

Application for Determination

Parishes:	Thorpe St Andrew
Reference:	BA 2011/0292/FUL Target Date: 3 November 2011
Location:	Dockyard, Griffin Lane
Proposal:	Removal of various existing buildings and relocation of access/associated boundary treatment. Extension to existing workshop to provide additional boat shed / workshop with first floor office. New Broads launch shed and new inlet. Removal of one existing slip with associated piling. New aggregate bays and associated works.
Applicant:	Land and Water
Reason for Referral:	Major application
Recommendation:	Approve with conditions

1 Background

1.1 Members will recall that a report on this application was presented to Planning Committee at its meeting on 7 October 2011. The report, which was updated verbally at the meeting, is appended to this report as Appendix 1. Members considered the report, the updates provided by the Planning Officer, and the views expressed during public speaking and resolved:

“that the application be deferred to the next Planning Committee meeting on 4 November 2011 for officers to have further negotiations with the applicant on design particularly relating to the eaves height of the main building and extension in an attempt to reduce the mass and bulk of the proposals without affecting their functionality.”

1.2 Following the Committee meeting, revised plans were provided by the agent showing an increase in the ridge height of 0.5 metres which sought to improve the proportions of the building. However Officers considered that this did not satisfactorily address the bulk and mass concerns expressed by members. A protracted period of discussion then followed which resulted in the submission of amended plans on 15 February 2012.

1.3 The application now shows the following revisions to the workshop / office extension considered by members in October.

- Reduction in the eaves height by 0.7 metres;
- Increase the span of the building by 1.5 metres;
- Changes to the fenestration providing firstly smaller openings on the side elevations at first floor level; secondly further roof lights; and thirdly a revised window arrangement on the prominent river facing south elevation;
- Adjusts the eaves overhang detail by introducing a generous overhang to add a strong shadow line; and
- Clarifies detailing with regard to all materials including timber cladding at first floor level.

1.4 A number of the other elements of the proposal, which seek to rationalise and tidy up of the existing eastern end of the dockyard, remain broadly unchanged.

- Realignment of existing access and its gates and fences (to be chain link, reflecting the existing boundary treatment).
- Removal of small existing buildings and structures close to the realigned access.
- New launch shed and associated new inlet (the proportions of the launch shed has been revised to complement the eaves overhang on the workshop / office building).
- Refurbishment of the existing main slipway (with new timber capping to this slipway in front of the extended workshop building).
- Removal of an existing slipway and its infill with associated new piling on the river frontage (new piling will match that currently fronting the River Yare).
- Provision of new aggregate storage bays (in the form of wooden bays which are proposed to be 1.8 metres in height).
- A car parking area.

2 Consultations

2.1 Outlined below are comments received on the application following re-consultation on amended plans. Where additional comment is awaited (or re-consultation has confirmed initial comment), the initial comment is provided *in italics (or reference is given to the October Committee report - attached as Appendix 1)*.

*Thorpe St Andrew Town Council – Awaited.
Welcome this development on the dockyard.*

Broads Society – We note that the amendments have been made in response to comments raised at the October 2011 planning meeting, and I am pleased to advise you that we have no objections.

*NCC Highway – Awaited.
No objection to this proposal (See October Committee report).*

*Environment Agency – Awaited.
Support conditionally (See October Committee report).*

*Broads IBD – Awaited.
No objection (See October Committee report).*

Natural England - The advice provided in our previous responses applies equally to this consultation (No adverse impacts on designated sites).

*NCC Historic Environment Service - Our comments remain as those for the previous application (BA/2011/0236/FUL).
If planning permission is granted, we therefore ask that this be subject to a condition for a programme of archaeological work in accordance with Planning Policy Statement 5: Planning for the Historic Environment (2010), Policy HE7.7. We suggest that the following condition be imposed:
No development shall take place within the site until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority.*

*Broadland DC Environmental Health Officer – Awaited.
As there is a potential risk from contaminates, an informative should be added to any consent highlighting this matter (See October Committee report).*

3 Representations

None received up to 13 March 2012.

4 Planning Policy

4.1 Core Strategy Policies DPD

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

The Core Strategy policies outlined in the October Committee report still apply.

Policy CS13 – Water space management
Policy CS20 – Flood Risk.

4.2 Development Management Policies DPD

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

In November 2011, the Broads Development Management Policies SPD was formally adopted and superseded many policies contained in the Broads Local Plan. Outlined below are the Broads Development Management Policies DPD provisions that now apply, plus those 'saved' Broads Local Plan site specific policies which remain relevant.

Policy DP1 – Natural Environment
Policy DP4 – Design
Policy DP11 – Access on land
Policy DP18 – Protecting general employment
Policy DP28 - Amenity
Policy DP29 – Development on sites with a high probability of flooding.

4.3 **Remaining 'saved' Broads Local Plan policies**

[Broads Local Plan - Extant Policies Only Dec 2011](#)

Policy TC4 – Primary route network
Policy TSA3 – Griffin Lane – Boatyards and industrial area
Policy TSA4 – Environmental enhancements at Griffin Lane.

5 Assessment

5.1 As outlined at the October meeting, it was considered that the development proposals would be acceptable subject to:

- the bulk and massing (and associated design and detailing) of the extended workshop / office element being revised to an acceptable form; and
- the revised scheme continuing to satisfactorily address flood risk and other servicing requirements in an acceptable manner.

The key issue for members is whether the revised scheme satisfactorily addresses these issues.

5.2 The workshop / office element proposed remains significantly taller than the existing workshop on the site to firstly meet the operational requirements of the ground floor boatshed / workshop (and allow sufficient clearance for boats to be maintained and repaired as well as enter and leave the building) and secondly to allow first floor office accommodation (with the necessary lift access). Whilst the proposed workshop / office building will be the tallest building in the Griffin Lane commercial area with a height of 8.4 metres (above external ground level), this is considered justified so as not to compromise its functional requirement. Whilst the height will result in the building that will appear prominent, this will remain mainly viewed from the river and opposite bank against a backcloth of trees.

5.3 To tackle the fundamental concerns raised, to improve the form of the building and help address bulk and massing concerns, the plans now show the span of the building has increased to create an improved appearance to the building in the landscape, enabling the eaves to be significantly lowered to provide a better proportioned building on the site. These revisions also allow the lift to be positioned in a manner that has not detrimentally dictated the external form and appearance of the building. Furthermore, the scheme now significantly enhances the riverside appearance, with its lower eaves and revised south elevation (with an improved window arrangement at first

floor), providing a more distinctively Broads appearance to the building. Furthermore as the siting of the workshop / office building remains set back from the river frontage itself by more than 20 metres, it does not represent a built form at the edge of the river.

- 5.4 In respect of other design elements, as outlined in the October Planning Committee report, the scheme is generally welcomed as it will rationalise the activity, storage and car parking on the site. Furthermore the renewal of the retained slipway (which includes providing timber capping), the infill of a second large redundant slip and provision of a new slipway to the launch shed (again with a timber capped appearance) will enhance the appearance of the river frontage. Furthermore modest changes to the launch shed with the introduction of an eaves overhang will also improve the appearance of this building.
- 5.5 Overall in design terms, it is now considered that the package of proposals are acceptable meeting the key design tests of Development Management Policies DPD policies DP4 and DP28 in terms of impact on the visual amenity and 'saved' Local plan policy TSA3.
- 5.6 The October Planning Committee report outlined other key considerations in relation to use, flood risk, use/scale, design, access and parking / servicing, ecology and navigation. No additional adverse comment has been received regarding these considerations. It is considered that the proposal still complies with development plan policy (including the recently adopted Development Management Policies DPD) as briefly detailed below:
- Use – The proposal is located in the boatyard/dockyard area designated by 'saved' Local Plan allocation, so the principle of improvement and replacement of commercial facilities is generally accepted by 'saved' policy TSA3. The rationalisation of operation will improve the appearance of the area as promoted by 'saved' Local Plan policy TSA4. It also will allow a continuation of employment activity on the site, consistent with policy DP18 of the Development Management Policies DPD. Therefore there remains no fundamental conflict with established development plan policy in relation to proposals on this site.
 - Flood risk – The revised plans (which show a minor increase in the footprint of the boatshed workshop / office extension) have been accompanied by updated technical supporting report that continues to demonstrate that the proposal can be provided in a flood resilient manner and will not increase flood risk. The proposal is water compatible, consistent with PPS25 advice and the development can be provided to meet the requirements of the Environment Agency. The proposal remains consistent with policy CS20 of the Core Strategy and also policy DP29 of the Development Management Policies DPD
 - Access / Parking / Servicing – The revised proposal does not propose any more intensive use of the site than that proposed in October. Car parking remains shown on site close to the proposed building. The Highway Authority does not object to this application. Therefore it is considered that the proposal is consistent with 'saved' policy TC4 of the

Local plan plus policy DP11 of the Development Management Policies DPD.

- Landscape / Ecology – The revised proposal is accompanied by an update of the landscape and visual assessment. The revised details do not propose any change to the application and its impact on habitat or ecology. Natural England continues to raise no objection. The site is a long established dockyard site with few landscape features. It is therefore considered that change in design will not unacceptably impact on landscape and ecological features and is not inconsistent with policy DP1 of the Development Management Policies DPD.
- Navigation – The proposal continues to show the removal of one slipway, the remaining slipway will be renovated, a new inlet provided to the launch shed and these are sufficient to serve the dockyard needs. It is considered that these changes will not impact on river users or water space, avoiding conflict with Core Strategy policy CS13.

6 Conclusion

- 6.1 Following a protracted period of discussion and negotiation, it is now considered that the revised proposals, notably in relation to the bulk, massing, proportions and appearance of the workshop / office extension are acceptable and represent an appropriate design on this long established dockyard site. This coupled with other elements of the application will provide a welcomed rationalisation of activity on the site meeting the key design and use tests of development plan policy.

7 Recommendation

- 7.1 That, subject to any additional outstanding views of consultees not raising any fundamental additional concerns (including the views of Thorpe St Andrew Town Council), the application be approved subject to conditions:

- Standard time limit condition.
- Approved plans (inc. amended plans).
- Demolition / removal of buildings / structures techniques to be agreed.
- Landscaping / planting.
- Boundary fencing.
- External materials of building.
- Details of piling / capping.
- Car parking.
- 5 metre buffer zone around construction site.
- Minimum floor level.
- Flood evacuation plan.
- Archaeological investigation.

- 7.2 In addition an informative is added to the decision notice regarding contamination risk.

8 Reasons for Approval

- 8.1 The application is accompanied by a wider range of supporting information including a design and access statement, flood risk assessment, transport statement, ecology report and a landscape and visual assessment.
- 8.2 The site lies within flood zone 3. However the proposed uses are water compatible linked to a historic dockyard use. No other site is available to site the development in a lower flood risk area. Therefore it is considered that the proposed uses are acceptable in this case and meet the test of Core Strategy policy CS20, Development Management Policies DPD policy DP29 and the provisions of PPS25.
- 8.3 It is considered that the revised design of extension, coupled with rationalisation and tidying up of the site represents a positive benefit to the area and the design is acceptable subject to planning conditions, meeting the test of 'saved' Local Plan policies TSA3 and TSA4 plus Development Management Policies DPD policy DP18 .
- 8.4 As the proposal is on an established dockyard site and represents a continuation of this existing use, it is considered that the traffic generated by the proposal will not be so significant to result in unacceptable harm to highway safety. Therefore the proposal meets the aims of policy TC6 of the Core Strategy.
- 8.5 It is considered that the proposed development will protect nature conservation and water space / navigation interests in line with the requirements Core Strategy policy CS13 and Development Management Policies DPD policy DP1.
- 8.6 Based on these factors, it is considered that the scheme meets the thrust of development plan provisions, most notably these contained in Core Strategy policies C13 and C20; Development Management Policies DPD policies DP1, DP4, DP11, DP18, DP28 and DP29; and 'saved' Broads Local Plan policies TSA3 and TSA4 and PPS25 advice.

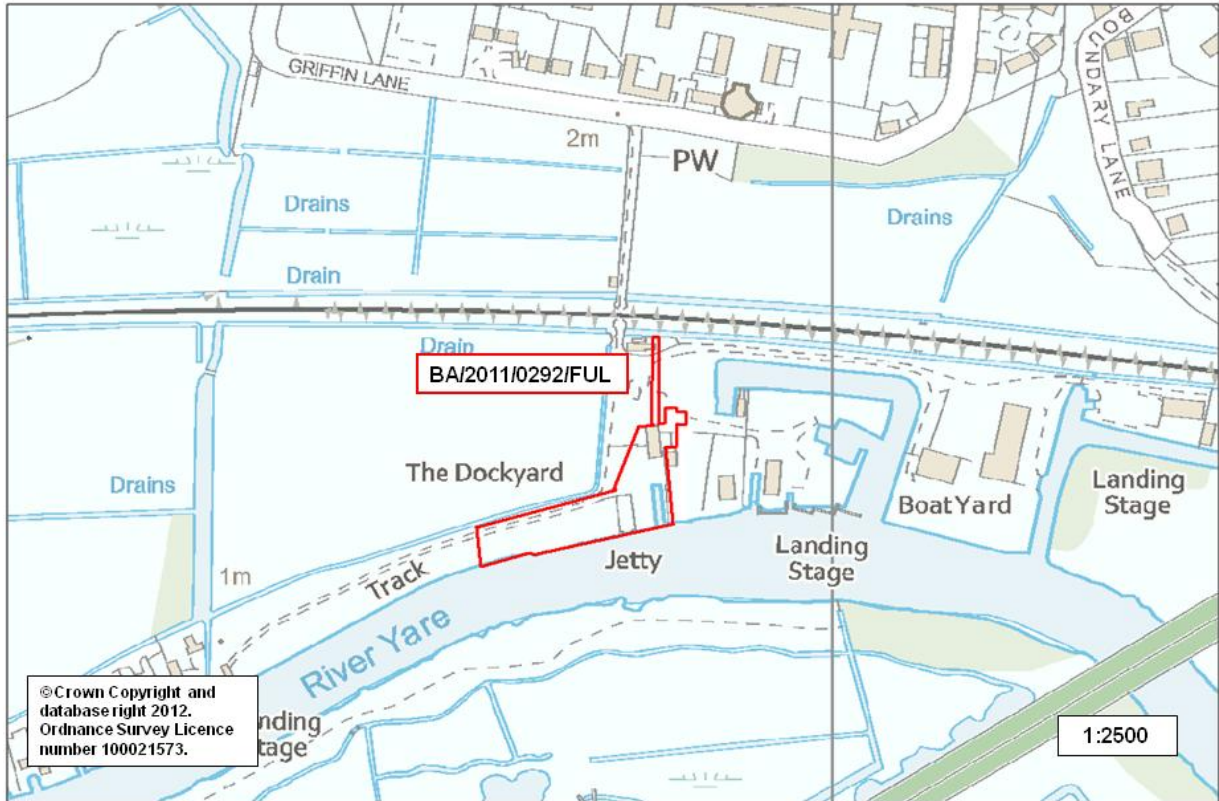
Background Papers: Application file BA 2011/0292/FUL

Author: Andy Scales
Date of Report: 13 March 2012

List of Appendices: APPENDIX 1 – Location Plan
APPENDIX 2 – Report to Planning Committee dated 7 October 2011

APPENDIX 1

BA/2011/0292/FUL - Griffin Lane Dockyard, Griffin Lane, Thorpe St Andrew
Removal of existing buildings and relocation of access/associated boundary treatment. New police launch shed and new inlet and removal of one existing slip with associated piling. New aggregate bays, boat shed, office and welfare building elements



Application for Determination

Parishes: Thorpe St Andrew

Reference: BA 2011/0292/FUL **Target Date:** 3 November 2011

Location: Dockyard, Griffin Lane

Proposal: Removal of various existing buildings and relocation of access/associated boundary treatment. Extension to existing workshop with additional boat shed / workshop, first floor office and welfare facilities. New police launch shed and new inlet. Removal of one existing slip with associated piling. New aggregate bays and associated works

Applicant: Land and Water

Recommendation: Approve with conditions.

1 Description of Site and Proposal

1.1 The proposed development is at Thorpe Dockyard on land owned and operated as a dockyard by the Broads Authority. The Broads Authority have undertaken a review of their operations and is seeking to rationalise the yard and provide new facilities that will enable the operation of the site to become more efficient. To deliver this, the development is concentrated on the eastern part of the site with the application site covering some 0.48 ha. No proposals are contained in this application for the western part of the site.

1.2 The application is submitted by Land and Water who will occupy the office in partnership with the Broads Authority.

1.3 The site currently consists of large areas of open storage; a large workshop; portakabin office; a new rest room (recently approved); plus other small ancillary storage buildings / structures / containers; and two substantial slipways. Although the workshop is in a good condition, other parts of the built form on the site (with the exception of the new welfare rest room) are generally in a poorer condition. Access to the site is via Griffin Lane, a privately owned road which passes under a rail line and has a junction with Yarmouth Road next to the Griffin PH. The entrance to the site is via a set of gates next to the workshop.

1.4 In July 2011, an application was submitted for similar proposal. However

following this submission, the applicant has modified the design by increasing the height and adjusting floor area of the main workshop / office building. As this represented such a significant change, the applicant withdrew the initial application and substituted it with this new application.

1.5 The proposal seeks to improve facilities on the site with the provision of the following:

- Realignment of existing access and its gates and fences.
- Removal of small existing buildings and structures close to the realigned access.
- Erection of extension to existing workshop to provide new boatshed, with first floor office accommodation and ancillary facilities.
- Construction of the welfare building (now built and approved under BA/2010/0407/FUL).
- Erection of a new police launch shed and associated new inlet.
- Removal of an existing slipway and its infill with associated new piling on the river frontage.
- Provision of new aggregate storage bays.
- New car parking area.

The proposal will allow the rationalisation and tidying up of the existing eastern end of the dockyard.

1.6 The proposal seeks to provide new buildings on the site in a manner to generally match the main workshop to be retained on the site (the agent indicates this approach has been selected to provide a visually cohesive design). The existing workshop is to be substantially extended. To achieve the necessary workshop height with first floor office accommodation above, this will result in the extended portion of the building being 2.1 metres taller than the current workshop. The extended workshop and new launch shed are proposed to be constructed in green alloy sheeting to match the existing workshop. Fencing and gates will be chain link, reflecting the existing boundary treatment. The new piling to close off the existing slipway (linked to its infill) will match that currently fronting the River Yare. New timber capping is proposed to the slipway to be retained in front of the extended workshop building. New aggregate storage will be created in the form of wooden bays which are proposed to be 1.8 metres in height.

1.7 In support of the application, the agent has provided:

- Flood risk assessment
- Transport statement
- Archaeological desk based assessment
- Ecology report
- Landscape and visual assessment
- Photomontage illustration of the proposed extended shed.

2 Site History

- 2.1 BA/2010/0387/FUL – Replace existing Portakabin officer with modern modular building. Approved 3 May 2011.*

BA/2010/0407/FUL – Proposed replacement modular building. Approved 3 May 2011.*

BA/2011/0236/FUL – Removal of various existing buildings and relocation of access/associated boundary treatment. Extension to existing workshop with additional boat shed / workshop, first floor office and welfare facilities. New police launch shed and new inlet. Removal of one existing slip with associated piling. New aggregate bays and associated works. Withdrawn Sept 2011.

**Each building granted consent was for a 10 year temporary period in view of their modular nature.*

3 Consultations

- 3.1 The comments received from consultees on the withdrawn application raised no fundamental objection to the proposal.
- 3.2 Comments have been sought on this modified application. A number are still awaited and will be reported verbally to the meeting. Where comments remain outstanding, the comments made on the withdrawn application are indicated in italics.

Thorpe St Andrew Town Council - Awaited (application to be discussed at their meeting on 10 October 2011).

Broads Society – Awaited. (No objection to this proposal).

NCC Highway – Comments as application BA2011/0236/FUL. These stated the Highway Authority has strong reservations about the acceptability of any proposal that increase the vehicular use of the severely sub-standard Griffin Lane; these concerns are primarily in regard to its junction with the Yarmouth Road (A1242). In this particular case, however, it would appear that these proposals relate to replacement of existing facilities with any additional traffic generated is likely to be minimal.

I do however note that the proposal is part of an ultimate intention to re-develop the overall site including land to the south west for commercial moorings (via presumably a further separate application). This certainly would increase traffic generation and notwithstanding the contents of the applicants agents Transport statement which contains some questionable conclusions, I would expect to object to any such further application that is received.

Environment Agency – Awaited. (The site lies in Flood Zone 3b 'Functional

Floodplain' classed in PPS25 Table D1 as 'land where water is to flow or be stored in times of flood'. The proposed boatshed and associated workshop and office development for the Broads Authority dredging equipment, along with the proposed Police Launch boatshed may all be considered to be 'water compatible' development as it is classed as 'docks' or 'activities requiring a waterside location', according to PPS25 Table D.2. It is upon this assumption that our comments are based. Should you not agree with this vulnerability classification please re-consult us for further advice. Table D.1 states that water compatible development is considered an appropriate development type in Flood Zone 3b providing that it results in no net loss of floodplain storage, remains operational and safe for users in times of flood, and does not increase flood risk elsewhere.

Provided your Authority considers this development to be appropriate at this location and passes the Sequential test, we have no objection to the proposed building on the grounds of flood risk. We recommend the following condition is appended to any planning permission granted:

The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (by Hydrologic, dated July 2011 and referenced J2836/1 Rev 0) submitted with this planning application, and the following mitigation measures detailed within:

- Finished floor levels of the intermediate reception floor are set no lower than 2.15m above Ordnance Datum (AOD).*
- Flood warning notices shall be erected in numbers, positions and with wording to be agreed with the Local Planning Authority. The notices shall be kept legible and clear of obstruction.)*

Broads IBD – Awaited. (No objection. The site is not adjacent to any Board maintained watercourses and the current proposal will not have an adverse impact on the Board's drainage network).

Natural England - The same advice provided for application BA/2011/0236/FUL still applies. We are satisfied that the application will have no adverse impacts on designated sites or protected landscapes and that adequate consideration has been given to the protected species issues on site. We understand that a 5m buffer zone around the construction site will provide protection for the existing water vole population, and that a precautionary approach will be taken to the demolition of the on-site concrete hut which has the potential to support roosting bats, although no evidence of bats has been recorded on site.

NCC Historic Environment Service - Awaited.

Broadland DC Environmental Health Officer - Awaited. (The site is an area where there is a potential risk of contamination. Therefore the following informative should be added to any consent to highlight the possible risk of contamination coming to light during the development.

The applicant is advised that the current use of the buildings and associated land may have involved potentially contaminated activities which may have given rise to the presence of contamination. You are therefore advised to commission a suitably qualified independent and experienced professional or company to assess the potential risks that maybe present to the future use of the site from the historic use. If considered necessary a site investigation and risk assessment to determine whether any remedial work is required to ensure that the site is suitable for the intended use. The safe development of the site and the correct disposal of any contaminated materials from the development of the site is the responsibility of the developer.)

4 Representations

4.1 None received.

5 Planning Policy

5.1 Broads Core Strategy

Rural Sustainability

Policy CS20 Development within the Environment Agency's flood risk zones will only be acceptable when it:

- (i) is compatible with national policy and when the sequential test and the exception test, where applicable, as set out in PPS25, have been satisfied;
- (ii) is demonstrated that it is necessary to support the social and economic needs of the local community;
- (iii) would not increase flood risk elsewhere; and
- (iv) would not affect the ability for future flood alleviation projects to be undertaken.

Water space management

Policy CS13 The water space will be managed in a strategic, integrated way and navigation and conservation interests will be maintained and enhanced. Site management plans for key broads will be developed and implemented and opportunities for the extension or creation of navigable/recreational water space will be promoted, consistent with natural or cultural heritage conservation interests and other Broads' purposes.

5.2 Broads Local Plan 'saved' policies

Policy TSA 3 - Griffin Lane - boatyards and industrial area

- (a) Extensions to the area of land used for industrial boatyard purposes will not be permitted.
- (b) The replacement of buildings and the erection of new buildings for the needs of existing industrial operations or boatyards will be permitted provided that:
 - (i) they are located within the existing industrial and boatyard area

- and would not result in the extension of building along the river frontage; and
- (ii) their design, materials and construction would be appropriate to their setting in the Broads landscape and waterways; and
- (iii) there would not be a significant increase in traffic on Griffin Lane.
- (c) Where replacement buildings occupy an alternative site, demolition of the original building and landscaping of its site will be required.
- (d) Before granting permission for new or replacement buildings the Authority will, where appropriate, seek a planning obligation to improve the appearance of the industrial or boatyard site as a whole.
- (e) The development of residential or holiday accommodation and the use of buildings, moored boats or houseboats for residential or holiday accommodation will not be permitted.

Policy TSA 4 - Environmental enhancements at Griffin Lane

The Authority will encourage and seek to implement enhancement projects in the Griffin Lane area in order to enhance the character and appearance of the area.

Policy C 3 - Other areas of nature conservation interest

The Authority will seek to protect the wildlife interest of sites of local nature conservation importance.

Policy EMP 3 - Alterations and extensions

The alteration or extension of an existing building or site in employment use will be permitted provided all the following criteria are met:

- (a) the scale and design of the alteration or extension would not have a significant adverse effect on the character of the existing building or the surrounding area; and
- (b) there would be no significant adverse effect on the privacy and amenities of adjoining occupiers; and
- (c) the development would not have a significant adverse effect on wildlife or wildlife habitats or on the character of the Broads landscape, waterways or built environment.

Policy EMP 5 - Development at boatyards

Within existing boatyards, the development of new boatsheds and other buildings to meet the operational requirements of the boatyard will be permitted.

The development of new buildings or uses for other employment purposes within boatyard sites will be permitted provided that:

- (a) the proposals are part of a comprehensive scheme for the boatyard; and
- (b) the development would involve a subsidiary part of the yard; and
- (c) the site is large enough to accommodate the different uses in a manner which would not conflict with each other, and would not have

- (d) a significant adverse effect on adjoining uses and occupiers; and there would not be a significant adverse effect on the Broads landscape, waterways, wildlife or built environment.

In determining proposals, the Authority will have particular regard to the objective of retaining existing moorings, other boatyard facilities and access to the waterfront

Policy B 11 - Design

Development will only be permitted if its scale, form, design, external materials and colour would be appropriate to its setting. New development in the built environment should respect the character and townscape of the area. New development in the countryside should be appropriately located so as to minimise its visual intrusion in the landscape.

Policy TR 2 - Development impinging on the waterways

Development which would adversely affect navigation by impinging on or otherwise obstructing the Broads waterways will not be permitted.

Policy TC 6 - Local Highway Network

New development served by a road forming part of the Local Highway Network will be permitted provided that any resulting increase in traffic would not have a significant adverse effect on:

- (a) highway safety; and
- (b) the route's traffic capacity; and
- (c) the amenity and access of any adjoining occupiers.

In appropriate cases a Traffic Impact Assessment will be required to demonstrate that development proposals can be accommodated on the local road network, taking into account any infrastructure improvements proposed.

Policy TC 8 -Parking, servicing and other highway requirements

New development involving the erection of buildings, or the extension or material change of use of existing buildings will be required to make provision for car, moped, motorcycle and cycle parking and servicing in accordance with the standards set out in the parking guidelines of the appropriate County Council as Highway Authority. Standards for developments not listed in the respective guidelines will be determined in consultation with the appropriate Highway Authority taking into account the nature of the development. Additional traffic likely to be generated by a proposed development must be capable of being accommodated on the existing local road network without prejudicing road safety or the access of any adjoining occupiers.

Where appropriate, as part of redevelopment proposals, the Authority will require the retention of an existing car park or an existing level of on-site parking provision where this meets the functional needs of a local service, business or visitor facility.

6 Assessment

- 6.1 In view of the historic use of the site, site specific considerations, planning history and the planning policy consideration, the key issues relate to flood risk, use/scale, design, access and parking / servicing, ecological and navigation considerations.

Flood risk

- 6.2 The application site lies within flood zone 3b 'high risk' as 'land where water is to flow or be stored in times of flood'. The Environment Agency have previously highlighted that the proposed boatshed and associated workshop and office development for the Broads Authority, along with the proposed Police Launch boatshed, can all be considered to be 'water compatible' development based on PPS25 as the site is classed as 'docks' or 'activities requiring a waterside location'. Therefore the Agency has supported the application provided that the Broads Authority (as Local Planning Authority) is satisfied that the development meets the 'sequential test' (as defined in PPS25). PPS 25 identifies that water compatible uses of land are appropriate in this zone. In this case, the proposal is required to support and serve the dockyard and as no part of the boatyard falls within a lower flood risk area, nor do sites adjacent to the boatyard, it is considered that the sequential test can be satisfied.
- 6.3 The application has been accompanied by a flood risk assessment that highlights the office accommodation is at first floor and the workshop extension is designed with flood resilience measures. The proposed office development would provide a positive benefit in flood risk terms as it would be at a first floor level (unlike the existing ground floor office use on the site) and provide a refuge or sanctuary for staff should flooding take place on site. The flood risk assessment identifies a formal evacuation procedure linked to the Environment Agency warning system will be implemented and it is considered that people could be evacuated safely prior to flooding or remain safe on the site should flooding take place.
- 6.4 Therefore it is considered that provided planning conditions are imposed as suggested by the Environment Agency, the proposal satisfactorily meets the sequential test of PPS25 and in this case is consistent with the provisions of policy CS20 of the Broads Core Strategy.

Use / Scale

- 6.5 The historic use of the site is as a dockyard and linked to this there has been an element of workshop use, office use and extensive open storage. Development Plan policy in the form of 'saved' Local Plan policy EMP5 and TSA 3 recognises the need to allow improvement on existing boatyard site and that the application site is part of a larger area, mainly south of Griffin Lane, in use for boat yards and industrial purposes. Policy EMP5 promotes comprehensive improvements to existing boatyard sites and policy TSA3 permits development, including replacement and new buildings, provided:

- They are located in the industrial/boatyard areas;
 - The extension is not along the river frontage;
 - Appropriate design, materials and construction is used;
 - No increase in traffic on Griffin Lane.
- 6.6 This policy also seeks to deliver improvement to application sites linked to the grant of consent for replacement buildings. In addition 'saved' policy TSA4 promotes environmental enhancements.
- 6.7 As outlined in section 2.0 of this report, recent consents have been granted for two temporary buildings on the site. At that time, Members were keen to encourage a more comprehensive approach to the enhancement of the site with well designed permanent building(s) and a rationalisation and tidying up of the dockyard. This application seeks consent to deliver such improvements and help meet these policy aspirations.
- 6.8 The proposal is located in the boatyard/dockyard area designated by the Local Plan, so the principle of replacement facilities is accepted by 'saved' policy TSA3. The proposal seeks to rationalise buildings on the site, including the removal of some unattractive elements / structures, rationalise storage and provide an area for car parking. The proposed workshop and office building has a larger footprint than the existing buildings on site and is also taller than the existing workshop. Whilst it is considered that the increase in height will result in the building that will appear more prominent, this will mainly be viewed from the river and opposite bank against a backcloth of trees. Furthermore the proposed height has been justified operationally in terms of the workshop space required and improved office accommodation to be provided. The workshop / office building is still not to be sited directly on the river frontage itself and therefore should not prove unacceptably intrusive on views from the river, avoiding conflict with the river frontage policy test of 'saved' policy TSA 3.
- 6.9 The new police launch building is on the river frontage. However in view of scale, appearance and its essential function (that cannot be located other than at an inlet to the river), it is considered that the police launch building will not represent an unjustified intrusion on views.
- 6.10 Therefore it is considered that the proposed uses and the rationalisation of buildings and activity on the site are consistent with the aims of 'saved' policies EMP5, TSA3 and TSA4 of the Broads Local Plan.

Design

- 6.11 At present, there are a number of buildings and structures on the site which do not provide a coherent appearance to the site. The proposal will provide positive benefits of seeking to remove unsightly buildings and structures, mainly near to the site entrance and replace with buildings that have a consistent appearance, linking the workshop to be retained.

- 6.12 The main built form proposed in the application is in the form of an extension to the existing workshop (but increasing the height of the extended element - as discussed in section 6.8). As stated earlier in this report, the materials proposed in the application are to match the existing workshop. In addition the design seeks to provide a large glazed south facing opening to add interest to the appearance. This approach is generally welcomed but it is considered that particular care is needed with regard to the detail of materials used and in particular the treatment of windows and other openings (plus the detailing at eaves and roof junction) to ensure that the building provides a sufficiently high standard of design. It is proposed that these matters should be controlled by planning condition.
- 6.13 Whilst the approach adopted to increase in height of the extended workshop (above that of the existing workshop) is one that is generally discouraged by 'saved' Policy EMP3 of the Local Plan, it is considered that such an approach is justified in this case due to the
- operational requirement for the workshop and office;
 - landscape setting, viewed mainly against a backcloth of trees;
 - detailed design (especially with the high quality of detailing that can be secured by planning condition);
 - associated removal of unsightly buildings (including the existing portakabin office).

Therefore in these circumstances, it is considered that the proposed extended building will not have a significant adverse affect on the character of the area and will deliver a sufficiently high standard of design and have a positive impact on the appearance of the area, meeting the tests of 'saved' Local Plan Policy B11.

- 6.14 In other parts of the proposal, the design approach is also considered acceptable (subject to detailing to be secured by planning condition). The police launch shed is relatively modest in scale and proposed to match the appearance of the main workshop. New piling to close off the existing slipway is to match existing piling fronting the river. The existing slipway to be used to access the site from the water (including as access to the extended boatshed) will be renovated including with new timber capping. It is considered that the approach to the design of these elements also provides a positive improvement in the appearance of this area and is consistent with the aims of 'saved' Policies B11 and EMP3 of the Broads Local Plan.

Access / Parking and Servicing

- 6.15 The site is accessed from the A1242 Yarmouth Road along Griffin Lane (which is not an adopted classified road). The Highway Authority in its comments raise concern regarding the adequacy of Griffin Lane and its junction to accommodate any increase in traffic linked to any development at the southern end of Griffin Lane (including on the application site).
- 6.16 The footprint of the building will increase employment/office space and also workshop facilities (and the application form suggests an additional two employees). Whilst this will lead to a potential increase in traffic from

employees, the Highway Authority considers that the increase to this established site will not be so significant to justify objection to the application on traffic generation or highway safety grounds.

- 6.17 The proposal identifies an area to accommodate parked cars, close to the extended workshop, in a manner that will seek to limit their visual impact (as they will be viewed close to the built form on the site). It is considered that this represents an acceptable location for such parking and represents a welcomed rationalisation and control of the area for cars to park in the site.
- 6.18 It is therefore considered that the proposal would not conflict with the traffic generator test of 'saved' Policy TSA3, the parking / servicing considerations of 'saved' Policy TC8 or the highway safety considerations of 'saved' Policy TC6 of the Broads Local Plan.

Ecology considerations

- 6.19 The application has been accompanied by an ecology report. Whilst this does not suggest that the dockyard represents a very sensitive site, it has been recognised that both water vole and bat interest need to be safeguarded. Therefore as suggested by Natural England, it is important that a 5m buffer zone around the construction site is provided as protection for the existing water vole population, and that a precautionary approach be taken to the demolition of the on-site concrete hut which has the potential to support roosting bats. It is therefore considered that provided planning conditions are imposed to address these considerations, the ecological interests can be protected, consistent with 'saved' Local Plan Policy C3.

Navigation matters

- 6.20 The existing piling that fronts the dockyard has been used to moor boats linked to dockyard operations but is not available for public mooring. Two slipways exist to the site but these appear in part to be in a poor condition. Historically the area has been used to moor boats linked to dredging operations, however, it has been indicated that such mooring is less likely to be required at Thorpe dockyard.
- 6.21 Whilst the proposal will remove one slipway, the remaining slipway will be renovated and is sufficient to serve the dockyard needs. Furthermore the proposal will not impact on river users or water space, avoiding conflict with 'saved' Local Plan Policy TR2 and Core Strategy Policy CS13.

7 Conclusion

- 7.1 It is considered that the proposal for the new facilities and rationalisation of existing activity represents an acceptable form, scale and design on this long established dockyard site, and also addresses flood risk considerations in an acceptable manner. Therefore, it is considered that the scheme satisfactorily addresses development plan policy considerations (in the Broads Core Strategy and 'saved' Local Plan policies) as well as PPS 25

advice.

8 Recommendations

- 8.1 Subject to the additional views of consultees not raising any fundamental additional concerns (including the views of Thorpe St Andrew Town Council), the application be approved subject to conditions:
- Standard time limit condition.
 - Approved plans.
 - Demolition / removal of buildings / structures techniques to be agreed.
 - Landscaping / planting.
 - Boundary fencing.
 - External materials of building (including detailing of windows / openings, eaves / roof junctions).
 - Details of piling / capping.
 - Car parking.
 - 5 metre buffer zone around construction site.
 - Minimum floor level.
 - Flood evacuation plan.
- 8.2 In addition an informative is added to the decision notice regarding contamination risk.

9 Reasons for Approval

- 9.1 The application is accompanied by a wider range of supporting information including a design and access statement and flood risk assessment.
- 9.2 The site lies within flood zone 3. However, the proposed uses are water compatible linked to a historic dockyard use. No other site is available to site the development in a lower flood risk area. Therefore it is considered that the proposed uses are acceptable in this case and meet the test of Core Strategy Policy CS20 and the provisions of PPS25.
- 9.3 It is considered that the design of extension, coupled with rationalisation and tidying up of the site represents a positive benefit to the area and the design is acceptable subject to planning conditions, meeting the test of 'saved' Local Plan Policies B11, EMP3, EMP5 and TSA3.
- 9.4 As the proposal is on an established dockyard site and represents a continuation of this existing use, it is considered that the traffic generated by the proposal will not be so significant to result in unacceptable harm to highway safety. Therefore the proposal generally meets the aims of Policy TC6 of the Core Strategy.
- 9.5 It is considered that the proposed development will protect nature conservation and water space / navigation interests in line with the requirements of 'saved' Local Plan Policy C3 and Core Strategy CS13.

9.6 Based on these factors, it is considered that the scheme meets the thrust of development plan provisions, most notably these contained in 'saved' Broads Local Plan Policies TSA3, TSA4, B11, TC6 and TC8 and Core Strategy Policy C20 and PPS25 advice.

Background Papers: Application file BA/2011/0292/FUL

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