

Reference: 06/16/0636/F

Parish: Great Yarmouth

Officer: Mr J Beck

Expiry Date: 15/12/16

Applicant: Sarah Godbolt

Proposal: Change of use to Hostel

Site: 87 Nelson Road Central

REPORT

1. Background / History :-

- 1.1 The site is a former guest house situated on Nelson Road Central. This road runs from north to south and is positioned central to the town of Great Yarmouth. 87 Nelson Road Central itself is three storey's tall with the top floor formed from dormers which it shares with the adjacent property. The site had permission in 2002 for a residential property, although the application states the last use was a guest house the submitted estate agent documents shows it was used as a residential property.
- 1.2 The proposal is to convert the former guest house into a hostel for six bedrooms and an area for staff to provide the management. The site is within an area marked for residential use under the Borough Wide Local Plan (2001)
- 1.3 There have been previous applications on the site as detailed below:
 - 8763 – Extension to dormer window
 - 9543 – Dormer Window
 - 06/77/0166/EU – Boarding house/private hotel - Established or Lawful Use Certificate
 - 06/77/1248/F – Proposed extension to form private living accommodation – Refused.
 - 06/79/1393/F – Rear extension - Refused

06/96/0582/CU – Change of use from guest house to bedsits – Refused

06/02/0225/CU – Change of use from guest house to private dwelling – Approved with conditions.

2 Consultations :- All received consultation responses are available online or at the Town Hall during opening hours.

2.1 Neighbours/Members of Public – No comments

2.2 Head of property services – No comments

2.3 Highways – No objection.

2.4 Building Control – No comments.

2.5 Environmental Health – Supportive.

2.6 GYB Services – No comments

3 Local Policy :- Saved Great Yarmouth Borough-Wide Local Plan Policies (2001):

3.1 Paragraph 215 of the NPPF states that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the Local Plan is to the policies in the NPPF the greater the weight that is given to the Local Plan policy. The Great Yarmouth Borough Wide Local Plan was adopted in 2001 and the most relevant policies were 'saved' in 2007. An assessment of policies was made during the adoption of the Core Strategy December 2015 and these policies remain saved following the assessment and adoption.

3.2 The Saved Policies listed have all been assessed as being in general conformity with the NPPF, and add further information to the policies in the NPPF, while not contradicting it. These policies hold the greatest weight in the determining of planning applications.

3.3 POLICY HOU23

The conversion or change of use of properties to bedsits and other types of multi-occupied units of residential accommodation will be permitted where:

- (a) The site is outside an area shown as 'prime holiday accommodation' on the proposals map;
- (b) The character and amenities of the locality would not be significantly adversely affected;
- (c) The site is not in an area predominantly comprising properties in single family occupancy;
- (d) Clustering of properties in multiple occupation would not occur; *
- (e) There is no property used as a single unit of family accommodation directly adjoining the proposed development;
- (f) The proposed development and associated facilities could be provided without significant detriment to the occupiers of adjoining or neighbouring buildings;
- (g) There is adequate on-street car parking and the on-street car parking requirements of the proposal would not result in more than 70% of the available 'overnight' on-street residential parking provision being exceeded unless adequate alternative provision is made; and,
- (h) The building is 3 or more storeys high or more than 95sq m floor area.

(Objective: to retain prime holiday accommodation, protect residential amenity and ensure adequate standards of accommodation.)

POLICY HOU24

Planning permission will be granted for the conversion of premises to hostels or common lodging houses only where:

- (A) The property does not front onto the west side of southtown road between pasteur road and beccles road;
- (B) The property is in an area of mixed uses (ie. Not in a street or area in which the land-uses are primarily industrial, residential, or 'prime* holiday accommodation');
- (C) The property is within easy reach of public transport and local amenities/services;

- (D) Clustering of hostel accommodation does not occur to a degree which would significantly adversely affect the character and amenities of the street or area;
- (E) Car parking can be provided on the site in accordance with the standards set out at appendix (a) to chapter 3 of the plan.

Note: as guidance the borough council will normally consider more than one hostel in a street to be an unacceptable level in relation to criteria d above.

* ie primary and secondary holiday accommodation.

(objective: to provide for lodging needs whilst protecting residential amenity.)

4 Adopted Core Strategy

4.1 POLICY CS1 – FOCUSING ON A SUSTAINABLE FUTURE

For the Borough of Great Yarmouth to be truly sustainable it has to be environmentally friendly, socially inclusive and economically vibrant not just for those who currently live, work and visit the borough, but for future generations to come. When considering development proposals, the Council will take a positive approach, working positively with applicants and other partners to jointly find solutions so that proposals that improve the economic, social and environmental conditions of the borough can be approved wherever possible.

To ensure the creation of sustainable communities, the Council will look favourably towards new development and investment that successfully contributes towards the delivery of:

- a) Sustainable growth, ensuring that new development is of a scale and in a location that complements the character and supports the function of individual settlements
- b) Mixed adaptable neighbourhoods, which provide choices and effectively meet the needs and aspirations of the local community
- c) Environmentally friendly neighbourhoods that are located and designed to help address and where possible mitigate the effects of climate change and minimise the risk of flooding

- d) A thriving local economy, flourishing local centres, sustainable tourism and an active port
- e) Safe, accessible places that promote healthy lifestyles and provide easy access for everyone to jobs, shops and community facilities by walking, cycling and public transport
- f) Distinctive places that embrace innovative, high quality urban design that reflects positive local characteristics and protects the borough's biodiversity, unique landscapes, built character and historic environment

Planning applications that accord with this policy and other policies within the Local Plan (and with policies in adopted Neighbourhood Plans, where relevant) will be approved without delay, unless other material considerations indicate otherwise. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise, taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole
- Specific policies in that Framework indicate that development should be restricted

5 National Policy:- National Planning Policy Framework (NPPF)

- 5.1 Paragraph 17. One of the 12 principles of planning: always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;

6 Appraisal

- 6.1 The site is positioned centrally to Great Yarmouth on Nelson Road Central. It forms part of a row of terrace properties. The property is three storey's tall with an attractive bay frontage with a the dormer that appears to be a later edition. The area is predominantly residential in character and is marked for residential use on the Borough Wide Local Plan. The application does state, however, that the site is currently vacant.

- 6.2 The application is to change the use of this property from a guest house into an hostel. The previous use is stated as guest house on the application form, however it should be noted that the property had permission for residential use in 2002 and an estate agent guide submitted for additional information shows it as a residential property. The hostel will contain rooms devoted to be used for anchorage, but at this stage it has not been determined that the rooms will be overnight sleeping of management staff or just an office. Supporting documents show that there is an interest from the anchorage trust who wish to run the site for vulnerable young adults.

7 Assessment :-

- 7.1 The location of this proposal is broadly acceptable for use as a hostel. 87 Nelson Road Central is outside both the primary and secondary holiday areas and although the application states there will be a loss of a guest house, it is unlikely to impact upon the wider holiday areas. It should also be noted that the guest house has had previous permission for residential use so its loss is not considered significantly adverse. The area is considered sustainable for additional residential occupants as it positioned within the main town of Great Yarmouth with good access to the nearby services and facilities.
- 7.2 Nelson Road Central contains a mix of uses including commercial uses however it is recognised that the southern section of the road is an area largely residential in nature formed of dense terrace housing. The adjacent 86 Nelson Road Central according to the Environmental Health HMO register is a licenced HMO for up to 8 people.
- 7.3 The development is immediately adjacent to a single residential property (88 Nelson Road Central) and it should be assessed on how this affects both this adjacent property and the surrounding area. It is recognised that a hostel by its nature is a more intense use than the existing guest house as the occupants use the space as their main residence equating to longer periods of time in occupation across the year. However in this instance the impact is not considered significantly adverse to the neighbouring properties. The revised plan shows 6 bedrooms meaning the use. It is officer opinion that a 6 bed hostel is this location is not likely to be significantly adverse particularly if the management of the unit is factored in.
- 7.4 The supporting information submitted with the application states that the Anchorage Trust would be involved with the management of the property. According to the accompanying letter the Anchorage Trust accommodate young people from 18-30 who are homeless, vulnerable or in sub-standard accommodation. Further detail of their involvement was supplied as additional

information and they would provide supported visits and require management to their standards. It should be noted that a change of use if approved would not normally limit or restrict who owns or runs the property. Meaning a condition could be considered linking the running of the hostel to the Anchorage Trust, but this should only be utilised if the involvement of the Anchorage Trust is essential to the permission being granted.

- 7.5 Regardless of the involvement of the Anchorage Trust an area for office/potential managers accommodation has been provided. An office with an element of support can reduce the potential impact upon neighbouring amenities by ensuring that somebody is available and ready to address any issues that arises.
- 7.6 Overall it is officer's opinion that the hostel will be acceptable adjacent to residential properties. However it is for the committee to decide whether sufficient evidence has been provided to give permission despite that criterion.
- 7.7 Paragraph 17 of the National Planning Policy Framework states that the development should seek to provide a good standard of amenity of both current and future occupiers. The original plan was not considered to meet this requirement in terms of the room size and layout. However an amended plan has removed most of these concerns. The rooms are deemed of an acceptable size with the smallest still exceeding 9 metres squared and it is notable that Environmental Health whose legislation covers room sizes did not object.
- 7.8 As stated under the previous paragraph the original layout was not deemed acceptable, however the smallest room on the original plans is now a bathroom and the collection of communal rooms on the ground floor (sitting room, kitchen and bathroom) provides sufficient levels of amenities.
- 7.9 No public objections were received during the public consultation. No objections were raised to this application. Environmental Health have supported the application stating there is a high demand for this form of housing. They have further stated that their legislation can ensure the unit meets the required standards and that it is managed correctly.
- 7.10 Highways have not objected and given the central location of the property parking is not expected to be an issue.

8 RECOMMENDATION :-

- 8.1 The recommendation is to **approve** the application subject to the following conditions:

- 8.2 All conditions to ensure a satisfactory form of development and a condition ensure that only the rooms shown as bedrooms on the approved plan are used as such.

Jason Beck
Great Yarmouth Borough Council
Town Hall
Hall Plain
Great Yarmouth
Norfolk
NR30 2QF

Your Ref: 06/16/0636/CU
Date: 9 November 2016

My Ref: 9/6/16/0636
Tel No.: 01603 638070
Email: stuart.french@norfolk.gov.uk

Dear Jason

**Great Yarmouth: Change of use to house of multiple occupation
87 Nelson Road Central GREAT YARMOUTH Norfolk NR30 3BP**

Thank you for your recent consultation with respect to the above to which the Highway Authority raise no objection.

Yours sincerely

Stuart French

Highways Development Management & Licensing Officer
for Executive Director for Community and Environmental Services

MEMORANDUM

From Environmental Health

To: Development Control Manager
Attention: Mr. J Beck

cc:

Date: 31 October 2016

Our ref: PRU/ 49030

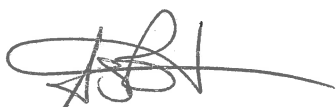
Your ref: 06/16/0636/CU

Please ask for: Aidan Bailey-Lewis

Extension No: 616

APPLICATION FOR A CHANGE OF USE TO A HOUSE IN MULTIPLE OCCUPATION AT 87 NELSON ROAD CENTRAL GREAT YARMOUTH NR30 3BP

As there is a high demand for low cost private rented accommodation within the Borough Environmental Health would be supportive of this application. The property would fall within the mandatory licensing criteria which would ensure that the internal and external amenity of the property would be brought up to the required standards as to provide safe and healthy accommodation. The mandatory licensing regime would also ensure the proactive management of the HMO by the HMO manager.



Aidan Bailey-Lewis MSc
Environmental Health Officer

06/16/0635/CU



LOCATION 1-1250



87 NELSON ROAD CENTRAL,
GT. YARMOUTH,
NR30 3BP

