

Reference: 06/20/0567/F

Parish: Great Yarmouth

Officer: Chris Green

Expiry Date: 10-02-21

Applicant: Great Yarmouth Borough Council

Proposal: Construction of 18 residential dwellings, together with associated infrastructure works

Site: Former Beach Station, Beach Coach Station.

REPORT

1. Background

- This proposal is presented to members because the site is owned by the
- 1.1** Borough Council and the proposed affordable modular housing promoted by the Council in partnership with Broadland Housing Association and with Bidwells providing technical services.
- 1.2** The plans have been revised recently following discussions with designers at the Borough, a re-consultation is underway and will end before the committee meeting but after the completion of this report. Any further representation letters received will be reported either in an update sheet or verbally at committee.

2. Site and Context

- 2.1** The site is part of the former land occupied by Yarmouth Beach Railway Station closed in 1959, close to the southern end.
- 2.2** To the north of this site is open ground used as a Coach and car park.
- 2.3** The land intrudes very slightly in one corner into flood zone two, though the land levels all around this site appear very close to level and land to the north is shown as being in zone one.
- 2.4** It is situated within physical limits and with good access to shops, and other facilities. This particular site is of 0.11 hectares (red-lined area). Although the

Borough's system shows no significant back history, this is because the flats now occupying the land date to the late 1960s following closure of the railway and pre-dating local government re-organisation in 1974. These flats are owned by the Borough Council.

- 2.5 The proposal is on land forming part of the wider car and coach park, that sees use at peak times in the summer.
- 2.6 The land features some small ornamental trees planted as landscaping when the housing was built and some substantial trees to the south of the site providing some screening of the flats to the south of these, even in the winter months.
- 2.7 Nelson Road North is on a bus route with a good service level

3. Proposal

- 3.1 This is a full application for the erection of eighteen one-bedroom self-contained modular flats, in three blocks, linked by stair access and forming an H shape. Blocks 1 and 3 are identical with block 2 to the south slightly staggered in form. All now feature a more satisfying steeper roof pitch in comparison to the original submission, that appears more in proportion to the height of the gable façade.
- 3.2 Parking is shown for the flats created in a small parking area to north allocating 15 spaces from the much larger car park.
- 3.3 Unit size is 50m square, compliant with the national standard for a one bedroom two-person home.
- 3.4 Accompanying the proposal are the following documents:
 - Planning Application Forms and Certificates of Ownership;
 - Application drawings as detailed on the Drawing Register prepared by Ingleton Wood;
 - Design and Access Statement, prepared by Ingleton Wood;
 - Planning Statement (including Statement of Community Involvement), prepared by Bidwells LLP;
 - Preliminary Risk Assessment (Contamination), prepared by 4D Geo;
 - UXO Report, prepared by MACC;
 - Topographical Survey, prepared by Rigour Surveys;
 - Ecology Report, prepared by Small Ecology; and
 - Arboricultural Impact Assessment, prepared by CJ Yardley Landscape & Design.
 - Sequential test for flood risk

The development is too small to require a Transport Statement.

4. Relevant Planning History

- 4.1 Various applications for satellite dishes on the existing flats dating to the mid-1990s (before pd rule changes).

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

- 5.1 Neighbours and residents have supported, objected and commented, on the following summarised points (either in the pre-app consultation or as part of the application responses):

- Concerns about loss of parking particularly during the tourist season, leading to more people parking in nearby residential street.
- Overdevelopment of the site
- More open space should be available
- Communal bins should not be enclosed, to prevent dumping. They can be difficult to manoeuvre without damage to the bins. Communal bins near the Wellesley road eastern site boundary will smell.
- Parking should not be placed adjacent to trees due to maintenance issues;
- Stairwells should be enclosed. (This relates to the original submission)
- Poor design out of character (This relates to the original submission)
- Utility of the site for covid testing
- Inappropriate location near the graveyard
- Light into gardens on Wellesley Road will be lost.
- Car parking adjacent to the rear of Wellesley road will cause noise and disturbance
- While housing is welcome the 3 storey scale is excessive and too close to Wellesley Road.

5.2 Consultations – External Norfolk County Council

- 5.3 **Highways** – No objection subject to condition regarding demarcation of parking areas and provision of cycle spaces before use.

- 5.4 **Historic Environment Service** – No objection

- 5.5 **Local Lead Flood Authority:** The Local Lead Flood Authority provided feedback on further technical information supplied by the agent with regard to sustainable drainage design removed their objection on the basis that the developed run off rate is proposed as below the undeveloped run off. No pre-commencement conditions are now required following confirmation of acceptance of flows by AW.

- 5.6 Norfolk Fire and Rescue.** No objection and standard comments regarding provision for firefighting to accord with the Building Regulations.
- 5.7 Norfolk Police:** Comments: The use of a lockable enclosure for waste storage away from the buildings is good practice, suggestions for cycle stand security and lighting to the shed. A separate letterbox for each flat is required in a well overlooked position with cctv surveillance. (detailed information provided). A controlled access system is suggested. Further details of any access control to the car park is requested.
- 5.8 Norfolk Environment Team.** A Preliminary Environmental Assessment PEA has been assessed and is regarded as sound, a condition is recommended however, for pre-commencement agreement of the enhancement measures for biodiversity on site, including the provision of 10 swift boxes, species of the wild flower mix and details on the species of proposed new trees.
- 5.9 Norfolk CC Infrastructure:** No contributions requested for education or libraries.
- 5.10 Natural England –** No objection subject to RAMS mitigation payments, and consideration of impact on the Broads

Consultation - Internal GYBC

- 5.11 Head of Housing:** No objection 10% affordable housing normally required. These are 100% affordable homes.
- 5.12 Tree Officer:** No objections to the planned development regarding existing trees upon site. They are shown retained and are not of high quality or long remaining life span. The potential for Landscaping is limited due to the proximity to adjacent residential properties. Providing existing tree are shrubs are not removed (as per plans submitted) further landscaping (in terms of trees) should be minimal to avoid future problems.
- 5.13 Environmental Health – (contaminated land, noise, air quality)**
No objections: The remediation reports, confirm that both Beach Coach Station and Crab Lane remediation strategies are acceptable with the contamination during construction condition, and the informative notes on noise and air quality will suffice.
- 5.14 Resilience officer:** This shows as in zone 1, no comments.
- 5.15 Anglian Water:** No assets are affected. There is available water treatment capacity and capacity within the “used water network”. Surface water drainage should be to SuDs. A condition for a surface water management strategy is requested.
- 5.16** In a follow up report dated 9/12/20 AW confirmed the proposed method of surface water disposal is acceptable to upon provision of evidence to confirm compliance with the surface water hierarchy is provided once available. A

connection may be made to the 375mm diameter sewer in Wellesley Road at National Grid at the proposed discharge rate of 1l/s.

6. Assessment of Planning Considerations: Policy Considerations:

National policy

- 6.1 Paragraph 47 of the National Planning Policy Framework states: Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

Local Policy Adopted Core Strategy

- 6.2 Great Yarmouth Borough adopted Local Plan Policy CS1 - "Focusing on a sustainable future" seeks to create sustainable communities where growth is of a scale and in a location that complements the character and supports the function of individual settlements. This is a small-scale development on allocated land in a sustainable location, with excellent access to goods and services.
- 6.3 This site is within Great Yarmouth. Policy CS2 is considered to support the proposal in that it identifies that approximately 35% of new development will take place in the borough's Main Towns at Gorleston-on-Sea and Great Yarmouth and 30% of new development in the borough's Key Service Centres at Bradwell and Caister-on-Sea.
- 6.4 Policy CS3 - Addressing the borough's housing need paragraph e) supports the provision of housing for vulnerable people and specialist housing provision, where there is an identified need. This policy also supports accessible accommodation. It is accepted that without lifts, half of the units are not adaptable for the disabled, however sufficient is to allow for allocations without shortfall.
- 6.5 Paragraph CS3g) promotes design-led housing developments with layouts and densities that appropriately reflect the characteristics of the site and surrounding areas, and in this the layout while set at right angles mirrors the layout to the north of the terraces immediately north of this site and therefore the pattern and scale of the estate.
- 6.6 Policy CS4 - Delivering affordable housing requires 20% of housing on this site be provided as affordable, all the housing is to be affordable and given the demand to provide both affordable homes and smaller dwelling units this additional benefit is of considerable weight.
- 6.7 Policy CS9 - "Encouraging well-designed, distinctive places": also considers matters of amenity both for existing and future residents.

- 6.8 The street-scene is not considered harmed, with this site set well away from the public highway. The vertical scale is a direct response to the properties to the east and south.
- 6.9 Policy CS12 - Utilising natural resources e) suggests working with water utility providers to ensure that new developments match the provision of water supply and wastewater/sewerage treatment capacity. This is a small-scale development in a highly populated area where the marginal increase effects will not be felt.
- 6.10 Saved policy REC8 "Provision of recreational, amenity and play space" requires all schemes with over 20 children's bed-spaces to provide recreational and amenity space or play space, in proportion to the scheme, while this does not define the contribution the emergent policy H4 below does.

The Emergent Local Plan

Emerging policies of relevance include:

- 6.11 Policy A2 - Housing design principles, has limited weight as objected to, the government have however also published national design guidance, it is considered however that the design of these units and the materials chosen are of a good standards and will compliment the existing setting.
- 6.12 Policy H3 - sets a minimum housing density of 30 dwellings per hectare - the proposal is 35 dwellings per hectare and includes some retained open space.
- 6.13 Policy H4 - Open Space provision - this policy would require more open space provision, but the lack of children's bedroom space in the flats means the demand will not arise.
- 6.14 Policy E4 - Trees and Landscape - requires retention of trees and hedgerows.
- 6.15 Policy E7 - Water conservation - requires new dwellings to meet a higher water efficiency standard, than prescribed in Building Regulations.

7. Local Finance Considerations:

- 7.1 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 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.

- 7.2** It is assessed that the provision of affordable housing, render the impacts of the development upon the services locally will be sufficiently mitigated for the purposes of planning. Financial gain does not play a part in the recommendation for the determination of this application.

8. Shadow Habitats Regulation Assessment

- 8.1** The applicant has submitted a bespoke Shadow Habitat Regulations Assessment (HRA). It is confirmed that the shadow HRA submitted by the applicant has been assessed as being suitable for the Borough Council as competent authority to use as the HRA record for the determination of the planning application, in accordance with the Conservation of Habitats and Species Regulations 2017.
- 8.2** The report rules out direct effects in isolation; but accepts that in-combination likely significant effects cannot be ruled out from increased recreational disturbance on the Broads SPA and recreational access (and potential for disturbance) is extremely limited. An Appropriate Assessment (AA) has been carried out. The AA considers that there is the potential to increase recreational pressures on the Broads SPA, but this is in-combination with other projects and can be adequately mitigated by a contribution to the Borough Council's Habitats Monitoring & Mitigation Strategy (£110 per dwelling) to ensure that there will be no adverse effects on the integrity of the internationally protected habitat sites.
- 8.3** The Local Planning Authority as "competent authority" agrees with the conclusions of this assessment. To meet the mitigation requirements, it is recommended that the appropriate contribution is secured by either S.111 or S.106 agreement. In this instance the County is to act as the monitoring authority and the Borough as the "developer".

9. Assessment

- 9.1** There will be short term construction jobs with little long-term economic benefit associated with the proposal.
- 9.2** The delivery of an all affordable housing scheme however provides considerable material benefit and weight in the consideration.
- 9.3** This scheme in association with the other two being brought forward at this time will very rapidly deliver a significant contribution to smaller housing accommodation, tailored to specific needs.
- 9.4** The design offers a form which while of little architectural pretention, is well detailed, and of a type not found elsewhere in the borough. Some alterations made in the revised design allow a stronger higher pitched roof and more robust gable end details.

- 9.5** The encouragement of modular housing delivers on the aims of recent government reports and will further the adoption of offsite manufacture of housing, where lack of scale has been shown to act to discourage general adoption.
- 9.6** An Arboricultural impact assessment has been produced for all three sites, and the surveyor
- 9.7** A Preliminary Environmental Assessment (PEA) has been prepared, given the low sensitivity identified this has been carried out as a desk-based study. The ecologist has suggested further details for biodiversity enhancement be required before commencement of the works, this is not considered an appropriate trigger point by officers, as the measures relate to soft landscape and bird boxes, all of which are either items that can be installed late in the project build or need to be delayed to an appropriate time for planting. It is hoped that further details and consultee feedback will be available at the time of the committee meeting.
- 9.8** As this site is at slightly increased risk of flooding (a small part is in zone 2) it is the duty of the Council to consider the potential of other available sites when determining the application (sequential test). As the agent in the analysis submitted makes it clear, the need to achieve rapid delivery defines the criteria for testing the availability of other land in lower flood risk and rules other sites out. The resilience officer considers the site acceptable and all the built footprint is within the low risk zone 1. Both the Local Lead Flood Authority and Anglian Water have agreed the surface water drainage provision for this site without the need for further pre-commencement conditions
- 9.9** The proposal will remove parking spaces from a major edge of town centre car park; however, this huge space is little used most of the year. That said, when it does come under parking pressure this is in high summer when the town is at the height of the important tourism season. The site also serves as parking for the more sustainable coach tourism, though there is no loss of space to the areas set aside for coach use. As the sea front and beach is extensive it is considered that there remains sufficient parking capacity within the holiday catchment overall to stand this small loss when balanced against the delivery of affordable homes.
- 9.10** Fifteen car parking spaces and 12 cycle spaces are provided hypothecated for residents, in this sustainable location with vast areas available for visitors to the flats over much of the year this does not represent a harmful under-provision, this close to the town centre and where car ownership among residents will be likely to be lower. It has been confirmed that resident parking bays will be secured through installation of a lockable bollard for each bay, which residents will have a key for, and the material used in surfacing coloured to differentiate residents' bays.

- 9.11** This site is too remote from the Broads area and well within the Great Yarmouth urban envelope so as to discount material impact on the Broads or on other landscapes defined in the Character Assessment.
- 9.12** One contributor is concerned about intrusive overlooking of the graveyard, this is not considered to carry material weight and there is considered no material impact on the graveyard as a heritage asset, because there is good separation by the intervening bus station building.
- 9.13** Neighbour amenity is considered preserved. As the current use is for parking across the whole site. The use of part of the site for parking for residents, set away from the site boundary does not represent increased harm. Bin storage is in two locations: One towards the centre of the site away from boundaries with other residential users and one discretely placed in planting to the east where it is close to the boundary. With normal bin collections, such placement would not be objectionable in general residential circumstances and this site is considered to meet that criteria.
- 9.14** The nearest buildings to the boundary to the east are at 9m at their closest, so changes to direct light are considered small during the summer period. To the south the distance is 14.25m to the boundary and 22m between the buildings. Direct light in this direction will not be affected.
- 9.15** Privacy amenity is not considered adversely affected. The nearest block 3 to the east, numbers 7 to 12, has no significant east facing windows, and is placed slightly to the north of the original proposal. The open access deck in the original proposal is now removed using the H block pattern, which makes for a more compact unit with reduced apparent bulk. The principle windows on this block face north and south with only smaller less significant windows facing toward property on Wellesley Road on the east side

The properties to the immediate south of the proposal (fronting Euston Road) have larger overlooking windows of some significance, but these are 22m from the overlooking windows on block 2 and the revised staggered H block plan is slightly further from the site boundary and has principal windows facing east and west away from the flats to the south on Euston Road, and the windows that do face are smaller serving bathrooms and kitchens. In addition, there are intervening trees, which do offer obscuring effect even at the time of the site visit in December.

- 9.16** The applicant has provided phase 2 contaminated land reporting where samples have received laboratory analysis. A mitigation strategy has been produced submitted and agreed so no pre-commencement conditions that would delay a start on site, are required.
- 9.17** Housing delivery in the context of Covid 19: It is considered that Covid 19 may impact on the delivery of housing, however any impacts have yet to be realised. The Government has taken various steps such as extending commencement dates for planning permissions. In the context of the responses to submissions made to the Part 2 Local Plan at Public

Examination, the planning team responded that “The Borough Council will also play a role in supporting housebuilders to ensure that its housing targets are met. In any case changes to housing targets and land availability on the plan are unlikely to mitigate any effect. No change required”. (to the local plan part 2). Because the recommendation is for approval, in this case the matter is considered moot, though it is noted that permitted rights for temporary modular housing have been introduced in response to the crisis. One comment notes the sites utility as a testing centre, this however is a small part of a very large site and the development and this use in wintertime are not mutually exclusive.

10. Conclusion

10.1 The site offers a contribution to smaller affordable housing supply and is well located in relation to the pattern of the settlement

10.2 The small loss of parking in a large car park is considered to carry little weight in the planning balance.

11. RECOMMENDATION: -

11.1 Approve in principle and subject to the Section 106 agreement being concluded for mitigation payments under the Habitat Regulations and with conditions for:

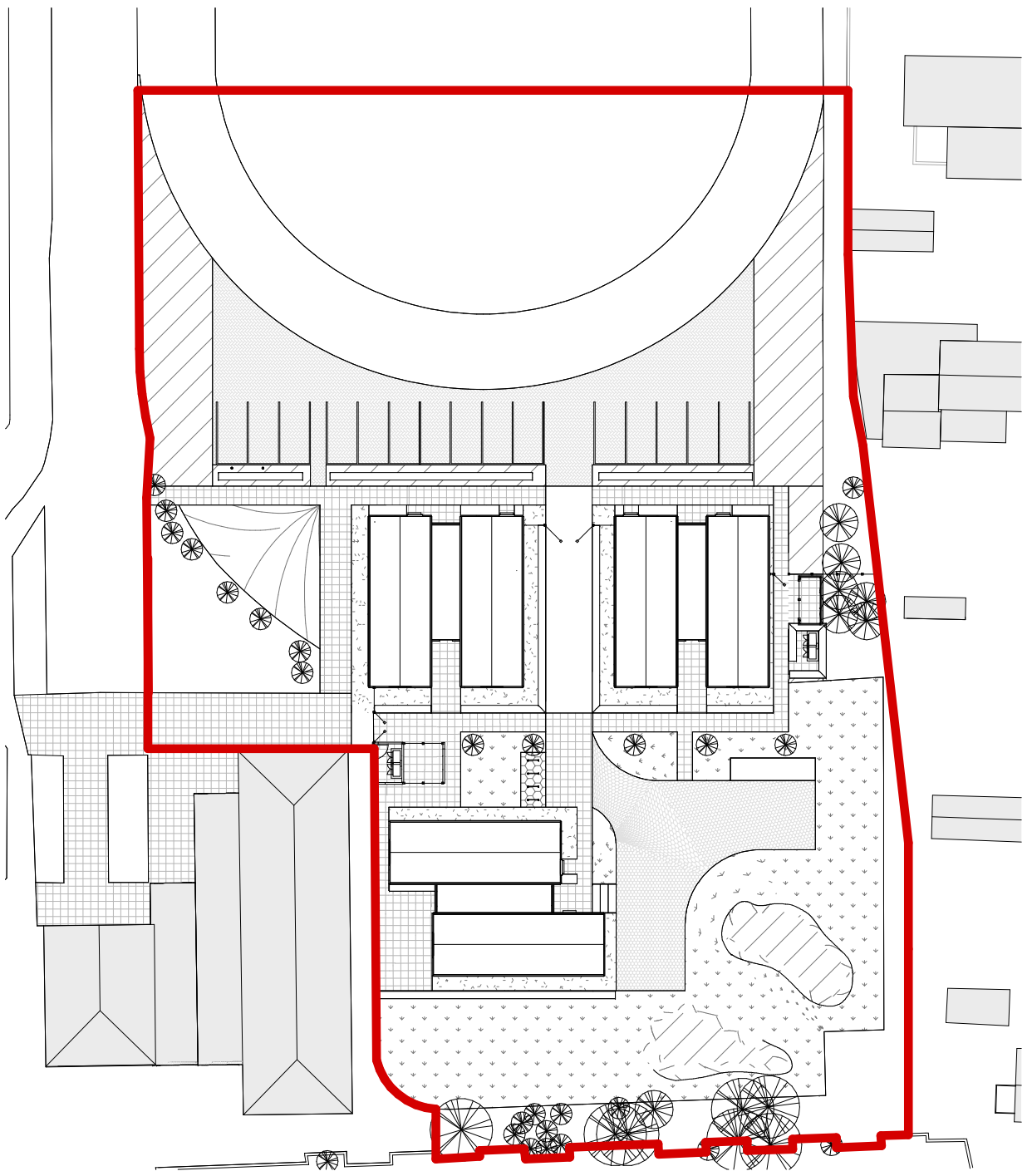
- Highways regarding the demarcation and provision of parking and cycle spaces.
- Hard and soft landscape materials, species, planting programme
- Lighting
- Other ancillary items (bird boxes, bins and cycle stores)
- Passive provision for Electric Vehicles
- Security doors, windows, CCTV provision
- Unexpected contamination during construction
- Informative notes on noise (timing of works) and air quality during construction

are needed and some of these will need to be agreed relatively early in the process as the positioning of lighting CCTV and EV provision for example will involve buried services within the groundworks.

Background Papers 06/20/0567/F/



Proposed Site Layout
1 : 100



Site Key Plan

Ingleton Wood LLP shall have no liability to the Employer arising out of any unauthorised modification or amendment to, or any transmission, copy or use of the material, or any proprietary work contained therein, by the Employer, Other Project Team Member, or any other third party.

All dimensions are to be checked and verified on site by the Main Contractor prior to commencement; any discrepancies are to be reported to the Contract Administrator.

This drawing is to be read in conjunction with all other relevant drawings and specifications.

Do Not Scale

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Landscape shown indicatively, refer to landscape plans

Site Area: 2256m²

Site Plan Legend

- Public Footpath**
Asphalt to match existing
- Entrance Paths & Patios**
Brett Bronze Weathered Stone
600x600 and 600x300 slab sizes
- Hedge - New**
- Existing grass**
- New planting area**
- New grass area**
- New wild flower**
- Bark & planting**
- Seeded geo grid**
- Gravel & geo grid**
- Existing/Proposed tree**
- Drying area**

BW1.5m 1.5m high brick wall
BMF1.8m 1.8m high black metal fence
H1.2m 1.2m hedge
CBF1.8m 1.8m Horizontal close board fence
EV Electric vehicle charging point

****Refer to Material Specification document for further details****

P14	Issued for Planning	10.03.21	JA
P13	Issued for information	09.03.21	JA
P12	Issued for information	03.03.21	JA
P11	Issued for information	02.03.21	JA
P10	Issued to CDM	23.02.21	JA
P9	Issued for information	22.02.21	JA
P8	Issued for information	21.01.21	JA
P7	Issued for information	18.01.21	JA
P6	Issued for Planning	15.01.21	JA
P5	Issued for Planning	06.11.20	BR
P4	Issued to project team	26.11.20	JA
P3	Issued for Planning	29.10.20	MM
P2	Issued to team and Mod Pod	27.10.20	JA
P1	Issued to ModPod	16.10.20	MM
Rev	Comment	Scale	Drawn By
304886		As indicated	MM/UK

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Vision, form and function

Project:
Beach Coach Station
Great Yarmouth

Client:
Broadland Development Services

Title:
Proposed Site Layout

Drawing Number:	COACH-IW-SA-XX-DR-A-1000
Status:	Purpose of Issue: PLANNING
Revision:	P14