dwelling, members are advised that there has been a history of pre-application discussion on proposals for this site.
- 8.12 When considering the design of the proposed dwelling, officers have provided extensive analysis and are of the view that the latest proposal, whilst still uncompromisingly contemporary, responds positively and well to the site. It is accepted that most development will have an impact to some extent on the appearance and character of an area, and that in the case of a familiar scene this impact will be more apparent. New development however that has been designed specifically to ensure that the visual impact responds to setting, can enhance that setting through introducing a new built form.
- 8.13 This particular site is very prominent it sits on a bend on the river and from the river attention is drawn to the group of buildings by the Church and the attractive traditional group of ancillary buildings to the riverside of Burefield, the Rectory which sits within the immediate setting of the church and the large waterworks buildings. On closer analysis these buildings are a diverse architectural mix. Ranging from the traditional and familiar form of the flint Church through the rendered late Georgian classical façade of the rectory to the beautifully detailed interwar utilitarian design of the waterworks buildings. The application site lies in the centre of this existing composition and due to the eclectic nature of the buildings surrounding it is considered there is an opportunity to add to this diverse group through a quality contemporary solution.

- 8.14 The design as proposed provides a substantial dwelling, however given the size of the existing plot the scale of the proposed building is not considered to be excessive. The mass of the building has been broken through the use of a highly articulated plan form which produces a variety of vertical and horizontal planes, variation in ridge and eaves height, the use of a strong roof form to visually bring the higher element of the building closer to ground and a consistent palette of materials which provide both texture and variety to the elevations.
- 8.15 In terms of the visual impact the 3 storey element is the most significant and at 11 metres to the ridge this will be the most visible form from the river. This is the case both on the approach from the south but also from the west from Horning. From the west the breaking of the gable form by the roof slope of the centre section of the higher element returning down the main wing is considered to break the mass sufficiently.
- 8.16 From the south the gable is envisaged as and has been designed to make a visual statement on the approach from the river, the lean to roof form to the east which echoes that joining the adjacent wing helps ground the height of the gable. The use of set backs on the plane of the gable elevation with a strong enclosing overhanging roof form also helps to lower this gable visually and also better relates it to the lower wing. It is considered that a lower gable of two storeys may make less of a visual impact but it would also provide less of a visual full stop to the overall linear form of the building and this would weaken the overall composition.
- 8.17 The treatment of the design is uncompromisingly and unapologetically contemporary and in this respect can be viewed as a continuation of the eclectic style of buildings forming the small group around the church.
- 8.18 The palette of materials ties into the contemporary design, but by utilising natural materials in the composition proposed this enables the dwelling to respond to the landscape and setting, and result in an appearance which is at ease in this location and reasonably restrained in terms of its position within the surrounding landscape. The use of materials is continued along with the full width of the proposed dwelling, so the dark brick at ground floor level provides the basis for both the east/west element and the north/south element of the building, with a lighter colour and softer material to the upper floors. This provides visual continuity and allows the dwelling to appear as a more subtle presence as the design flows unpretentiously and suitably regularised, which is given further credence through the pattern of openings in the elevation which fronts the river.
- 8.19 In conclusion it is considered that the proposal has responded to the site in a positive way. It is a bold design, contemporary in style on a very prominent riverside site. In many ways a less visually striking building might be lost on a site of this nature. The house is designed to be seen, but at the same time has been sited carefully to allow the retention of the mature landscaping, which would be reinforced through new planting, ultimately resulting in a

building that assimilates into the setting. The design addresses the dual aspect of a site located on a bend in the river resulting in a positive visual impact from either approach. It is noted that the proposed planting and landscaping scheme is a key factor in this assessment and as such any grant of planning permission must include robust planning conditions to ensure that the scheme is adhered to and protected in the long term. In this respect the proposed replacement dwelling is acceptable with regard to DP4 along with criterion (b) of Policy DP24 of the Development Management Policies DPD.

#### Replacement Dwelling - Landscape

- 8.20 The site is located on the northern bank of the River Bure on a valley side which rises noticeably from the riverside. The existing dwelling sits approximately 3 metres above the level of the river, and this would be the same for the proposed dwelling. The sloping nature of the site and evident rise in levels result in a site which is a noticeable presence in the surrounding landscape viewed from the south, and when viewed from public footpaths to the north part of the upper floor and roof are visible. It is clear that riverside development in this locale is visible from a wide area but it is important that any impact is not considered in isolation and the surrounding sites and existing development on the application site are integral to an assessment of landscape impacts.
- 8.21 The three other sites which feature a built form on the northern bank of the river, namely Burefield, the Rectory, and the Waterworks, all make a contribution to the surrounding landscape resulting in a particular landscape character to this area of the Broads. The application site features a large house which by virtue of its orientation and massing has less of a presence than the buildings on the other sites. The proposed dwelling will initially be more of a presence in the surrounding landscape than the existing dwelling and this is acknowledged in the submitted landscape and visual impact assessment. There are a number of points that must be considered when assessing the landscape impact.
- 8.22 The proposed dwelling for the majority of its width is at a height which is comparable to the existing dwelling, and where it does increase in height this is only for a width of 5.6 metres and in the form of a gable, so does not have a bulky or overbearing presence. The width of the new built form is of an evident increase, however the siting of the new dwelling and its relationship to domestic infrastructure on site will allow for the elements such as outbuildings and parking areas to be hidden from river views. This is in direct contrast to the existing site where there is a certain undisciplined sprawl to the appearance and this is apparent for a width greater than the proposed dwelling. Although in terms of longer distance views the lower level elements of this sprawl are less noticeable, from the primary viewing area of the river the breadth of the manmade influence on the landscape is comparable. With this in mind it is considered that the proposed dwelling would represent a simpler form and by presenting one unified and flowing presence would overall improve the appreciation of the site and ensure that landscape impacts are related to the scale and type of development on this section of riverside.

- 8.23 The backdrop of the site on the northern boundary comprises a hedgerow of an orthodox height which is perceptibly thinned in places. The height of the hedgerow is such that even the low level outbuildings protrude clearly above it when viewed from the river, with only sporadic planting in the foreground of this view, and when viewed from the north the upper elements of the dwellinghouse are visible. The proposed development encompasses a comprehensive landscaping scheme which includes elements to the northern boundary to replenish the hedgerow and provide additional planting, this would allow for an improvement to the backdrop of the site when viewed from the south, and foreground when viewed from the north. It would also have a vital contribution to the overall appearance of the dwelling which in terms of its materials and design seeks to complement the natural elements of the site and allow a more subtle presence of the built form. To the river side of the dwelling would be significant planting of trees which will break up views of the built form, provide a level of screening, and soften any impact on the overall landscape. The combination of these factors would ensure that any landscape impact is minimised and as the site matures will significantly lessen further.
- 8.24 The assessment of landscape impact of the new dwelling must take into account the existing situation. As discussed in paragraph 5.5 above the quality of the existing dwelling is unremarkable and has been extended unsympathetically, as such it does not make a positive contribution to the site and surrounding landscape. Two particular points are worth emphasising: the house is an unsubtle pink colour at first floor which jars with the surrounding natural environment, and the two conservatories feature thick plastic frames which are obvious and awkward in the context of the dwelling which they adjoin. The proposed dwelling has a well considered flow and uniformity which produces a form of subtlety to the built intrusion which is less well served by the existing dwelling. Again it is important to acknowledge the key contribution of the materials and design and the landscaping scheme which together would allow for an improved assimilation into the landscape.
- 8.25 The proposed scheme as originally submitted was assessed by the BA Landscape Architect who raised concerns regarding impacts on landscape character and visual amenity due to the height and extent of the proposed dwelling. The revised scheme has sought to address these concerns through design changes and additional landscape enhancements. This scheme has been assessed by the BA Landscape Architect who has acknowledged that the revisions represent an improvement but still concludes that the landscape impacts are unacceptable. This position has also been presented by the Broads Society. The conclusion stated is that the proposed scheme will have at least a moderate adverse effect on landscape character.
- 8.26 The key points of contention are the overall impact of development which includes hard surfaced area around the dwelling and to the north of the dwelling, and the effectiveness of the planting scheme. When considered as part of the overall landscape in this location, the hard surfaced areas, and indeed the proposed swimming pool, are at ground level and taking into account the rising ground level from north to south and the fact that views to



ground level would be limited to views from the south, the hard surfacing would be particularly subtle and is of a scale which is considered to be appropriate to the dwelling. The majority of the hard surface area would be screened by the dwelling and the existing and proposed planting. Therefore it is considered that impacts on landscape character would be very limited. The one element of hard surfacing that would be evident is the path between proposed dwelling and proposed boathouse, this path is considered to be of a reasonable scale and when considered in relation to the existing domestication of the site and the improvements that would be undertaken as part of the proposed landscaping scheme would not have an unacceptable adverse impact on the surrounding landscape character.

- 8.27 It has been alluded to frequently in this report that the proposed landscaping scheme is a critical part of the acceptability of this proposed development. The Landscape Architect has accepted that revisions to the scheme would lessen any impact of the proposed development on the surrounding landscape but concludes that the planting could take some time to be effective. This point is accepted but it is argued that landscaping schemes are an integral part of numerous planning proposals and the fact that there is always a delay while planting becomes established is a conventional and customary practice which is accepted as bringing overall positive outcomes. The site area as it exists is predominantly an open expanse of grass with a smattering of trees, and although the proposed scheme proposes nothing radical in comparison, the resulting appearance, including native meadow, hedges, and trees, will be a significant improvement on the existing situation which will soften the appearance of the site as a whole and this in turn will benefit the appearance of the landscape in this area. Whilst it is likely to take up to ten years for the full benefit to be achieved, when taking into account the lifetime of development, and the overall benefits in terms of landscape improvements to the site, the period of time it will take for planting to establish is considered reasonable and acceptable.
- 8.28 The scale of the proposed dwelling has been noticeably reduced from that which was originally proposed, and in terms of the alterations to the 2.5 storey element, the alterations are significant which it is deemed satisfactorily reduce the visual mass. The scale and orientation are typical of development on this section of the river and represents an improvement on the existing dwelling and alongside the form and materials are considered to represent a well thought out approach to development at this site. The proposal would significantly improve the appearance of the whole site and alongside the improvements to landscape through planting is considered to not have an adverse impact on the surrounding landscape. As stated above, any grant of planning permission must include robust planning conditions to ensure that the proposed landscaping scheme is adhered to and protected in the long term. In this respect the proposed replacement dwelling is acceptable with regard to Policy DP2 and criterion (a) of Policy DP24 of the Development Management Policies DPD, and Policy CS1 of the Core Strategy.

#### Replacement Dwelling - Amenity

- 8.29 The application site is reasonably isolated in relation to other residential properties in the area, therefore it is considered that there would be no impact on amenities and privacy of other residents from the resulting development or during the construction phase. There have been issues raised by residents at the northern end of Waterworks Road in relation to potential damage to the road surface which has seen an increasing degradation over the years as a result of the type of traffic which has been utilising the lane. The applicants have commented that they are proposing running repairs for the duration of the works and the filling in of any current and new pot holes at the conclusion of works. The proposed development is therefore acceptable with regard to Policy DP28 of the Development Management Policies DPD.

#### Replacement Dwelling - Flood Risk

- 8.30 The subject site is located within flood zones 1, 2, and 3. The siting of the proposed dwelling is comfortably within flood zone 1. The Environment Agency have raised no objection noting that the site is 3.5m AOD which is the same as the existing dwelling, and that the dwelling is not at risk of flooding in the 1% fluvial and 0.5% tidal annual probability flood event including climate change. It is therefore considered that the proposed replacement dwelling is acceptable with regard to Policy DP29 of the Development Management Policies DPD.

#### Replacement Dwelling - Biodiversity

- 8.31 The applicants have submitted a Phase 1 Habitat Survey, a bat survey, and a great crested newt survey.
- 8.32 The proposed works are contained within the site area which is limited to the eastern half of the overall property curtilage and therefore within the area which is already domesticated. The habitat survey concluded that in the main activity at the property was limited to the western half which is not included within the application site area. Recommendations were made in relation to timing of the boathouse construction, and precautionary working methods such as overnight covering of any excavations. Further surveys were recommended for bats and great crested newts and these have been submitted.
- 8.33 The bat survey found evidence of a small number of bats roosting at the existing dwelling but concluded that it is not a significant roost site, the majority of activity at the site was in the trees and hedgerows. Demolition of the existing dwelling will require a European Protected Species licence. The proposed works at the site are considered unlikely to have an adverse impact on commuting routes, foraging, and the valuable boundary habitats. Mitigation would be required and should this be proposed up front Members will be updated verbally.
- 8.34 The great crested newt survey found no great crested newts on site or evidence of egg laying. It was therefore concluded that it is highly unlikely that

great crested newts are present on the site and no further survey or mitigation are required.

#### Replacement Dwelling - Trees

- 8.35 The applicants have submitted an arboricultural impact assessment, method statement, and tree protection plan for the proposed development, this has been assessed by the BA Tree Officer who has confirmed that the proposal is acceptable and would recommend approval, subject to a planning condition to ensure compliance with the submitted documents. In this respect the proposed development is considered acceptable with regard to Policy DP2 of the Development Management Policies DPD.

#### Extension to the retained garage

- 8.36 The existing garage at the northern end of the site and located reasonably centrally along this boundary is of brick construction with a pitched tiled roof. The building is of unremarkable design and does not make a positive contribution to the site in being part of the overall sprawl of development. However, the scale is such that it does not have an impact on the surrounding landscape when viewed from the north, and taking into account its siting and the siting of proposed dwelling would not be visible from the south. It is proposed to extend the garage to approximately twice its footprint as part of the plan to amalgamate the existing storage areas. This approach is considered sound, the resulting building would be of a reasonable scale, and without impact on the surrounding landscape the proposed extension of the existing garage is considered acceptable with regard to Policy DP2 and Policy DP4 of the Development Management Policies DPD, and Policy CS1 of the Core Strategy.

#### Extension to the existing mooring cut, construction of a boathouse, installation of staging to southern side of existing pond

- 8.37 The property currently features a mooring cut which is located on the river frontage to the western side of the application site. A short distance to the north of the cut is a pond. The proposal seeks to extend the size of the mooring cut up to the edge of the pond, in addition a boathouse would be constructed immediately west of the pond at an angle to the main area of mooring cut. The extension of the mooring cut is required to enable the applicant's boats to be stored safely within the site, rather than having to utilise mooring on the riverbank. The boathouse is required to protect the boats from the elements. The size of the development is considered to be appropriate for proposed use and is acceptable in principle.
- 8.38 The existing mooring cut is of very modest proportions, the extension of this area is considered to be reasonable in size, particularly when considered in the context of the site area and would not be detrimental in terms of the character of the site or the surrounding landscape. The existing mooring cut features timber quayheading, the extended mooring cut would be finished with timber quayheading with timber decking around the perimeter. Taking into

account the existing treatment of the mooring cut banks the proposed scheme is considered acceptable and would have a relatively low impact on the appearance of this section of the site.

- 8.39 The existing pond would remain in situ. The proposed mooring cut extension would adjoin the southern side of the pond, it is proposed to provide staging at this section, this would allow for a separation to be maintained between the two elements which are different in terms of their purpose, as well as providing improved access. The height of the staging would match the quayheading to the mooring cut and riverbank and therefore would not appear out of keeping or interrupt the appearance of this element of the site, or undermine the overall character.
- 8.40 The proposed boathouse is of a design which is typical to the Broads, comprising a low level rectangular main building with a low eaves level and utilising a steep roof pitch to allow for a sail loft to be incorporated within the building. The boathouse incorporates a balcony at first floor level recessed under the roof. There are no objections to this proposal in terms of its design. The subject property is undoubtedly domestic in character and features a substantial river frontage with much of the river bank finished with quayheading, it would therefore not be unexpected for a boathouse to feature in such a setting. The proposed boathouse is set back from the river and taking into account the trees in this location is reasonably nestled which would allow it to be a fairly inconspicuous presence in the river scene. The design is simple and the structure of a scale which would not be overbearing or cumbersome. The separation of boathouse to dwellinghouse would ensure the two are read separately and would not result in a cluster of buildings. The sides of the boathouse would be timber which would ensure a gentle appearance. The proposed roof would be metal which taking into account the siting and orientation of the boathouse is considered acceptable.
- 8.41 The proposed works would be sited off the river and therefore ensure that it does not impede navigation of this stretch of the river. The mooring cut and boathouse are situated within Flood Zones 2 and 3, however the extension of the mooring cut will increase the water capacity of the area and is therefore likely to marginally improve the flood risk of the site. In addition the Environment Agency has raised no objection to this development.
- 8.42 It is therefore concluded that the proposed mooring cut extension, boathouse, and staging to the pond area are acceptable and in accordance with Policies DP4, DP12, DP13, and DP29 of the Development Management Policies DPD, and Policies CS1 and CS20 of the Core Strategy.

#### Replacement of the existing quayheading

- 8.43 The bank of the river across the width of the site area features existing timber quay heading, multiple sections of which are visibly in a poor condition. The replacement quayheading would be timber which allows for a softer appearance in quay heading in keeping with the existing situation. It is therefore considered that the proposed replacement quay heading is

acceptable in terms of its appearance as well as the character and appearance of the surrounding area and river scene having regard to Policies DP4 and DP13 of the Development Plan Document and Policies CS1 of the Core Strategy.

## **9 Conclusion**

- 9.1 The existing dwelling, whilst a familiar presence in the landscape, does not have historic, architectural, or cultural value to justify retention and its demolition is considered acceptable. The replacement dwelling would be less visually prominent when considered across the full range of views to and across the site, and landscaping proposals would mitigate for concerns expressed by consultees. The design of the dwelling is bold and contemporary, it responds well to the site setting which is augmented by the materials palette. The proposal presents a unified approach to development at the site which would significantly improve the appearance of the whole site and alongside the improvements to landscape through planting is considered to not have an adverse impact on the surrounding landscape. The proposed boathouse has a simple design and is of a reasonable scale, and is considered to overall represent a reasonably inconspicuous presence in the river scene. Overall the proposal is considered to represent a positive redevelopment of the site which would strike a fine balance between being visually pleasing but not dominating and therefore is considered to be an asset to development on this section of the River Bure and in keeping with the character and appearance of development in this locale.

## **10 Recommendation**

Approve subject to conditions

- (i) Standard time limit;
- (ii) In accordance with submitted plans;
- (iii) Details of materials;
- (iv) Landscaping scheme details;
- (v) Approved landscaping scheme to be implemented in next available planting season;
- (vi) Any tree or plant that dies within 10 years to be replaced;
- (vii) Restriction on works to trees, shrubs, or hedgerows for 10 years;
- (viii) Works to be carried out in accordance with the submitted Arboricultural Method Statement and Tree Protection Plan dated August 2016;
- (ix) Timescale for demolition of existing dwelling;
- (x) Recording of existing dwelling;
- (xi) Timing of boathouse construction;
- (xii) Working methods to protect otters;
- (xiii) Details of type and siting of foul sewage private treatment plant;
- (xiv) European Protected Species licence prior to commencement;
- (xv) Bat and bird mitigation measures and enhancements;
- (xvi) Timber quayheading preservative;
- (xvii) External lighting scheme

- (xviii) Remove permitted development rights; and
- (xix) Boathouse only to be used in connection with the dwelling.

## 11. Reason for Recommendation

- 11.1 The proposal is considered to be in accordance with Policies CS1, CS5, and CS20 of the Core Strategy (2007), Policies DP1, DP2, DP4, DP12, DP13, DP24, and DP28 of the Development Plan Document (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/2016/0323/FUL

Author: Nigel Catherall

Date of Report: 12 April 2017

