

Reference: 06/16/0126/F

Ward: Nelson Ward

Officer: Mrs Gemma Manthorpe

Expiry Date: 8th April 2016

Applicant: Mr J Farnham

Proposal: Conversion of property to 5no. self-contained flats.

Site: 14 Camperdown White House Great Yarmouth

1. REPORT

- 1.1 This is a full planning application which seeks approval for the conversion of a grade two listed building to 5 no. self-contained flats. The report covers two applications, one for full planning permission and one for listed building consent.
- 1.2 The area surrounding the application site is characterised by large terraced bay fronted properties located within a conservation area. The building is arranged in an “L” shape, the outdoors is accessed at the front of Camperdown and the rear has access from Melrose Terrace.
- 1.3 The site has been subject to a number of applications the most recent of which was for the reinstatement of the former dwarf walls and iron railings approved on the 21st October 2009. The site was given permission to continue the use as a guest house in 1981.

2. Consultations :-

- 2.1 **GYB Services** – Garden large enough to house domestic bins but the correct bins must be presented on pathway at the front on collection day.
- 2.2 **Neighbours** – No responses received.
- 2.3 **Norfolk County Council Highways** – No objection.
- 2.4 **Environmental Health** – Objections on grounds of the flat sizes, full comments attached at the annex to this report.
- 2.5 **Conservation Officer** – The flat layouts work well and we would support the application as submitted with appropriate conditions.

3. National Planning Policy Framework

- 3.1 The presumption in favour of sustainable development is set out in paragraph 14.

- 3.2 At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:

any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or

specific policies in this Framework indicate development should be restricted.

- 3.3 Paragraph 132 of the NPPF seeks to conserve heritage assets:

132. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

- 3.4 The Core Planning Principles at Paragraph 17 include:

- conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;
- always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;

4. Saved Great Yarmouth Borough-Wide Local Plan Policies (2001)

4.1 POLICY HOU17

IN ASSESSING PROPOSALS FOR DEVELOPMENT THE BOROUGH COUNCIL WILL HAVE REGARD TO THE DENSITY OF THE SURROUNDING AREA. SUB-DIVISION OF PLOTS WILL BE RESISTED WHERE IT WOULD BE LIKELY TO LEAD TO DEVELOPMENT OUT OF

CHARACTER AND SCALE WITH THE SURROUNDINGS.

4.2 POLICY TR12

SUBJECT TO OTHER POLICIES IN THE PLAN, WITHIN SECONDARY HOLIDAY ACCOMMODATION AREAS, AS SHOWN ON THE PROPOSALS MAP, PROPOSALS FOR CHANGE OF USE TO A SINGLE DWELLING, SELF CONTAINED RESIDENTIAL FLATS, RESIDENTIAL HOMES OR NURSING HOMES MAY BE PERMITTED IF THE APPLICANT CAN DEMONSTRATE THAT:

(A) THE PROPOSED DEVELOPMENT WOULD NOT HAVE A SIGNIFICANT ADVERSE EFFECT, EITHER INDIVIDUALLY OR CUMULATIVELY ON THE CHARACTER OF THE AREA;

(B) THE PROPOSED DEVELOPMENT WOULD NOT HAVE A SIGNIFICANT ADVERSE EFFECT ON THE RESIDENTIAL AMENITY OF THOSE LIVING IN THE AREA OR TO THE USERS OF ADJOINING PROPERTY OR LAND;

(C) PARKING AND SERVICING ARRANGEMENTS CAN BE PROVIDED IN ACCORDANCE WITH THE COUNCIL'S STANDARDS SET OUT AT APPENDIX (A) TO CHAPTER 3 OF THE PLAN; AND

(D) IN THE CASE OF AN ACCEPTABLE PROPOSAL FOR A CHANGE OF USE OF PART OF A PROPERTY, THE PROPOSED DEVELOPMENT WOULD RESULT IN AN IMPROVEMENT TO THE REMAINDER OF THE HOTEL, GUEST HOUSE OR PROPERTY.

5. **Core Strategy:**

5.1 **Policy CS10** The character of the borough is derived from the rich diversity of architectural styles and the landscape and settlement patterns that have developed over the centuries. In managing future growth and change, the Council will work with other agencies, such as the Broads Authority and Historic England, to promote the conservation, enhancement and enjoyment of this historic environment by:

a) Conserving and enhancing the significance of the borough's heritage assets and their settings, such as Conservation Areas, Listed Buildings, Scheduled Ancient Monuments, archaeological sites, historic landscapes including historic parks and gardens, and other assets of local historic value

b) Promoting heritage-led regeneration and seeking appropriate beneficial uses and enhancements to historic buildings, spaces and areas, especially heritage assets that are deemed at risk

c) Ensuring that access to historic assets is maintained and improved where possible

d) Regularly reviewing heritage designations and designating additional areas, buildings and spaces for protection where justified by evidence

e) Carrying out, reviewing and implementing Conservation Character appraisals and, if appropriate, management plans

f) Designating new Conservation Areas and amending existing Conservation Area boundaries, as appropriate.

6. Assessment

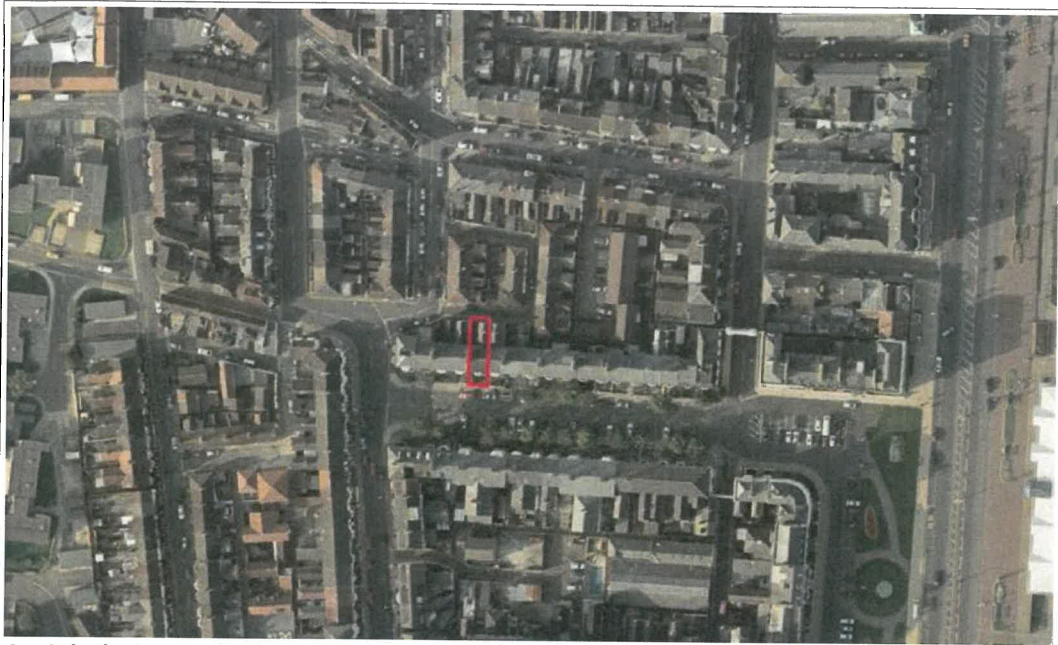
- 6.1 This proposal is for the conversion of a Grade 2 listed building to 5no. self-contained flats. All flats as proposed will have access to the rear yard accessed off Melrose Terrace for bin storage. GYB Services have confirmed that there is adequate space for the requisite bins to be stored and the plans demonstrate space for 2no. bins per unit.
- 6.2 The comments received from the Environmental Health Officer notes that the flats are undersized according the Environmental Health standards. Whilst there are no statutory size requirements within planning legislation nor adopted minimum size requirements as part of current local and national planning policy Environmental Health are consultees on applications of this type and therefore their comments are given appropriate weight. The applicant was contacted to discuss a rearrangement of the units and a reduction in order to seek to overcome the concerns of the Environmental Health Officer however no amendments were received and the plans remain as submitted.
- 6.3 The reasoning for the layout and the inability to alter the internal configuration given by the agent is to preserve the fabric of the building as conversions are more difficult to undertake on listed buildings where original fabric is sought to be retained. In addition to the retention of the fabric of the building the access to the rear yard is an important consideration as this allows for all flats to access bins without the need to for any to be stored at the front of the building which would have a detrimental effect on the character of the area.
- 6.4 Although the sizes of the flats are less than the guidance that is recommended to Environmental Health there are, as previously noted, no size standards in place or a policy linking to national size standards and as such the application should be decided on balance against existing policies. The current layout works in relation to the existing building and given that the building is constrained by the listed status there are no planning policy objections to the size and layout of the units.
- 6.5 The property is located within an area defined by the Borough Wide Local Plan as a secondary holiday area and as such it is required to assess the application against policy TR12.
- 6.7 The site was subject to an enforcement notice in 2005 which was complied with in 2006. The site is subject to a further investigation which began in 2015 into the unauthorised change of use to a house in multiple occupation and the breach of the enforcement notice which is still in force. The agent has stated that the site has been in use as a house in multiple occupation since 2006. The authorised use of the site is a guesthouse.

- 6.8 The use of the site as a house in multiple occupation has been assessed as part of a previous enforcement investigation and was found to be unacceptable in planning terms at the time that the notice was served. The applicants agent has stated in correspondence that the use as a HMO has continued for 12 years even though there was an enforcement notice in effect at the property and this was the use that the property was in when his client purchased it in 2015. Following an investigation the number of persons residing in the property has been reduced but the use as a guest house has not recommenced. The agent asserts that the use as a guest house has been abandoned; this has not been assessed as this is a point of law although it is noted as an assertion as it goes to the ongoing use of the land.
- 6.9 The previously identified use as a house in multiple occupation is a more intense use with the potential to have a significantly adverse impact on the character and amenities of the area. The limitation of use of the building to 5 no. flats would prevent the multiple occupancy continuing in the future. The loss of a guest house needs to be noted although as the property has not been a guest house for a number of years the reduction in the offering of accommodation is unlikely to be notable.
- 6.10 Saved Policy TR12 of the Borough Wide Local Plan allows for residential conversion of holiday units within secondary holiday areas provided that there will not be a significant adverse effect on the character of the area. The amount of time that the site has been in use as residential accommodation would indicate that it would be difficult to state that the conversion into residential units would be significantly detrimental to the character of the area. The area is currently a mixed use between residential and holiday uses.
- 6.11 Although there are no parking provisions identified there are no objections from the Highways Officer as the location is a sustainable one with good access to public transport.

7. Recommendation

- 7.1 On balance given the information provided and the length of time that the property has been in use as residential accommodation the change of use to flats will provide permanent residences within a sustainable location. The sizes of the properties are not such that a refusal can be recommended with further weight given to the listed status of the building and that further internal alterations could cause harm to a heritage asset.
72. APPROVE subject to conditions required to provide a satisfactory form of development.

Photographs



Aerial photograph showing the site within the context of the surrounding area



View along Camperdown showing the northern side of the road, looking eastwards



View along Camperdown looking west, showing the north side of the road



The application property is centre of the photograph



The rear access to the property from Melrose Terrace

MEMORANDUM

From Environmental Health

To: Development Control Services
Attention: Miss G. Manthorpe
cc: Building Control
Date: 15 March 2016
Our ref: PRU/ 44906 Your ref: 06/16/0126/F
Please ask for: Aidan Bailey-Lewis Extension No: 616

APPLICATION TO CONVERT A 4-STOREY HOUSE TO 5X SELF-CONTAINED FLATS AT 14 CAMPERDOWN GREAT YARMOUTH NR30 3JB

The above planning proposal has been considered and the following comments are made:-

Internal Layout:

Using the submitted plans and applying the *Technical housing standards – national described standards* (DCLG March 2015) the proposed 3x self-contained flats are all undersized.

- **Flat 1** – Measuring from the submitted plans the proposed 2-storey flat has an internal floor area of 36.75m². The national described standards call for a minimum floor area in a 2-storey, 1-bedroom flat of 58m².
- **Flat 2** - Measuring from the submitted plans the proposed single storey flat has an internal floor area of 32.57m². The national described standards call for a minimum floor area in a single storey 1-bedroom flat of 50m². The proposed bedroom in this unit of accommodation has a stated floor area of 10.8m² whereas the national described standards require a bedroom in this type of accommodation to have a minimum floor area of at least 11.5m².
- **Flat 3** - Measuring from the submitted plans the proposed 2-storey flat has an internal floor area of 51.8m². The national described standards call for a minimum floor area in a 2-storey, 2-bedroom flat (based on a 3-person occupancy) of 70m².

- **Flat 4** - Measuring from the submitted plans the proposed single storey flat has an internal floor area of 32.43m². The national described standards call for a minimum floor area in a single storey 1-bedroom flat of 50m². The proposed bedroom in this unit of accommodation has a stated floor area of 10.8m² whereas the national described standards require a bedroom in this type of accommodation to have a minimum floor area of at least 11.5m².
- **Flat 5** - Measuring from the submitted plans the proposed single storey flat has an internal floor area of 35.34m². The national described standards call for a minimum floor area in a single storey 1-bedroom flat of 50m². The proposed bedroom in this unit of accommodation has a stated floor area of 10.8m² whereas the national described standards require a bedroom in this type of accommodation to have a minimum floor area of at least 11.5m².

Undersize accommodation does not provide a healthy or safe living environment; therefore, it is advised that the planning application for the proposed layout is refused.

The applicant is advised to revise and re-submit plans that provide accommodation of a suitable size and layout. If revised plans are resubmitted the internal dimensions of all rooms within the proposed units of accommodation shall comply with the minimum requirements as detailed in *Technical housing standards – national described standards* (DCLG March 2015).



Aidan Bailey-Lewis MSc
Environmental Health Officer

6577
: FAO Peter Stockwell
Churchill Road Great Yarmouth

My Ref: 06/16/0126/F

From: Development Control Manager

Date: 11th March 2016

Case Officer: Miss G Manthorpe
Parish: Great Yarmouth 14

Development at:-

14 Camperdown
White House
GREAT YARMOUTH
NR30 3JB

For:-

Conversion of property to 5
no. self-contained flats

Applicant:-

Mr J Farnham
C/o Wheatman Planning Ltd
Beacon Innovation Centre
Beacon Park Gorleston
GREAT YARMOUTH

Agent:-

Wheatman Planning Ltd
Mr S Wheatman
Beacon Innovation Centre
Beacon Park Gorleston
GREAT YARMOUTH

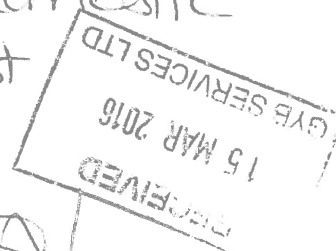
The above mentioned application has been received and I would be grateful for your comments on the following matters:-

Refuse Collection

Please let me have any comments you may wish to make by 25th March 2016.

COMMENTS:

Garden large enough to house domestic bins but the correct bins must be presented on pathway at the front on Collection day.



ALL DOCUMENTS & PLANS CAN BE
VIEWED ON THE GYBC WEBSITE
USING THE FOLLOWING LINK:

<http://planning.great-yarmouth.gov.uk/OcellaWeb/planningSearch>

Gemma Manthorpe
Great Yarmouth Borough Council
Town Hall
Hall Plain
Great Yarmouth
Norfolk
NR30 2QF

NCC contact number: 0344 800 8020
Textphone: 0344 800 8011

Your Ref: 06/16/0126/F
Date: 29 March 2016

My Ref: 9/6/16/0126
Tel No.: 01603 638070
Email: stuart.french@norfolk.gov.uk

Dear Gemma

**Great Yarmouth: Conversion of property to 5 no. self-contained flats
14 Camperdown White House GREAT YARMOUTH NR30 3JB**

Thank you for your recent consultation with respect to the above.

The proposals do not include for any off-street parking provision and on this respect the development has the potential to increase the existing pressure on parking demand not only on the highway immediate fronting the development but also surrounding road.

However, taking into account that the site does have access to local services and transport links and current planning policy, it is unlikely that I could sustain an objection on parking alone.

It is unfortunate given the site's location it is ideal to encourage more sustainable modes of transport especially for local journeys. It is therefore unfortunate that no formal provision has been made to provide secure cycle parking nor does it appear the present design could be suitably amended.

Accordingly in highway terms only I have no objection to the proposals nor do I wish to restrict the grant of permission.

Yours sincerely

Stuart French

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

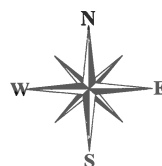
06/16/0126/F



**GREAT YARMOUTH
BOROUGH COUNCIL**

Planning and Development Department,
Trafalgar House, Greyfriars Way,
Great Yarmouth, Norfolk. NR30 2QE

10 0 10 20 30 40 50 60 70 80 90 100
Metres



Scale = 1:1250 @ A4

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