

7 Oct 2018

Great Yarmouth Borough Council
Planning Services
Development Control
Town Hall
Hall Plain
Great Yarmouth
Norfolk
NR30 2QF

Dear Sirs

PLANNING APPLICATION

APPLICATION: 06/18/0224/F

PROPOSAL: Sub division of garden to form plot and construction of detached house.
Revised submission

LOCATION: 20 Elmgrove Road, Gorleston, Great Yarmouth, NR31 7PP

I have viewed the revised application and drawings for the aforementioned proposal. I can see the orientation of the roof has been modified, however no other details appear to have changed. My objections to this proposal remain, which I would like to restate once more.

As a resident of Elmgrove Road, at No. ²⁵, in the immediate vicinity of the proposed development, and having perused the revised plans for the detached dwelling in the garden of the existing No. 20 Elmgrove Road, I maintain several concerns and issues that I would like considered as part of the planning process.

I am aware that the previous application, reference 06/17/0644/F, was rejected on a number of counts, including the height, width and cramped appearance, and parking issues. I recognise that this latest proposal has attempted to take these policy issues into consideration; however I do not feel the changes in anyway detract from my original objections. In furtherance to my original objections, please also consider the following: -

Parking

It appears from the revised plans that a single car parking space has been created for the proposed dwelling. Whilst this might take a single vehicle off the road, assuming it is used for that purpose, it does not address the issue of additional parking needs outside the dwelling, or indeed the parking needs of No.20 itself, which is currently alleviated by virtue of the house being unoccupied. It is highly probable that 2 large, detached properties will introduce significantly more vehicles onto an already congested street, causing safety and appearance issues, and general difficulty in parking in the immediate vicinity of my house. As outlined in my earlier letter to you, evening parking often extends into surrounding streets and this is not acceptable.

In addition to the long-term parking concerns, there are also parking concerns around the length of build, possibly as long as twelve months. This continues to cause stress amongst local residents.

Type of housing

The revised planning submission still represents a substantial, 3-storey, luxury 4-bedroomed property, squeezed into a small garden plot between No. 20 and No. 22. I maintain this area has experienced a number of failed new-builds when undertaking similar projects on cramped plots. The results have been detrimental to the street appearance and character and I maintain this will be the case should this application be approved.

I understand the pressures on local government to create new homes, but feel strongly that our area requires more affordable housing on brownfield and greenfield plots that can accommodate housing without the significant disruption and damaging effect on well-established residential neighbourhoods.

Disruption

Particularly throughout the summer months, I have concerns around parking, access restrictions, dust and noise. For example, sitting in our gardens, hanging out washing and enjoying our outdoor space will be significantly affected. Elmgrove Road is a street that has always attracted young families and there are many families that use their gardens throughout the summer and we feel this would affect our children and family life during the build period.

Appearance

Elmgrove Road is a pleasant, tree-lined, family orientated and well thought-of local road that mainly consists of individual character & period properties. Having considered the revised plans I fail to see how this house will fit into that image. Again, looking at recent examples of this kind of build locally it is apparent that the street appearance is negatively affected by such builds.

I feel strongly that the revised plans simply squeeze another property onto an already congested street, exacerbating existing parking restrictions and easy access to our homes. I do not feel that the revised plans are a significant departure away from the original plans that were rejected; the erection of a dwelling of the height and width shown on the proposed drawings on the space between the existing houses will result in a cramped appearance that will detract from the pleasant, open nature of this part of the road and will be significantly detrimental to the character and appearance of the area.

In summary I object to the proposal to sub divide a garden to form a plot and construction of a detached house at No. 20 Elmgrove Road.

Yours Faithfully,

A large, dark, rectangular redaction mark covering the signature area.

No. 25.

Town Hall, Hall Plain, Great Yarmouth, NR30 2QF

1:1,250

Reference: 06/18/0224/F

Parish: Gorleston

Officer: Mr G Clarke

Expiry Date: 08-03-2019

Applicant: Mrs Skoyles

Proposal: Sub-division of garden to form plot and construction of detached house

Site: 20 Elmgrove Road
Gorleston

REPORT

1 Background / History :-

- 1.1 No. 20 Elmgrove Road is a detached two-storey house on the north side of the road, there is a semi-detached three-storey house to the east (no. 18) and a semi-detached three storey house to the west (no. 22). The land involved in the application is part of the garden to the west side of no. 20 between that property and no. 22, there is a pair of flat roofed garages belonging to 20 and 22 at the west side. The proposal will involve the demolition of the garage belonging to no. 20 and a conservatory on the side of that house to allow for the erection of a three-storey house on the site.
- 1.2 Elmgrove Road is a wide road with a mixture of detached houses, bungalows, semi-detached and terrace houses of different designs on plots of varying widths that contribute to the character of the area.
- 1.3 In 2017 planning permission was refused for the sub-division of the garden and the construction of a detached house on the grounds that the height and width of the dwelling would result in a cramped appearance that would be detrimental to the character of the area and the proposed parking area across the full width of the site would also have an adverse effect on the street scene (ref: 06/17/0644/F).
- 1.4 The current proposal is for a narrower house which uses the existing vehicular access to provide a parking space to the front of the dwelling. The design of the dwelling as originally submitted with the current application had a ridge line running in an east/west direction; a revised drawing was subsequently submitted with some changes to the front elevation and with the ridge in a north/south direction.

2 Consultations :-

- 2.1 Highways - As you will be aware the adopted LPA parking standards require a minimum of three parking spaces for development of this size and it is likely that there is already a high demand for on street parking in this area due to many of the properties not having any off street parking provision. Accordingly this may give rise to other social issues which the LPA may wish to consider. Whilst the development is technically not a town centre location, access to public transport and limited local service provision is within walking distance of the development and taking this and the location of the development into account, it is unlikely I could sustain an objection for lack of parking provision alone nor demonstrate the residual cumulative impacts of the development are severe. Accordingly, should your Authority be minded to approve this application, I would recommend highway conditions regarding access and parking and informative note be appended to any grant of permission your Authority is minded to make.
- 2.2 Building Control – no comments that affect Building Regulations.
- 2.3 Neighbours – 13 objections were received to the original proposal with 12 objections to the revised design – the main reasons for objection are parking, type of house, disruption during building and out of character with the area. The objections consist of a standard letter signed by the individual residents, a copy of the letter is attached.

3 Policy :-

GREAT YARMOUTH LOCAL PLAN: CORE STRATEGY

3.1 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

3.2 Policy CS2 – Achieving sustainable growth

Growth within the borough must be delivered in a sustainable manner in accordance with Policy CS1 by balancing the delivery of new homes with new jobs and service provision, creating resilient, self-contained communities and reducing the need to travel. To help achieve sustainable growth the Council will:

- a) Ensure that new residential development is distributed according to the following settlement hierarchy, with a greater proportion of development in the larger and more sustainable settlements:
 - Approximately 35% of new development will take place in the borough's Main Towns at Gorleston-on-Sea and Great Yarmouth
 - Approximately 30% of new development will take place in the borough's Key Service Centres at Bradwell and Caister-on-Sea
 - Approximately 30% of new development will take place in the Primary Villages of Belton, Hemsby, Hopton on Sea, Ormesby St Margaret, Martham and Winterton-on-Sea

- Approximately 5% of new development will take place in the Secondary and Tertiary Villages named in the settlement hierarchy
 - In the countryside, development will be limited to conversions/replacement dwellings/buildings and schemes that help to meet rural needs
- b) To ensure compliance with Policy CS11, the proportions of development set out in criterion a) may need to be further refined following additional work on the impact of visitor pressures on Natura 2000 sites
- c) Ensure that new commercial development for employment, retail and tourism uses is distributed in accordance with Policies CS6, CS7, CS8 and CS16
- d) Promote the development of two key strategic mixed-use development sites: the Great Yarmouth Waterfront area (Policy CS17) and the Beacon Park extension, south Bradwell (Policy CS18)
- e) Encourage the reuse of previously developed land and existing buildings

To ensure that the Council delivers its housing target, the distribution of development may need to be flexibly applied, within the overall context of seeking to ensure that the majority of new housing is developed in the Main Towns and Key Service Centres where appropriate and consistent with other policies in this plan. Any changes to the distribution will be clearly evidenced and monitored through the Annual Monitoring Report.

3.3 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

3.4 Policy CS11 – Enhancing the natural environment

The Council will work with other partner authorities and agencies to improve the borough's natural environment and avoid any harmful impacts of development on its biodiversity, geodiversity, landscape assets, priority habitats and species. This will be achieved by:

- a) Conserving and enhancing designated nature conservation sites, including Sites of Special Scientific Interest (SSSIs), Special Protected Areas (SPAs), Marine SPAs, Special Areas of Conservation (SAC), RAMSAR sites, National Nature Reserves, Local Nature Reserves Norfolk County Wildlife Sites and Norfolk County Geodiversity Sites
- b) Working in partnership with relevant nature conservation organisations to ensure that protected species, such as Little Terns, are adequately protected from any adverse effects of new development. This includes the preparation

of the Natura 2000 Sites Monitoring and Mitigation Strategy and ensuring assessment of development proposals in the vicinity of the colonies

- c) Relevant development will be required to deliver the mitigation measures identified in the Natura 2000 Sites Monitoring and Mitigation Strategy. This document is being prepared and will secure the measures identified in the Habitat Regulations Assessment which are necessary to prevent adverse effects on European wildlife sites vulnerable to impacts from visitors
- d) Ensuring that the Norfolk Coast Area of Outstanding Natural Beauty (AONB), the Broads and their settings are protected and enhanced
- e) Safeguarding and where possible enhancing the borough's wider landscape character, in accordance with the findings of the borough's and the Broads Authority's Landscape Character Assessment
- f) Improving the borough's ecological network and protecting habitats from fragmentation by working with our partners to:
 - create coastal habitats, including those along developed stretches
 - enhance and protect the quality of the habitats, including buffering from adverse impacts
- g) Ensuring that all new development takes measures to avoid or reduce adverse impacts on existing biodiversity and geodiversity assets. Where adverse impacts are unavoidable, suitable measures will be required to mitigate any adverse impacts. Where mitigation is not possible, the Council will require that full compensatory provision be made
- h) Ensuring that all new development appropriately contributes to the creation of biodiversity and/or geodiversity features through the use of landscaping, building and construction features, sustainable drainage systems and geological exposures
- i) Further developing public understanding of biodiversity and geodiversity and where appropriate, enabling greater public access to any notable biodiversity and/or geodiversity assets
- j) Protecting and where possible enhancing the quality of the borough's resources, including inland and coastal water resources and high quality agricultural land, in accordance with Policy CS12
- k) Working with developers and landowners to ensure land management practices protect and enhance landscapes and to restore landscapes where valued features and habitats have been degraded or lost
- l) Identifying and where appropriate reassessing the locations of strategic gaps to help retain the separate identity and character of settlements in close proximity to each other

- m) Identifying and where appropriate reassessing the locations of local green spaces to help protect open spaces that are demonstrably special to a local community and hold a particular local significance.

3.5 Saved Great Yarmouth Borough-Wide Local Plan Policies

The Great Yarmouth Borough Wide Local Plan was adopted in 2001 and the most relevant policies were 'saved' in 2007 and assessed again in January 2016. An assessment of policies was made during the adoption of the Core Strategy in December 2015 and these policies remain saved following the assessment and adoption. 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.

3.6 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.

3.7 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.

(Objective: To safeguard the character of existing settlements.)

4 Local finance considerations:-

- 4.1 Under Section 70(2) of the Town and Country Planning Act 1990 the council is required, when determining planning applications, to have regard to any local finance considerations so far as they are material to the application. Local finance considerations are defined as a government grant, such as new homes bonus or the Community Infrastructure Levy. It is noted that the Borough of Great Yarmouth does not have the Community Infrastructure Levy. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority. In this case local finance considerations are not considered to make the development more acceptable.

5 Assessment :-

- 5.1 The plot on which no. 20 stands is approximately twice as wide as the plots for the dwellings to the west, the house itself is built on the east side of the plot with an area of garden to the west between the house and no. 22. There is a flat roofed garage towards the front of the site that is attached to a similar garage belonging to 22. The proposal will involve the demolition of the garage and a conservatory that is on the side of the original house and the sub-division of the site into two roughly equal plots. The width of the plot for the new house will be 7.5 metres and the plot for the original house will be 8 metres, the houses to the west are built on plots of between 6 and 8 metres, the house adjoining the east boundary is on a wider plot of 12 metres but the houses beyond that are on 6 metre plots. The plot widths vary along both sides of the road but the widths of the plots for both the proposed house and donor dwelling will be similar to the existing development on this part of the road.

- 5.2 The ridge height of the proposed house will be lower than no. 22 and higher than no. 20 so there will be a step down from the taller houses to the west. The house will be set in from the side boundaries of the site by one metre but as the houses to either side are also set in from the boundaries there will be a space of 2.2 metres between the house and no. 20 and 3.6 metres to the main part of no. 22. These gaps to either side result in the house appearing less cramped in the street scene than the dwelling that was previously refused and it is considered that the current design will not have a significant adverse effect on the character of the area.
- 5.3 The application that was refused showed parking across the whole of the site frontage, it was considered that this large area of parking would have looked out of place and would also have resulted in a loss of on-street parking. The loss of on-street parking was also one of the concerns of the neighbours that was mentioned in the letters objecting to that application. The current application uses the existing single point of access that serves the garage to provide one parking space to the front of the house in an attempt to overcome the previous objections and reason for refusal. This is likely to result in more demand for on-street parking but given the location of the site the Highways Officer has no objection to the proposal and it would be difficult to justify refusal on the grounds of parking without support from Highways.
- 5.4 A similar proposal for a house in the side garden of 61 Avondale Road was refused by the Council in 2015 (06/15/0075/F) but was subsequently allowed on appeal, taking that decision into account it is considered that if the current application is refused it may be difficult to defend the decision should the applicant decide to appeal.
- 5.5 The application has been on hold awaiting the submission of a Shadow Habitats Regulations Assessment (SHRA) to determine whether the application will be likely to have significant effects on one or more Natura 2000 sites. Permission may only be granted if it is determined that the application will not adversely affect the integrity of any Natura 2000 site. A SHRA has now been submitted and it is the assessment of the Local Planning Authority, as Competent Authority, that any adverse effects of the development on Natura 2000 sites can be adequately mitigated for by a contribution to the Habitats Monitoring and Mitigation Strategy. This assessment is made having taken into account both the direct and cumulative effects that the site may have in terms of recreational pressures on any Natura 2000 sites.

6 RECOMMENDATION :-

- 6.1 Approve – subject to the conditions requested by Highways and the payment of a contribution of £110 towards the Council's Habitats Monitoring and Mitigation Programme.
- 6.2 The proposal complies with the aims of Policies CS1, CS2, CS3 and CS11 of the Great Yarmouth Local Plan: Core Strategy and saved Policies HOU7 and HOU17 of the Great Yarmouth Borough-Wide Local Plan.