

Reference: 06/18/0039/F

Great Yarmouth

Officer: Mrs G Manthorpe

Expiry Date: 30-03-2018

Applicant: Mr Mavroudis

Proposal: Demolition of existing building and construction of 2 blocks of flats (5 flats to each block)

Site: 34 Marine Parade (land to rear of)
Great Yarmouth

REPORT

1. Background / History :-

1.1 The application site is positioned to the rear of 34 Marine Parade, Great Yarmouth and is immediately adjacent to Apsley Road. The site was part of the former Yesterday's World museum which has been recently subdivided and its use changed. The site is within the primary holiday area as defined by the Borough Wide Local Plan (2001) and the frontage faces onto Marine Parade which forms a key tourism location within the town of Great Yarmouth. In addition the site is within the seafront conservation area. The uses of the properties around 34 Marine Parade are mixed with both residential and commercial uses

1.2 The application is to demolish the existing structure and erect 2 blocks of the flats consisting of 10 units each with 2 bedrooms and with a central access. Parking and storage has been positioned on the ground floor to the rear.

1.3 Relevant Planning History:

06/05/0953/F – Change of use to museum/exhibition with themed Victorian arcade, tea room and curiosity shop. Approved with conditions. 27-04-2006

06/06/0669/F – Conversion of residential unit to two self-contained flats inc external staircase and passage way at ground floor. Approved with conditions. 02-10-2006

06/12/0144/F – Vary condition 2 of pp 06/06/0669/F flat 1 to be used as separate self-contained unit for use other than employed/associated. Approved with conditions. 27-04-2012

06/16/0105/CU – Use for family entertainment centre. Approved with conditions. 31-05-2016

2. Consultations :-

All Consultations are available to view on the website.

2.1 Highways – No objection subject to conditions. They have requested conditions ensuring water does not discharge onto the highways, that the access onto the site is limited to the optimum locations, a condition restricting overhanging or encroaching structures to the public highway and a condition ensuring a Traffic Regulation Order has been promoted by the Highway Authority.

2.2 Environmental Health – No objection, but recommended conditions relating to hours of work and contaminated land. Also made notes relating to air quality, an informal noise assessment and asbestos removal.

2.3 Norfolk Constabulary – Provided comments on the application and made recommendations. Noted that the area experiences a high level of crime so recommended alterations including the installation of gates, security sensors, ensuring the doors are not recessed and attack resistant windows are installed.

2.4 British Pipeline Association – No objection.

2.5 Lead Local Flood Authority – Below size threshold to comment.

2.6 Conservation Officer – Supported in principle but recommend amendments to external elevation.

2.7 Essex and Suffolk Water – No objections subject to a water connection being made.

3. Policy and Assessment:-

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

3.2 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.

3.3 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.

3.4 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.

3.5 TR4

Proposals to change the use of tourist facilities, attractions or accommodation to purposes which are not tourist-related will not be permitted where the site or premises are within primary holiday accommodation and primary holiday attraction areas, as shown on the proposals map. In secondary holiday accommodation areas, as shown on the proposals map, policy TR12 will apply.

3.6 Adopted Core Strategy:

3.7 CS2 – Achieving sustainable growth

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

3.8 CS8 – Promoting Tourism, Leisure and Culture

d) Maximise the potential of existing coastal holiday centres by ensuring that there are adequate facilities for residents and visitors, and enhancing the public realm, where appropriate

3.9 CS9 – Encouraging Well Designed, distinctive places

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

3.10 CS10 – Safeguarding Local Heritage Assets

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

3.11 National Planning Policy Framework

Paragraph 14 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.
- .

Paragraph 17. 'always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;' and

‘take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;’

Paragraph 131 ‘In determining planning applications, local planning authorities should take account of: the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 47 requires LPS to identify and update annually a supply of specific deliverable¹¹ sites

3.12 Strategic Planning

Strategic Planning commented on the application and stated that the development is within Great Yarmouth which is designated as the main town in Policy CS2 of the Core Strategy. They note that the development is within a Prime Commercial Holiday area as designated under the saved Borough Wide Local Plan. However they state that in March 2018 the Local Plan Working Party agreed to progress the emerging Local Plan Part 2 which would replace this policy with the Seafront Improvement Area and Back of Seafront Area policy. Both these policies look to enhance the character and could encourage dwellings in this location.

4. Appraisal:

4.1 The application site is situated to the rear of 34 Marine Parade facing Apsley Road. 34 Marine Parade is part of the former Yesterday’s World which has been since subdivided and its use changed. The site is adjacent to Apsley Road which is situated just behind the seafront and is largely residential in nature. The frontage part facing Marine Parade is not part of the application. Marine Parade is a key tourism destination for the town and is characterised by a mix of commercial uses.

4.2 The site is within the seafront conservation area and is an area designated as Prime Commercial Holiday in accordance with the saved Borough Wide Local Plan (2001). The site is constrained by units on either side (north and south) with 34 Marine Parade to the East. The Western Frontage on Apsley Road is a largely blank brick face with three sets of doors and bricked/boarded up openings.

4.3 The application is to demolish the structure to the rear of 34 Marine Parade and to construct two blocks of flats with a combined total of 10 flats all two-bedroomed. The flats are directly adjoining the property to the south with a small gap with the property to the north leaving an access down the centre between the two blocks of flats. The flats are three storey with windows and Juliette balconies facing Apsley Road

5.0 Assessment

5.1 The site is within an area designated as Prime Commercial Holiday in the saved Borough Wide Local Plan (2001). The proposal is contrary to this policy, as the policy aims to retain holiday commercial uses and this application will result in the loss of commercial floor space. However Strategic Planning advises that although the proposal does not conform with policy TR4 it is broadly compliant with the aims of the emerging policies in the Local Plan Part 2, although the emerging policy has limited weight until its adoption.. In addition, the site is within Great Yarmouth which is designated as the main town in the adopted Core Strategy and is expected to take 35% of all new dwellings. In addition the site is well connected with good access to nearby services.

5.2 The loss of the commercial floor space is considered acceptable as a sufficient and viable unit still in commercial use remains towards the front of the site facing Marine Parade. The rear has a strong relationship to the Apsley Road which is not tourism based in character. Accordingly, the development is considered to broadly comply with policy whilst recognising it does not conform to saved policy TR4.

5.3 The rear of 34 Marine Parade is utilitarian in style and of limited visual benefit. It is largely a blank brick wall with three openings with other openings either bricked or boarded up. Although the rear of 34 Marine Parade has a pitched roof this is largely hidden behind the parapet wall. The proposal represents an overall improvement to the area with the introduction of the flat blocks. The visual impact is an important consideration as the site is within a Conservation Area.

5.4 In considering whether to grant planning permission for development which affects a Conservation Area, the local planning authority must have regard to Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 which requires the Council to have special regard to the desirability of preserving or enhancing the character or appearance of that area. The Conservation Officer supports the development in principle recognising it would improve the area;

however, they recommended some changes to the submitted plan. The main changes related to the removal of windows and installation of doors and Juliette balconies to the Apsley Road facing elevation. These changes were largely present on the revised plans although they did not include Juliette balconies on the ground floor (for security purposes). The exact materials have not been confirmed so the materials can be agreed by way of condition. Overall the proposed development is considered sympathetic to the conservation area.

5.5 The proposed layout is considered to be acceptable with all flats being considered a reasonable size and layout. The main bedrooms are considered reasonable in size, the kitchens are small but are usable and can expand into the living space if required. Given the constraints of the site with buildings on three sides the proposal makes use of the light with inward facing windows and windows facing outwards towards 34 Marine Parade and Apsley Road. However it should be noted and considered that there is limited level of light available to the north and south facing windows due to the close proximity of buildings. The second bedrooms on the first floor are particularly affected by light restrictions.

5.6 The proposed development is not considered to significantly and adversely affect the neighbouring properties and no neighbour objections have been received. Given the close proximity to the flats to the rear of 34 Marine Parade there is the potential for some loss of privacy facing eastwards.

5.7 Norfolk County Council Highways Department do not object to the development, subject to conditions being imposed. The application site contains six car parking spaces for 10 units. It is recognised that the parking numbers are low and there would not be one space per flat unit, but the site is sustainably located with good access to nearby services and public transport. In addition, cycle storage has been included.

5.8 Norfolk Constabulary has made a series of recommendation to help the security of the development as it is located in an area of high crime. Its main recommendation is for the installation of security gates across the access. However, as noted by the Norfolk Constabulary, this conflicts with Building Control requirements as the access between the two block of flats also act as the fire escape route for the rear of 34 Marine Parade. Accordingly, the gate has not been insisted upon. The addition of sensor lights and other security measures can be included as notes.

5.9 As of April 1st 2017 the Borough has a 4.13 year supply of housing land and this is a significant material consideration in the determination of this application. If a Local Planning Authority cannot show that they are meeting this requirement, their policies with regards to residential development will be considered to be out of date and therefore paragraph 14 of the NPPF is engaged which states that “any adverse impacts of the development must significantly and demonstrably outweigh the benefits” in order to justify refusal. Taking this into account, reduced weight would apply to existing adopted Local Plan policies and as an authority we are significantly less able to resist all but the most inappropriate housing development in the area without the risk that the decision would be overturned at appeal under the presumption in favour of sustainable development.

5.10 The application site is within sub market 3 area in accordance with the adopted Core Strategy, meaning affordable housing is not required in this instance. The application is for 10 units so constitutes a major dwelling application. Accordingly open space contributions should be sought by way of an obligation agreement.

5.11 Environmental Health did not object subject to conditions relating to contaminated land and noise; they also provided advisories. The BPA, Lead Local Flood Authority and Essex and Suffolk Water have not objected.

5.12 Space has been allocated to the rear of the parking areas for the cycle storage and bin use. It should be noted that the accessibility of the bin stores will be dependent upon the use of the car park. A condition should be considered ensuring that bin storage and cycle stores are put in place prior to first occupation.

5.13 Overall, the harms identified in the development are limited, and can be appropriately controlled by conditions and through a Section 106 Agreement. The harms therefore are concluded to not outweigh the benefits at all, let alone “significantly and demonstrably”, and the development is recommended for approval in line with the presumption in favour of sustainable development.

6. RECOMMENDATION :- APPROVAL, subject to all conditions ensuring a suitable development including those recommended by the Highways Authority and Environmental Health, conditions regarding the materials and to ensure the erection of the bin store. Contributions towards open space/play equipment should also be sought.

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Hall Plan
Great Yarmouth
NR30 2QFYour Ref: 06/18/0039/F
Date: 09 March 2018My Ref: FWP/18/6/6194
Tel No.: 0344 800 8020
Email: llfa@norfolk.gov.uk

Dear Sir/Madam

Town and County Planning (Development Management Procedure) (England) Order 2015**Demolition of existing building and construction of 2 blocks of flats (5 flats to each block at 34 Marine Parade (Land to rear of) GREAT YARMOUTH Norfolk NR30 2EN**

Thank you for your consultation on the above site, received 6 March 2018. We apologise if there has been any delay in providing this response.

Officers have screened this application and it falls below our current threshold for providing detailed comment. This is because the proposal is for less than 100 dwellings or 2 ha in size and is not within a surface water flow path as defined by Environment Agency mapping.

You should satisfy yourself that the applicant has demonstrated compliance with;

- The National Planning Policy Framework ("NPPF") paragraph 103 by ensuring that the proposal would not increase flood risk elsewhere.
- Written Ministerial Statement HCWS 161 by ensuring that Sustainable Drainage Systems for the management of run-off are put in place.

The applicant should also demonstrate how the proposal accords with national standards and relevant guidance. If the proposal does not accord with these the applicant should state their reasoning and the implications of not doing so. The key guidance available is set out below;

- Planning Practice Guidance - Flood Risk and Coastal Change
- Non statutory technical standards for sustainable drainage systems (March 2015 by Department for Environment, Food and Rural Affairs)
- The SuDS Manual C753 (2015), which is available free on the CIRIA website.

In addition we have summarised the relevant section of the County Councils standing advice below. This is in line with our guidance on Norfolk County Council's Lead Local Flood Authority role as Statutory Consultee to Planning which can be found on our website.

Norfolk County Council LLFA Statutory Consultee for Planning - Guidance Document

- Standing advice 1 relates to consenting of works which are likely to affect flows in an ordinary watercourse
- Standing advice 2 relates to surface water management for major development under our size thresholds
- Standing advice 3 relates to surface water management for minor development.

If you are aware of a particular surface water flooding issue at this location which requires further bespoke advice, please re-consult detailing the perceived nature of flooding or details of flooding that has occurred

Please note if there are any works proposed as part of this application that are likely to affect flows in an ordinary watercourse, then the applicant is likely to need the approval of the County Council. In line with good practice, the Council seeks to avoid culverting, and its consent for such works will not normally be granted except as a means of access. It should be noted that this approval is separate from planning.

Further guidance for developers can be found on our website at

<https://www.norfolk.gov.uk/rubbish-recycling-and-planning/flood-and-water-management/information-for-developers>

We have no further comment to make at this time.

Yours faithfully



Paul Donnachie
Sent on behalf of Paul Donnachie
Community Services and Environment
Lead Local Flood Authority

Secured by Design



NORFOLK
CONSTABULARY

Our Priority is You

Norfolk Constabulary

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FAO
Mrs G MANTHORPE

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

Ref: **06/18/0039/F**

Date: 21/03/2018

Planning Application

Demolition of existing building and construction of 2 blocks of flats (5 flats to each block) at 34, Marine Parade, (Land to rear of) GREAT YARMOUTH, Norfolk, NR30 2EN

Dear Mrs Manthorpe,

Thank you for inviting me to comment on the above Planning Application. Crime records during the last year within Nelson Ward were very high including a very wide range of anti-social crime types. In this area records also indicate incidents of vehicle interference, damage to vehicles, theft of motor vehicles and burglary. It is therefore crucial to factor in protective security measures and practices in this development at the outset which removes the opportunity for such crimes to occur. The applicant and subsequent builder are advised to consider advice found in the BSIA Construction Site Security Guide www.bsia.co.uk.

I would recommend the applicant reflects the security measures & specifications found within Secured by Design (SBD), Homes 2016 guidance as the principles and products used within that guide have a proven track record in defeating known criminal methods of committing crime. In light of the crime types within this area, I have the following comments to make:

There may be some conflict between fire safety requirements for the adjacent arcade business and how the fire exit route passes between the two new buildings and the subsequent openness of the site which without appropriate access control measures, could readily permit criminal and anti-social behaviour in.

We will answer letters within 10 working days, where information is available.
Where this is not possible, an explanation will be given for any delay.



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The aspect of uncontrolled open access is of concern and relevant in an area subject to high crime levels. Whilst the existing fire exit route currently passes through the applicant's land/property, exiting directly onto Apsley Road, it does not affect any residents. The proposed development changes that dynamic.

Under an open access/egress arrangement, the split design of the development leaves the entrances and particularly car parking bays at risk from criminality unless protected. My recommendations would be for appropriate gated entrance access control for the protection and security of the occupiers and vehicles parked on site but would involve a review of any fire exit route from the arcade. I am happy to discuss this aspect further with relevant parties.

As already alluded to, I am concerned regarding unauthorised open access to vehicles parked within this development. If entrance gating control is provided, residential car parking security will be greatly improved. However the parking bay area must be covered with vandal resistant 'dusk to dawn' sensor security lighting to protect and reduce the fear of crime for users. Unfortunately there is no beneficial active room cover from the owners/occupiers of the flats whilst in residence. When considering security lighting, due regard should be given to preventing a nuisance to residents and minimising light pollution.

Such security lighting should also cover the pedestrian entrances for the same beneficial reasons.

The ground floor pedestrian entrance doorways should not be recessed more than 600mm, in order that neither criminals nor those wishing to engage in anti-social behaviour can hide within them. The plans indicate the recessed doorways are in excess of this measure and should be reduced accordingly, reflecting Secured by Design, Homes 2016 guidance.

The attack resistant standard of accessible doors and windows across this development, including doors off communal entrances and entrance doors to flats, are now reflected in building regulations through Approved Document Q. Such standards and products have a proven track record in defeating known criminal methods of committing crime. I would recommend PAS24:2016 doors and windows and also encourage top opening window products and restrictors for the ground floor windows to prevent ready criminal access.

Both buildings should be fitted with visitor entry and access control systems to protect the five flats in each. I recommend they reflect SBD, Homes 2016 guidance and in order to maintain security, no Trades Button features must be permitted.

Mail boxes should be externally mounted to restrict entry into the two blocks thereby

preventing security measures from being undermined. The mail boxes should be securely fitted and reflect TS 009:2012 attack resistant standards.

The cycle stores should be protected from unauthorised access and security measures, reflecting SBD, Homes 2016 guidance.

The adoption of the principles contained within SBD, Homes 2016 can be downloaded from www.securedbydesign.com. If the applicant wishes to discuss how Secured by Design could be delivered or requires any further assistance, please do not hesitate to contact me.

Yours sincerely

Mr Dick Wolsey
Architectural Liaison Officer
C/O Beccles Police Station
www.securedbydesign.co.uk

