

Application for Determination

Parish Wroxham

Reference: BA/2013/0019/FUL **Target Date:** 14.03.2013

Location: Barnes Brinkcraft , Staitheway Road, Wroxham

Proposal: Part demolition of boat shed and erection of a terrace of three detached houses

Applicant: Barnes Brinkcraft

Reason for referral: Objection from Parish

Recommendation: Approve with conditions.

1 Description of Site and Proposals

- 1.1 The application site lies within a commercial boatyard situated immediately west of the River Bure at Wroxham and approximately 200m south-east of the Wroxham/Hoveton bridge.
- 1.2 At present the application site and its immediate surroundings comprise a large dry boatshed, a prefabricated cabin unit, a significant area of hardstanding and a number of mooring cuts.
- 1.3 Beyond the immediate environs of the application site there is a mix of land uses: to the north lies the Windboats boatbuilding site and, beyond this, the Peninsula Holiday homes development; areas to the south and west of the site are characterised by residential use, with a mixture of modern, riverside residential development (to the south) and nineteenth century terraced housing (to the west); to the east, across the river, the dominant land use is marine related, including commercial moorings, boatyards and hire boat operations.
- 1.4 The application site is owned and operated by Barnes Brinkcraft, a large boat hire and holiday accommodation business based in Wroxham. At present the large boatshed which forms the majority of the application site is redundant and the remainder of the wider site operates as an overflow car park and occasional boat store for the commercial operations and hire boat moorings operated by Barnes Brinkcraft from this location.

- 1.5 This application seeks consent for partial demolition of the existing large boatshed and its replacement with a new building to accommodate three units of holiday accommodation. The units would comprise two, three bedroom units and one four bed unit. Parking would be provided within a dedicated area of the existing hardstanding and the existing boatshed would be reduced in length by three quarters, with the remaining quarter made good and retained as a workshed for the company. The existing prefabricated unit would be removed from the site.
- 1.6 The site lies outside the Wroxham Conservation Area and entirely within Flood Zone 1 (land considered to be at lowest risk of flooding). The site lies within the Wroxham development boundary.

2 Site History

In 2008 consent was granted for the realignment of quay heading to allow stern on mooring, removal of office building and the provision of four public mooring spaces (BA/2008/0266/FUL).

In 2011 consent was granted for the realignment of quay heading and demolition of two wet boat sheds (BA/2011/0316/FUL).

3 Consultation

Wroxham Parish Council – Object. This development is in the Flood Plain. The area is already overburdened with this type of holiday let. The Proposed development would remove an employment area, resulting in loss of jobs.

Plus.

Limited access via Staitheway Road would increase traffic problems.

Broads Society – No objection.

Highways – No objection to the proposals subject to the imposition of the condition requiring provision and retention of parking.

District Councillor – No response received.

4 Representations

Mr David Vyse- 42 Staitheway Road, Wroxham – no objection but expresses slight concern re potential parking problems.

5 Policy

5.1 Broads Authority Core Strategy (2007)

[Core Strategy \(Adopted Sept 2007\).pdf](#)

CS24 – Residential development within development boundaries

5.2 **Broads Development Management DPD (2011)**

[DMP DPD - Adoption version.pdf](#)

DP1 – Natural Environment

DP4 - Design

DP14 – General Location of Sustainable Tourism and Recreation

Development

DP15 – Holiday Accommodation

DP20 – Development on Waterside Sites in Commercial Use, including Boatyards

DP28 – Amenity

6 Assessment

- 6.1 This application seeks consent for the partial demolition of an existing industrial boatshed and its replacement with a new building to accommodate three units of holiday let accommodation.
- 6.2 In terms of assessment, the key considerations are the principle of the development, the impact of the proposal on neighbouring occupiers' amenity, the design of the proposal and the impact of the proposal on the safe functioning of the public highway.
- 6.3 Addressing first the principle of the development, the site lies within the Wroxham development boundary and as such (having regards to the provisions of DP22 and Core Strategy Policy CS24), there is no objection in principle to the development of new dwellings in this general location.
- 6.4 However it is also the case that the site lies within a commercial boatyard and policies within the Core Strategy and DM DPD (specifically Policy DP20) seek to protect these industrial waterside sites and retain them in commercial or employment use.
- 6.5 In this instance the application site is most accurately described as a former boatyard site; whilst elements of boatyard use remain (most notably the redundant workshop and prefabricated cabin) the recent planning history of the site reflects its transition from a yard where boats were once built to use as the base for a substantial boat hire fleet serving the tourism industry and holiday lets in the Wroxham area and beyond.
- 6.6 This notwithstanding the provisions of DP20 apply to all proposals for the diversification, redevelopment or change of use of a waterside site in commercial use including boatyards. Consequently, it is considered that the provisions of DP20 are applicable to this development proposal.
- 6.7 With reference to these provisions, criterion 'a' of DP20 states that development proposals at waterside sites will be permitted when *'the proposed use is an employment or commercial use that is complementary in scale and kind with the existing waterside uses'*.

- 6.8 This application seeks consent for commercially rented holiday units to be owned and operated by a large commercial tourism accommodation and boat hire business based in Wroxham. Whilst the ownership of the site is not a material consideration (as planning runs with the land and not the owner), any new holiday accommodation permitted under the provisions of Policy DP20 would also be subject to a restrictive occupancy condition as set out in Policy DP15.
- 6.9 Under the provisions of DP15 any holiday units permitted on this site would be subject to a condition which restricts their use to the provision of short stay holiday accommodation and prohibits use of accommodation as a second home or occupation by only a restricted number of individuals. Consequently, use of the proposed holiday units is considered to be a 'commercial' use for the purposes of DP20.
- 6.10 Criterion 'a' of Policy DP20 also requires that new development is complementary in scale and kind with existing waterside uses. In this instance the waterside around the application site is occupied principally by tourism uses, including commercial boat hire operations, private moorings and units of holiday accommodation. There are also a number of waterside residential properties immediately south of the application site and, taken as a whole, these uses contribute to the mixed character of the area. In this context, the provision of three additional holiday units as proposed in this application is considered to be complementary in scale and kind with the existing waterside commercial and residential uses in the vicinity of the application site.
- 6.11 Criterion 'b' requires that any proposed new development would not prejudice a return to boatyard use; in this case the proposal would occupy a modest part of the former boatyard site, with the new accommodation units set back from the water's edge and not impeding use of the moorings, basins or the remaining, truncated, commercial boatshed. In addition, it is not considered that the operation of holiday units is incompatible with the running of a commercial boatyard and this is an increasingly common way for boat yard sites to diversify their offer and provide additional revenue streams. Consequently, it is not considered that the proposed development would prejudice a return to boatyard use.
- 6.12 Criterion 'c' requires that any proposal for redevelopment of a waterside site in commercial use represents a comprehensive scheme for redevelopment of the site and that the proposal retains the site as a unified management unit. In this case the proposed holiday units would be operated in conjunction with the existing marine uses operating from the site (boat hire and repairs on the truncated and renovated workshop) and it is also the case that the application site and the land immediately surrounding it represents a small part of a larger boat yard landholding in which there has been a history of investment and improvement; this latest application represents the continuation of investment across the larger site and, as such, the proposal is considered to satisfy criterion 'c' of DP20.

- 6.13 Having regards to the above, it is considered that the application satisfies the requirements of Policy DP20 and, consequently, that the proposal is acceptable in principle.
- 6.14 It is noted that, in response to consultation, Wroxham Parish Council have cited an oversupply of holiday accommodation in this location and expressed concerns regarding the loss of an employment use on this site. In terms of the level of holiday accommodation provision in this location there has been no evidence submitted to support a claim of oversupply of holiday accommodation. Generally policies within the Broads Core Strategy and DM DPD recognise the significant benefits to the Broads economy made by the tourist industry and, accordingly, permit tourism related development in appropriate locations such as the application site.
- 6.15 The balance between protecting employment uses on waterside sites and permitting a limited amount of new development to include other commercial uses is one considered in and permitted by Policy DP15; consequently, refusal on the basis of loss of an employment site is not considered justifiable in this instance.
- 6.16 In addition, whilst the mix of tourist and standard residential accommodation in any particular area may be a material consideration in the interests of the proper planning of an area, in the immediate vicinity of this location the majority of the residential accommodation is used as permanently occupied and it is not considered that the introduction of three holiday units would have any detrimental impact on the mix of uses in this area along Staitheway Road.
- 6.17 Considering the potential for the proposed new holiday units to impact on the amenity of the neighbouring residential occupiers, it is the case that the nearest dwellings to the site are situated to the west of Staitheway Road (which borders the application site) and would sit approximately 10m from the proposed new building. In terms of overlooking the proposed new development would have a negligible impact on these properties as the proposed new building would present an unfenestrated gable end to these properties and the design of the building (discussed in more detail below), screens the balconies from view of these neighbouring properties. Similarly, the expressed structure of the building between the individual units would prevent overlooking between the properties, preserving a good standard of amenity for occupiers of the holiday properties.
- 6.18 Having regards to the above, and noting the fact that no neighbouring property has raised any objection to the proposal, it is considered that the application accords with the requirements of Policy DP28.
- 6.19 With reference to the design of the proposal, the mass, scale and siting of the proposed new building are similar to the existing large boatshed. The existing shed is a simple, industrial unit constructed from blockwork and sheet metal cladding, with an asbestos sheet roof. As such there is no objection to the partial demolition of the existing shed.

- 6.20 The proposed new unit would sit within the footprint of the boatshed and along the same orientation. Whereas the existing shed has a footprint of approximately 35m x 13m, the replacement building would measure 22m x 11m, with the newly truncated workshop a few metres north (waterside) of the new building, and measuring 8m x 13m. Ridge heights of the existing shed and proposed new holiday unit building are 7.4 and 7.5m respectively.
- 6.21 Given that the proposed new building would be slightly smaller in footprint than the existing and located within the footprint of the existing building, it is considered that the proposal is acceptable in terms of scale, mass and siting.
- 6.22 Considering the detailed design, the application proposes a simple, uncomplicated design which exposes and projects the frame of the structure to provide an architectural detail and, on the eastern elevation, forms the structure of the balconies. The building would have a pitched roof constructed from profiled sheet steel and walls would be finished in coloured render, with each individual units finished in a different colour (pale terracotta, pale blue and pale pink). These materials are common to waterside development in this part of the Broads and, whilst the colours may be something of a departure from the more traditional Broads palette, it is considered that the proposal makes a successful reference to a series of other, more vibrant waterside boatyard buildings in the vicinity of the application site.
- 6.23 The applicant has proposed the use of UPVC windows and, considering the sensitive waterside location and the fact that the large windows and doors on both east and west facing elevations constitute a design feature of the proposed new building, the agreement of the Committee is sought to continue to negotiate with the applicant and agree on a substitution of upvc with timber or aluminium units. Should agreement on this matter not be possible it is recommended that the application be refused as being contrary to Policy DP4, which requires a high standard of design and materials. This recommendation reflects the waterside location, the high standard of design required within the Broads and the importance of the fenestration to the architecture of this particular design.
- 6.24 Having regards to the above, and subject to further details regarding material details, detail of the balcony balustrading and landscaping of the site, it is considered that the proposal is acceptable in terms of design and satisfies the requirements of Policy DP4.
- 6.25 In respect of highways impacts, the objection of the Parish Council is noted, however it is the case that no objection was received from Highways in response to consultation and a refusal on this basis is not considered justifiable. Similarly, the Parish's objection on the grounds of flood risk is noted, however Environment Agency records indicate the site lies in Flood Risk Zone 1, land considered to be at lowest risk of flooding and a refusal on the grounds of flood risk could not be sustained, having regards to both national flood risk policy (contained within the Technical Guidance to the NPPF) and policies within the DM DPD.

7 Conclusion

- 7.1 This application seeks consent for the partial demolition and remodelling of an existing industrial boatshed and the erection of a single building to accommodate three units of holiday accommodation. The proposal is considered to satisfy the requirements of Policy DP20 which is concerned with the redevelopment of waterside sites and, as such, is considered to be acceptable in principle.
- 7.2 The proposed new building is considered to be of a high standard of design, would have no unacceptable impact on any neighbouring occupiers' amenity and it is not considered that the proposal would result in any detrimental impact on the safe functioning of the public highway.
- 7.3 Whilst the concerns of the Parish Council are noted it is not considered that the development proposed is contrary to any policy within the adopted Development Plan and, furthermore, it is not considered that the Parish have raised any matters which are material considerations of sufficient weight to justify a departure from the adopted Development Plan.
- 7.4 Consequently, the recommendation here is for approval subject to conditions and additional agreement re materials as detailed below.

8 Recommendation

- 8.1 Delegate determination to officers to approve subject to the agreement of substitution of UPVC windows for timber or aluminium units and the following conditions:
- Time limit
 - In accordance with approved plans
 - Holiday occupancy restriction
 - Details of balustrading
 - Details of materials including section through joinery
 - Details of landscaping
 - Provision and retention of car parking
 - Details of protected species enhancements
 - Contaminated land report

9 Reasons for Approval

- 9.1 The development proposed is considered to be an appropriate redevelopment of a subsidiary part of a former boatyards site, of a high design quality, and would have no unacceptable impact on neighbouring occupiers' amenity or the safe functioning of the public highway. Consequently the proposal is considered to be in accordance with policies DP1, DP4, DP14, DP15, DP20 and DP28 of the adopted Broads Development Management DPD and these are not considered to be any material considerations which could justify the refusal of the application.

Background Papers: Planning File BA/2013/0019/FUL

Author: Fergus Bootman
Date of report: 15 February 2012

Appendices: APPENDIX 1 – Location Plan

APPENDIX 1

BA/2013/0019/FUL – Barnes Brinkcraft, Formerly Moore & Co, Staithe Way Road, Wroxham
Part demolition of boat shed and erection of a terrace of three detached houses

