

Reference: 06/17/0096/O

Parish: Central and Northgate

Officer: Mr J Ibbotson

Expiry Date: 15/12/17

Applicant: Mrs Patterson

Proposal: Demolition of former commercial buildings and construction of 4 no. 2 storey dwellings as part of a car free development.

Site: 6A Ormond Road
Great Yarmouth
NR30 1QB

REPORT

1 Background / History :-

1.1 6A Ormond Road is a former commercial property located to the rear of Victorian terraced properties on Ormond Road, Palgrave Road, and Northgate Street. The site is considered to be previously developed land within the main urban settlement of Great Yarmouth. In the past the buildings apparently have been used as a dairy and workshops, however have been vacant for a number of years. The site is accessed by a narrow road which is currently classified as a road, however is prohibitively narrow for vehicular access, and has limited visibility splays at the front of the site. This 'road' is also shared with pedestrians as it links in to the footpath that run behind the properties to the north. A number of properties on Palgrave Road and also No.6 Ormond road have rear gates which open on to this road.

1.2 The buildings on site are characterised by a degree of dilapidation. At the northern end of the site the large brick built structure is of two storey height. Other buildings on site are the equivalent of 1.5 storeys in height and have been used for workshops. The layout of the current buildings is in a horse shoe form, with the vehicular access to the south west corner nearest the lane running onto Ormond Road. The properties surrounding the site are two and three storeys (where there are rooms in the roof), and have rear yards. Parking provision in the area is comprised of predominantly on street parking. NCC highways have commented that the current parking provision in the area does not exceed capacity. The area does not currently have a residents parking scheme in place.

1.3 The land in question is sited within an area categorised by the Environment Agency as Flood Zone 2 and 3.

- 1.4 Outline planning permission is sought in this instance for the erection of 4 dwellings following the demolition of the existing buildings on site. The application seeks to approve the access, layout and scale. Appearance and landscaping would form the reserved matters to be considered if this outline application is approved.
- 1.5 The proposal has been amended, initially from 5 dwellings with undercroft parking, to 3 dwellings with undercroft parking. However as the access to the site is extremely narrow the application was amended for a final time, and what is being considered here, would be a car free development of 4 dwellings of 1.5 storeys in height (1st floor rooms in the roof with dormer windows. The layout and scale would be agreed as part of this application and show the properties orientated in a block of four linked terraced houses with front elevations facing the existing footpath to the west of the site, with rear gardens at the east of the site. Should planning permission be granted, the applicant would be required by condition to promote with Norfolk County Council as Highways Authority a Traffic Regulation Order for the prohibition of driving on the U6v106 Palgrave Road Back Lane. This would result in access to the site by cars or other motorised vehicles being prohibited, whilst currently the site has a vehicular access which could be reinstated if the site were to resume a commercial use.
- 1.5 Between the proposed layout of dwellings and backs of neighbouring properties to the rear there would be a separation distance of approximately 18-22m. To the front of the proposed properties and rear windows of dwellings on Palgrave Road there would be a separation of 15m and 22m. The proposed dwellings would have an internal floor area of 93.7m². The floor plan shown would result in a 2 bedroom dwelling with first floor bathroom and study and two bedrooms. The rear gardens would measure 7m deep and 6m wide, giving an approximate area of 42m².

2 Consultations :- Full copies of all documents are available on file.

- 2.1 Highways – Raise no objection to the amended proposal and seek the following conditions.

No works shall commence on the site until the Traffic Regulation Order for the prohibition of driving on the U6V106 Palgrave Road Back Lane has been promoted by the Highway Authority.

The reason for the condition is :- In the interests of highway safety.

No part of the proposed structure (to include fascia board / rainwater goods and guttering) shall overhang or encroach upon highway land and no gate / door / ground floor window if installed shall open outwards over the highway.

The reason for the condition is :- In the interests of highway safety.

- 2.2 Local residents – Full copies of objection letters are on file (13 letters from 8 individuals). Key points raised are as follows:
- Overlooking to properties to West, from amended scheme.
 - Loss of light in rear gardens of properties on Palgrave Road.
 - Alternative design would limit impact (single storey or different orientation).
 - Impact upon on street parking.
 - Unacceptable disturbance due to demolition and construction
 - Danger due to construction traffic accessing the site
- Objections to the original and 1st amendment included (before the scheme was made 2 storey and car free development:
- Poor vehicular access for future residents causing a dangerous interaction between cars, cyclists and pedestrians on the narrow access road, and as vehicles enter and exit Ormond Road.
 - Overdevelopment of the site due to the height of buildings being 3 storey.
 - Alley is used for putting out wheelie bins and vehicles would not be able to access site.
- 2.3 Building Control Officer – The fire service should be consulted, and the applicant should be aware of the poor ground conditions in this area.
- 2.4 Norfolk fire and Rescue Service – The proposal would not comply with requirements in The Building regulations, Approved Document B, Volume 1, B5 Section 11 (Vehicle Access as the primary concern is that a fire appliance will not be able to get within 45m of the dwelling houses. There is however a potential for compensatory features to be added that would be acceptable in this instance.
- 2.5 Environmental Health – No objection subject to the following requirements
- The land is identified as potentially contaminated therefore conditions should be added to any permission to ensure a contaminated land report is prepared and on the basis of the recommendations, further surveys/works carried out if required.
- Hours of construction and demolition are restricted by condition (0730-1800 Mondays-Fridays), 0800-1330 (Saturdays), no works on Sundays or bank holidays.
- Measures should be taken to ensure air quality is not affected during demolition and construction phases.
- As a two bedroom, two storey structure the proposal complies with government Internal Space standards. However the room indicated as a study does not comply with the recommended single bedroom size of 7.5m², as the room is 6.38m².
- 2.6 Environment Agency – 9th November 2017 - We note the revised plans show the proposed development will have the same ground floor level as before.

For this reason, the revision does not affect our position so please refer to our previous response dated March 2017. We continue to have no objection to this application, and advise that if the SMP or CFMP policy is not taken forward then this development would be expected to flood internally by 0.65m in future.

29th March 2017 – full copy on file – No objections to the proposal, the site is currently defended and the Shoreline management plan policy for this area has an aspiration to hold the line and the area benefits from a Catchment Flood Management Plan (CFMP). If the SMP or CFMP policy is not taken forward the development would be unsafe in the future.

- 2.7 GYBC Strategic Planning – The proposal seeks to demolish the existing commercial unit and replace it with five dwellings.

The site is located within the main urban area of Great Yarmouth. The application should be considered in the context of meeting the Borough's housing needs. Great Yarmouth is identified in the Core Strategy (Policy CS2) as a Main Town that in combination with Gorleston will contribute to approximately 35% of the Borough's housing growth. Weight should also be given to the NPPF requirement to significantly boost housing supply (paragraph 47), with local emphasis also on the Core Strategy's settlement hierarchy to direct the locations suitable for growth.

The site is surrounded by existing residential uses to the east, west, and south, with other commercial units to the north. It is also understood that the site has been vacant for a period of time. However, careful consideration should also be given to the density of the surrounding area (saved policy HOU17) and the circumstances of the limited access, which is a narrow unadopted road.

The site is also located within Flood Zone 3. Policy CS13 and national planning policy outline the Council's approach to development in flood risk zones.

In conclusion, from a planning policy perspective, the Strategic Planning team raises no objection to the principle of residential development in this location, but no doubt you may well have other matters to weigh in reaching a decision.

3 Policy :-

3.1 Policy CS3 – Addressing the Borough's housing need

To ensure that new residential development in the borough meets the housing needs of local people, the Council and its partners will seek to:

- a) Make provision for at least 7,140 new homes over the plan period. This will be achieved by:
 - Focusing new development in accessible areas and those with the most capacity to accommodate new homes, in accordance with Policy CS2

- Allocating two strategic Key Sites; at the Great Yarmouth Waterfront Area (Policy CS17) for approximately 1,000 additional new homes (a minimum of 350 of which will be delivered within the plan period) and at the Beacon Park Extension, South Bradwell (Policy CS18) for approximately 1,000 additional new homes (all of which will be delivered within the plan period)
 - Allocating sufficient sites through the Development Policies and Site Allocations Local Plan Document and/or Neighbourhood Development Plans, where relevant
 - Ensuring the efficient use of land/sites including higher densities in appropriate locations
 - Using a 'plan, monitor and manage' approach, which uses a split housing target to ensure that the plan is deliverable over the plan period (as shown in the Housing Trajectory: Appendix 3), to ensure the continuous maintenance of a five-year rolling supply of deliverable housing sites
- b) Encourage the effective use of the existing housing stock in line with the Council's Empty Homes Strategy
 - c) Encourage the development of self-build housing schemes and support the reuse and conversion of redundant buildings into housing where appropriate and in accordance with other policies in the Local Plan
 - d) Ensure that new housing addresses local housing need by incorporating a range of different tenures, sizes and types of homes to create mixed and balanced communities. The precise requirements for tenure, size and type of housing units will be negotiated on a site-by-site basis, having regard to the Strategic Housing Market Assessment, Policy CS4 and the viability of individual sites
 - e) Support the provision of housing for vulnerable people and specialist housing provision, including nursing homes, residential and extra care facilities in appropriate locations and where there is an identified need
 - f) Encourage all dwellings, including small dwellings, to be designed with accessibility in mind, providing flexible accommodation that is accessible to all and capable of adaptation to accommodate lifestyle changes, including the needs of the older generation and people with disabilities
 - g) Promote design-led housing developments with layouts and densities that appropriately reflect the characteristics of the site and surrounding areas and make efficient use of land, in accordance with Policy CS9 and Policy CS12

3.2 Policy CS9 – Encouraging well-designed, distinctive places

High quality, distinctive places are an essential part in attracting and retaining residents, businesses, visitors and developers. As such, the Council will ensure that all new developments within the borough:

- a) Respond to, and draw inspiration from the surrounding area's distinctive natural, built and historic characteristics, such as scale, form, massing and

materials, to ensure that the full potential of the development site is realised; making efficient use of land and reinforcing the local identity

- b) Consider incorporating key features, such as landmark buildings, green infrastructure and public art, which relate to the historical, ecological or geological interest of a site and further enhance local character
- c) Promote positive relationships between existing and proposed buildings, streets and well lit spaces, thus creating safe, attractive, functional places with active frontages that limit the opportunities for crime
- d) Provide safe access and convenient routes for pedestrians, cyclists, public transport users and disabled people, maintaining high levels of permeability and legibility
- e) Provide vehicular access and parking suitable for the use and location of the development, reflecting the Council's adopted parking standards
- f) Seek to protect the amenity of existing and future residents, or people working in, or nearby, a proposed development, from factors such as noise, light and air pollution and ensure that new development does not unduly impact upon public safety
- g) Conserve and enhance biodiversity, landscape features and townscape quality
- h) Minimise greenhouse gas emissions and the risk of flooding, through the use of renewable and low carbon energy and efficient site layouts and building designs, in accordance with Policy CS12
- i) Fulfil the day-to-day social, technological and economic needs of residents, visitors and businesses by ensuring the provision of capacity for high speed digital connectivity, suitable private and communal open space, cycle storage and appropriate waste and recycling facilities

Applicants are encouraged to engage with the Council's Development Control section early on in the design process through pre-application discussions to help speed up the planning process and ensure that the selected design is the most appropriate for the site.

3.3 Policy CS13: Protecting areas at risk of flooding and coastal change

3.4 POLICY HOU7

NEW RESIDENTIAL DEVELOPMENT MAY BE PERMITTED WITHIN THE SETTLEMENT BOUNDARIES IDENTIFIED ON THE PROPOSALS MAP IN THE PARISHES OF BRADWELL, CAISTER, HEMSBY, ORMESBY ST MARGARET, AND MARTHAM AS WELL AS IN THE URBAN AREAS OF GREAT YARMOUTH AND GORLESTON. NEW SMALLER SCALE RESIDENTIAL DEVELOPMENTS* MAY ALSO BE PERMITTED WITHIN THE

SETTLEMENT BOUNDARIES IDENTIFIED ON THE PROPOSALS MAP IN THE VILLAGES OF BELTON, FILBY, FLEGGBURGH, HOPTON-ON-SEA, AND WINTERTON. IN ALL CASES THE FOLLOWING CRITERIA SHOULD BE MET:

- (A) THE PROPOSAL WOULD NOT BE SIGNIFICANTLY DETRIMENTAL TO THE FORM, CHARACTER AND SETTING OF THE SETTLEMENT;
- (B) ALL PUBLIC UTILITIES ARE AVAILABLE INCLUDING FOUL OR SURFACE WATER DISPOSAL AND THERE ARE NO EXISTING CAPACITY CONSTRAINTS WHICH COULD PRECLUDE DEVELOPMENT OR IN THE CASE OF SURFACE WATER DRAINAGE, DISPOSAL CAN BE ACCEPTABLY ACHIEVED TO A WATERCOURSE OR BY MEANS OF SOAKAWAYS;
- (C) SUITABLE ACCESS ARRANGEMENTS CAN BE MADE;
- (D) AN ADEQUATE RANGE OF PUBLIC TRANSPORT, COMMUNITY, EDUCATION, OPEN SPACE/PLAY SPACE AND SOCIAL FACILITIES ARE AVAILABLE IN THE SETTLEMENT, OR WHERE SUCH FACILITIES ARE LACKING OR INADEQUATE, BUT ARE NECESSARILY REQUIRED TO BE PROVIDED OR IMPROVED AS A DIRECT CONSEQUENCE OF THE DEVELOPMENT, PROVISION OR IMPROVEMENT WILL BE AT A LEVEL DIRECTLY RELATED TO THE PROPOSAL AT THE DEVELOPER'S EXPENSE; AND,
- (E) THE PROPOSAL WOULD NOT BE SIGNIFICANTLY DETRIMENTAL TO THE RESIDENTIAL AMENITIES OF ADJOINING OCCUPIERS OR USERS OF LAND.

(Objective: To ensure an adequate supply of appropriately located housing land whilst safeguarding the character and form of settlements.)

* ie. developments generally comprising not more than 10 dwellings.

4 Assessment :-

- 4.1 The proposal has been amended twice during the course of the application. The key difference with this final iteration of the scheme is that the site would be developed as a no car development and the applicant agrees in principle that vehicular access would be prohibited along the current road linking into U6V106 Palgrave Road Back Lane. Additionally the scheme has 4 dwellings proposed, this is a reduction from 5 that had initially been submitted, but is one more than had been submitted as a first amendment. Previously the dwellings had been 3 storey dwellings with onsite parking in under croft garages. Other changes have been made, including the proposed height and massing of the buildings being reduced from 3 storey to 2 storey structures (with the rooms at first floor level being in the roof). The initial scheme had a ridge height of 10.7m, which has been reduced to 8.5m in height.

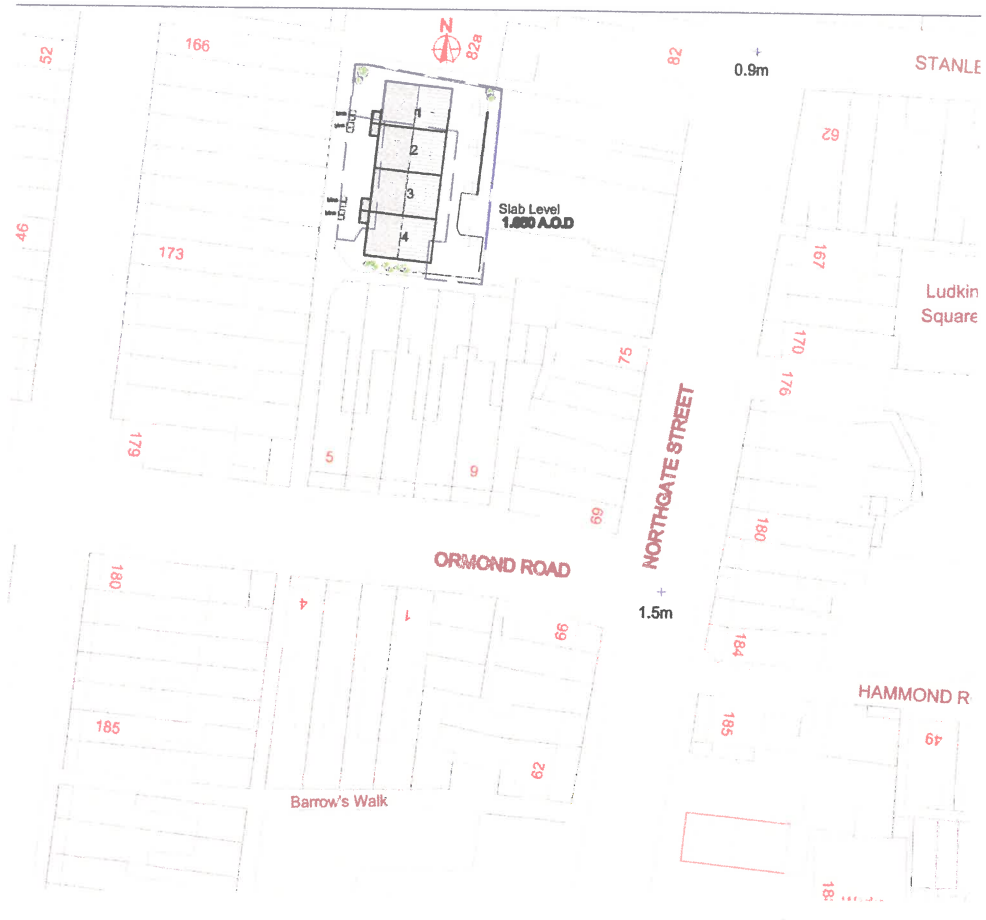
- 4.2 This site is located within Flood Zone 3. However the Environment Agency has not objected to the proposal, and the site is considered to meet the sequential and exceptions test due to the site being located within a sustainable location and there being a Shoreline Management Plan policy for this area has an aspiration to hold the line. The proposal would allow for a first floor refuge, and the application sets out in a Flood Risk Assessment other mitigation measures that could be incorporated to reduce the building and occupants vulnerability to flood events.
- 4.3 The principle of development of this brownfield site is acceptable as the site is located within the main urban area of Great Yarmouth. The application should be considered in the context of meeting the Borough's housing needs. Great Yarmouth is identified in the Core Strategy (Policy CS2) as a Main Town that in combination with Gorleston will contribute to approximately 35% of the Borough's housing growth. Weight should also be given to the NPPF requirement to significantly boost housing supply (paragraph 47), with local emphasis also on the Core Strategy's settlement hierarchy to direct the locations suitable for growth.
- 4.4 The site specific constraints, objections of neighbours and statutory consultees have resulted in amendments to the scheme being required. One change is that the form of development would be with no vehicular access to the site. The highway safety concerns raised by residents following the initial consultation were relevant. Due to vehicles accessing the site along the narrow unclassified road linking the site to Ormond Road the first proposals were considered unacceptable. This resulted in a change in design.
- 4.5 The site would now be accessed by foot only, from Ormond Road, and vehicles would be prohibited. Although there are also pedestrian access points from Palgrave Road, Apollo Road and Northgate Street. This would mean that the on street parking in the area on a number of roads would be utilised by future occupants and should spread the parking capacity from this site to an extent. NCC Highways have no objections to the development or impact upon on existing capacity for on street parking in the area. The applicants would be required to promote a Traffic Order prohibiting vehicle access to the site.
- 4.6 Potential impacts upon the amenity of neighbouring residents have been raised in objection letters. However the scheme has been amended since the original 5 dwelling, 3 storey proposal was submitted to reduce the height and alter the position of the buildings. The dwellings would now be located centrally within the plot rather than closer to the eastern boundary. This ensures that there is a sufficient distance of 18-22m to the rear between windows of the proposed dwelling and properties on Northgate Street, and an acceptable distance to the properties to the front (15-22m to the rear windows of properties on Palgrave Road. This degree of separation is comparable to some of the existing layouts in this relatively densely built out area. Whilst currently the neighbouring properties are not overlooked from this vacant site,

more widely the character of the area is of properties which overlook each other to a similar degree, as this is a densely populated area.

- 4.7 What is proposed would not result in an overbearing structure, especially when compared to the existing two storey structures on site which are closer to the sites east and western boundaries. The scheme has been amended to have a structure which would be 8.5m maximum in height, but with eaves heights of 4.5m. The proposal would result in garden space to the front with provision for bin storage, and rear private gardens of approximately 45m². In this location rear yards and gardens are of a modest size, and as there is not a Council policy specifying sizes for gardens of this type of property, the proposal is considered to provide adequate amenity space for future residents.
- 4.8 The size of the dwellings is considered to be of an acceptable size, the internal layout shows that the dwellings would have a floor area of 93.7m², which would exceed the space requirement as set out in the Governments Technical housing standards – nationally described space standards Guidance for a 2 storey, 2 bedroom dwelling, and also the 3 bedroom standard.
- 4.9 Whilst construction and demolition in all cases can cause disruption, due to the limited size of the access and busy town location with many properties surrounding the site, there is likely to be disruption, and noise. As such conditions would be attached to ensure that hours of work are limited, and thought is put into providing a scheme for deliveries and other demolition and construction traffic. Additionally, dust suppression would be required and a contamination report completed.
- 4.10 Whilst this outline application reserves the appearance and landscaping of the dwellings to a later application, on balance the scale and layout of the dwellings is considered to be acceptable. The siting of dwellings to the rear of properties is in keeping with the area, as there have been historic and recent infill dwellings set between the Victorian terraces (Cobden Terrace, Nursery Terrace etc. to the North). The amendment to the massing of the structures to 2 storeys, with eaves of 4.5m and a ridge height of 8.5m would be in keeping with the scale of surrounding dwellings, and also not significantly larger than the existing structures on site.

5 RECOMMENDATION :-

- 5.1 Approve - subject to standard outline planning application conditions, conditions as requested by NCC Highways and Environmental Health (Traffic Order, Contaminated land survey, demolition and construction working hour restrictions, dust suppression measures). A condition requiring a sprinkler system to be installed in all properties subject to Norfolk Fire and Rescue recommendations, a condition ensuring the recommendation of the flood risk assessment and the Environmental Agency are adhered to, and a condition requiring a Construction Environmental Management Plan(CEMP) to be submitted.



Site Plan 1:500



Location Plan 1:1250

