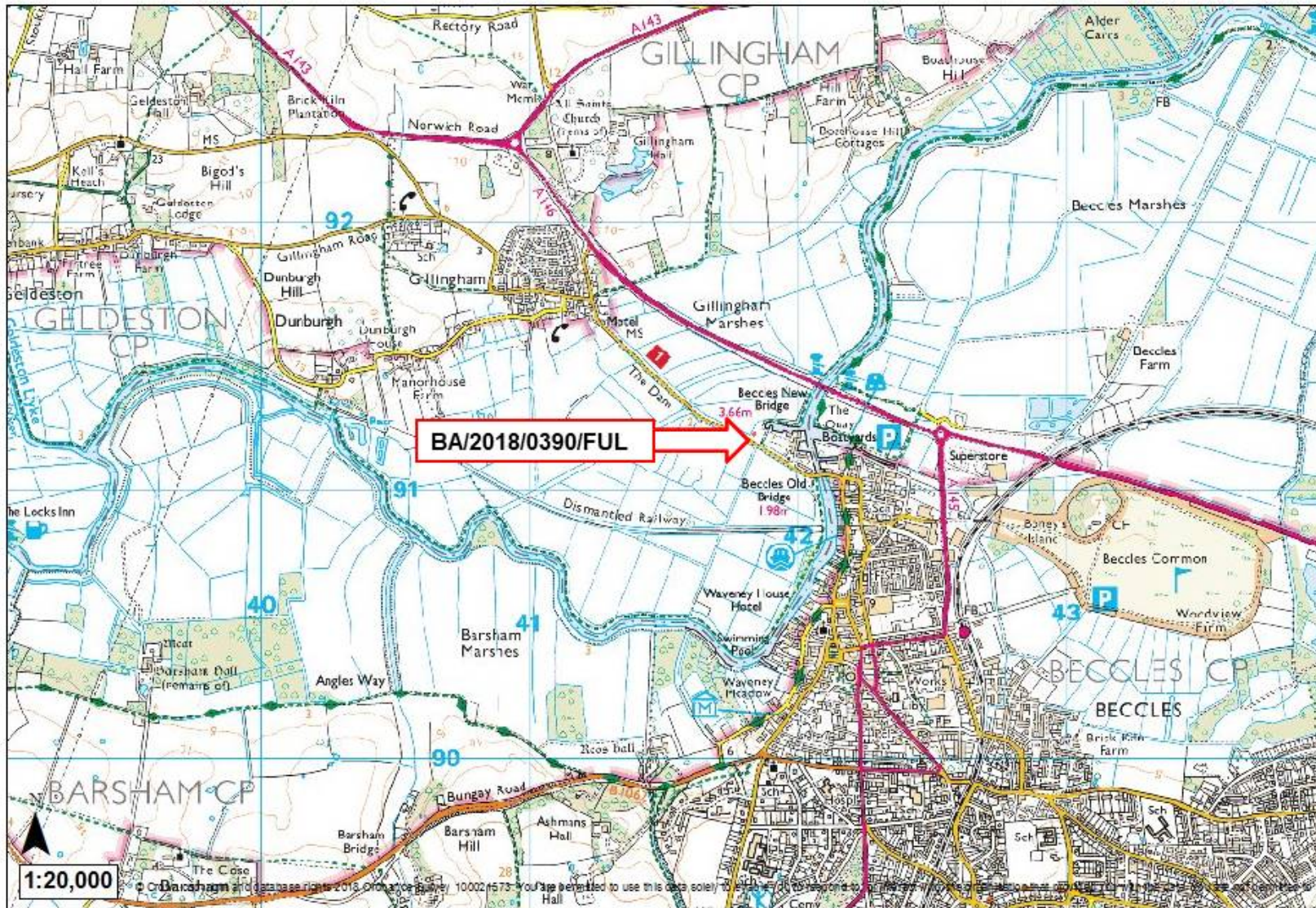


Reference:

BA/2018/0390/FUL Hippersons Boatyard,
Gillingham Dam, Gillingham

BA/2018/0390/FUL-Hippersons Boatyard, Gillingham Dam



Application for Determination

Parish	Gillingham		
Reference	BA/2018/390/FUL	Target date	06 December 2018
Location	Hippersons Boatyard, Gillingham Dam, Gillingham		
Proposal	7.15m x 3.5m x 3.55m high timber clad single bedroom unit of holiday accommodation and associated sewage treatment tank.		
Applicant	Mr Simon Sparrow		
Recommendation	Approve subject to conditions		
Reason for referral to Committee	Applicant is member of Broads Authority Navigation Committee		

1 Description of the Site and Proposals

- 1.1 The application site is adjacent to a long established boatyard and mooring located opposite Beccles Town quay and accessed by water off the River Waveney. Hippersons and this site is to the north west of the bridge connecting Gillingham Dam with Beccles, around which there are a number of dwellings and buildings. More widely, this side of the river is characterised by a mix of open green riverbanks, some commercial uses such as the boatyard adjacent to the application site, housing, and also public open space. To the west of the site is low lying farmland running to Gillingham which is marshland visible from the slightly elevated Gillingham Dam road, and also from the A146 which runs parallel to the north.
- 1.2 The application site is accessed by road from the existing access to Hippersons Boat Yard from Gillingham Dam. This has a footpath/cycleway into Beccles and to the west to Gillingham. Surrounding the western boundary adjacent to the farmland and along the southern boundary with the highway is a mature hedgerow made up of a mix of established trees and hedging plants. The land is currently green space under the ownership of the applicant. The wider site has leisure moorings with one of these moorings received planning permission for a change of use to a permanent residential mooring (BA/2014/0307/FUL).
- 1.3 The site is within flood zones 2 and 3; the specific redline area for this application runs from the current site access (which would remain unaltered) to the car park which would be the extent of proposed vehicular access, from

this the redline runs along the footpath access to the proposed location of the holiday accommodation.

- 1.4 This application proposes the siting of a timber self-contained holiday let structure. Whilst the structure is physically moveable, the proposal is for it to be fixed to the ground so it does not comply with the definition of a caravan or other temporary (ie non-permanent) structure. It would not be scheduled to be moved from the site. As such, this proposal is therefore considered, in effect, to be a permanent structure, rather than a change of use of land for the siting of a camping pod. The proposal does not include any changes to the area in which it would be sited, car parking would be within the existing car park, and the unit would be accessed by foot, which is approximately 60 metres from the existing car park.
- 1.5 The unit is single storey with a height of 3.55m, and a floor area of approximately 25m². The unit includes a bathroom, combined sitting room/kitchen area and a bedroom. The manufacturer's details indicate the unit has a timber clad external finish, with dark grey coloured roof, door and window finishes. As part of the application a package water treatment plant is proposed and the unit is to use ground anchors to fix the structure permanently to the ground.

2 Site History

BA/1995/7128/HISTAP - Mooring for two holiday houseboats, one for disabled use – Refused 11th March 1996 – Dismissed at appeal (16th October 1996)

BA/2014/0307/FUL - Change of use of mooring from leisure to residential- it should be noted that this application is a Departure from Policy DP25 of the adopted Development Management Policies DPD (2011) and the Local Planning Authority proposes to grant planning permission. – Approved (18th November 2014)

3 Consultation

Parish Council – To be reported orally

District Member – To be reported orally

NCC Highways – To be reported orally

Environment Agency – To be reported orally

Representations – None received at time of report publication, if any are subsequently received these will be reported to the Committee orally.

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. The application is for the retention of the fibre cement cladding installed to the roof gables and to the face and cheeks of the roof dormers. The approved scheme stipulated that the materials would be in accordance with those stated in the application form, namely the use of timber.

Core Strategy (adopted 2007) [Core Strategy Adopted September 2007 pdf](#)
CS9 - Sustainable Tourism
CS11 - Sustainable Tourism
CS24 - Residential Development and the Local Community

Development Management Policies DPD (adopted 2011)
[Development-Plan-document](#)

DP11 - Access on Land

Site Specific Policies Local Plan (adopted 2014)
OUL1 - Development Boundary (Oulton Broad) (Page 69 of Site Specifics doc)
[Site-Specific-Policies-2014](#)

- 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.
[NPPF](#)

Development Management Policies DPD (adopted 2011)
DP14 - General Location of Sustainable Tourism and Recreation
Development
DP15 - Holiday Accommodation - New Provision and Retention
DP20 - Development on Waterside Sites in Commercial Use, including Boatyards
DP28 - Amenity

Neighbourhood Plans

- 4.3 There is no Neighbourhood Plan in force in this area.

5 Assessment

- 5.1 The application is for a single unit of holiday accommodation adjacent to an established boatyard within close proximity to both the river Waveney, and town of Beccles. The key considerations relate firstly to the principle of the development, adjoining a boatyard outside of a development boundary. Secondly, whether the proposal within flood zone 3 is acceptable, and how the risks have been addressed. Thirdly, the potential impacts of the development upon both the character and appearance of the area, and also the amenity of neighbours and of any protected habitat or species need to be

addressed. Finally, the intensified use of the site would have an impact upon both the highways and cycle/pedestrian access and network which shall be assessed.

Principle of development

- 5.2 The Broads Authority has defined development boundaries, which are identified as settlements with local facilities, high levels of accessibility, and where previously developed land would be utilised. Planning policy seeks to site new residential and holiday accommodation within these development boundaries, however it is more flexible in terms of holiday accommodation and policies do give scope for this type of development dependant on the current use of land.
- 5.3 As the site lies within the grounds of and is land associated with an established boatyard, policy DP14, DP15 and DP20 of the Development Management Policies (2011 – 2021) are relevant. These policies set out the principle and criteria by which sustainable locations for holiday accommodation are assessed (DP14/15). They allow for development of a different use associated with established boat yards, subject to meeting a variety of criteria.
- 5.4 DP14 sets out that new tourism development will be permitted where it is closely associated with an existing tourism site or boatyard. The site itself is not previously developed land, and unlike the main area of the boatyard, does not have any hardstanding, buildings or moorings within this area. However the land is under the same ownership as the boatyard, is physically adjoining the boatyard, has established foot access into the area and is within the site's main boundary screening (established hedge and trees) so that there is a clear visual relationship. Therefore the site is considered to comply with policy DP14 in that there is a close association with the boatyard.
- 5.5 The provision of new holiday accommodation is assessed against Policy DP15 of the Development Management Policies DPD which sets out 4 criteria which must be met. Under criterion (a) it must accord with Policy DP14, this assessment has been provided in the preceding paragraph of this report. Criteria (b), (c), and (d) require, respectively, the accommodation to be for short stay holiday occupation only and available for a substantial period of the year, not occupied by the same people, and that a register of booking is maintained at all times and available for inspection. These requirements are commonly secured by planning condition, the inclusion of which ensures that the proposal would accord with Policy DP15.
- 5.6 As the site is linked to an existing established boatyard, consideration of whether the proposed use would be complementary to the existing boatyard use is important. Policy DP20 (Development on Waterside Sites in Commercial Use, including Boatyards) allows for the diversification of boatyards. However this is on the basis that the proposed new development/use would involve a subsidiary part of the yard, the site is large enough to accommodate the different uses without resulting in conflict

between the uses, and the existing boating/visitor/mooring facilities and water access are maintained. Due to the limited scale of the proposed development, and the siting of the holiday accommodation away from the main buildings and commercial areas of the yard, it is considered that this proposed use would not harm the current use of the site, nor would it prejudice the continued use of the site as a boatyard. The continued tourist development, albeit land based, is considered to support the continued operations of this boatyard as a sympathetic diversification of the sites use.

- 5.7 With regard to the above assessment it is considered that the principle of providing holiday accommodation at an existing boatyard in this location is acceptable with regard to Policies DP14, DP15, DP20 of the Development Management Policies DPD, Policy CS24 of the Core Strategy, and the NPPF.

Design, character and amenity

- 5.8 The nearest residential accommodation is within the boat yard in the form of a residential mooring (ref. BA/2014/0307/FUL), and there are buildings to the east of the boatyard which are dwellings. Due to the location of the proposed holiday let being to the west of the existing boatyard, and therefore being positioned away from the nearest residential mooring as well as dwelling houses, the holiday let would not result in harm to the amenity of these neighbouring residential properties. No loss of privacy or outlook would occur, and considering the separation distance issues related to noise or disturbance would not be sufficient to warrant refusal considering, additionally, the existing use of the site, which incorporates tourist uses already.
- 5.9 The site is well screened and additional planting could be secured by condition and used to ensure that views into the site from the west and south are at most glimpsed views. The proposed structure is low (3.55m high), and the wooden cladding and darker coloured materials for the roof, doors and windows would ensure that this building would not be incongruous when visible. Set behind a substantial screening hedge, and with the existing boatyard to the rear, the structure would have little impact upon the key views towards the site from the west along Gillingham Dam. From the river, the structure would potentially be visible; however this would be mitigated through screening inside the site, as well as the existing boats, buildings and other boatyard paraphernalia. In addition to ensure that the illumination of the site does not impact upon the night time character of the area, a condition should be attached requiring details of any lighting proposed. The assessment concludes that the structure would not harm the wider character of the area subject to conditions.
- 5.10 The proposed unit would be limited to holiday use, predominantly to ensure that the use of the structure continues to comply with policies DP14, 15 and 20. It is noted that with a floor area of only 25m² and alongside a working boatyard the structure is not acceptable as permanent residential accommodation. Government guidance sets out that the minimum floor area for a 1 bedroom 1 floor dwelling to be 50m², so if the use were proposed to change in the future to a single unit of residential accommodation it is the

case that the level of amenity for occupants would not be acceptable for accommodation on a permanent basis.

Highway safety and access

- 5.11 Access to the site would continue to use the existing vehicular access to Hippersons Boat Yard which also has a footpath and good cycle links to Gillingham and Beccles. Once within the site, occupants of the holiday let would use the existing car park should they come to the site by car, with footpath access to the holiday accommodation from the car park. This is considered acceptable in terms of access for holiday uses. Pedestrian access could be improved through minor works to the existing access footpath, the surfacing of such would be conditioned.

Flood Risk and the Sequential Test

- 5.12 To be reported orally.

6 Conclusion

- 6.1 Subject to conditions as set out below, the site is considered to be a sustainable location for holiday accommodation and the specific location and design of the structure would not harm the character and appearance of the site or wider area. No harm would occur to neighbouring residents' amenity, and the scheme is considered to be sympathetic diversification of an existing boatyard use. As such the scheme is considered to accord with all relevant planning policy and is recommended for approval.

7 Recommendation

- 7.1 Approve subject to conditions as follows

- i. Standard time limit;
- ii. In accordance with submitted plans;
- iii. Parking area to be restricted to existing car park;
- iv. Lighting scheme to be agreed;
- v. Restriction on use - type of use, duration of stay, register of bookings;
- vi. Remove permitted development rights;
- vii. Flood response plan; and
- viii. Details of landscaping and surfacing of access footpath to be submitted

8 Reason for Recommendation

- 8.1 The proposal is considered to be in accordance with Policies CS9 and CS24 of the Core Strategy (2007), Policies DP11, DP14, DP15, DP20 and DP28 of the Development Plan Document (2011), and the National Planning Policy Framework (2018) which is a material consideration in the determination of this application.

List of Appendices: Location Plan

Background papers: Application File BA/2018/0390/FUL

Author: Jack Ibbotson

Date of Report: 25 October 2018

BA/2018/0390/FUL-Hippersons Boatyard, Gillingham Dam

