



GREAT YARMOUTH
BOROUGH COUNCIL

Development Control Committee

Date: Wednesday, 31 March 2021
Time: 16:00
Venue: Virtual
Address: [Venue Address]

AGENDA

CONTENTS OF THE COMMITTEE AGENDA PLANNING APPLICATIONS & CONDUCT OF THE MEETING

Agenda Contents

This agenda contains the Officers' reports which are to be placed before the Committee. The reports contain copies of written representations received in connection with each application. Correspondence and submissions received in time for the preparations of the agenda are included. However, it should be noted that agendas are prepared at least 10 Working Days before the meeting. Representations received after this date will either:-

- (i) be copied and distributed prior to or at the meeting – if the representations raise new issues or matters of substance or,
- (ii) be reported orally and presented in summary form by the Principal Officer of the Committee – especially where representations are similar to, or repeat, previous submissions already contained in the agenda papers.

There are occasions when the number of representations are similar in nature and repeat the objections of others. In these cases it is not always possible for these to be included within the agenda papers. These are either summarised in the report (in terms of numbers received) and the main points highlighted or reported orally at the meeting. All documents are available as 'background papers' for public inspection.

Conduct

Members of the Public should note that the conduct of the meeting and the procedures followed are controlled by the Chairman of the Committee or, if he/she so decides, the Vice Chairman. Any representations concerning Committee procedure or its conduct should be made in writing to either –

- (i) The Planning Group Manager, Town Hall, Great Yarmouth. NR30 2QF
- (ii) The Monitoring Officer, Town Hall, Great Yarmouth. NR30 2QF

DEVELOPMENT CONTROL COMMITTEE

PUBLIC CONSULTATION PROCEDURE

- (a) Thirty minutes only will be set aside at the beginning of each meeting to deal with applications where due notice has been given that the applicant, agent, supporters, objectors, and any interested party, Parish Council and other bodies (where appropriate) wish to speak.
- (b) Due notice of a request to speak shall be submitted in writing to the Planning Group Manager two days prior to the day of the Development Control Committee meeting.
- (c) In consultation with the Planning Group Manager, the Chairman will decide on which applications public speaking will be allowed.
- (d) Three minutes only (or five minutes on major applications at the discretion of the Chairman) will be allowed to (i) objectors together, (ii) an agent or applicant and (iii) supporters together, (iv) to a representative from the Parish Council and (v) Ward Councillors.
- (e) The order of presentation at Committee will be:-
 - (1) **Planning Officer presentation** with any technical questions from Members
 - (2) **Agents, applicant and supporters** with any technical questions from Members
 - (3) **Objectors and interested parties** with any technical questions from Members
 - (4) **Parish Council representatives, Ward Councillors and Others** with any technical questions from Members
 - (5) **Committee debate and decision**

Protocol

A councillor on a planning or licensing decision making body should not participate in the decision and / or vote if they have not been present for the whole item.

This is an administrative law rule particularly applicable to planning and licensing - if you haven't heard all the evidence (for example because you have been out of the room for a short time) you shouldn't participate in the decision because your judgment of the merits is potentially skewed by not having heard all the evidence and representations.

It is a real and critical rule as failure to observe this may result in legal challenge and the decision being overturned."

1 APOLOGIES FOR ABSENCE

To receive any apologies for absence.

2 DECLARATIONS OF INTEREST

You have a Disclosable Pecuniary Interest in a matter to be discussed if it relates to something on your Register of Interests form. You must declare the interest and leave the room while the matter is dealt with.

You have a Personal Interest in a matter to be discussed if it affects

- your well being or financial position
- that of your family or close friends
- that of a club or society in which you have a management role
- that of another public body of which you are a member to a greater extent than others in your ward.

You must declare a personal interest but can speak and vote on the matter.

Whenever you declare an interest you must say why the interest arises, so that it can be included in the minutes.

3 APPLICATION 06-20-0566-F - CRAB LANE

4 - 16

Report attached.

4 APPLICATION 06-20-0568-F - GREAT NORTHERN CLOSE

17 - 28

Report attached.

5 APPLICATION 06-20-0567-F - BEACH COACH STATION

29 - 40

Report attached.

6 ANY OTHER BUSINESS

To consider any other business as may be determined by the Chairman of the meeting as being of sufficient urgency to warrant consideration.

Reference: **06/20/0566/F**

Parish: Bradwell
Officer: Chris Green
Expiry Date: 10-02-21

Applicant: Great Yarmouth Borough Council

Proposal: Residential development of 10 modular single bedroom dwellings
Site: Crab Lane.

REPORT

1. Background

- 1.1 This proposal is presented to members because the site is owned by the 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 Following discussions there have been architectural alterations to the proposals recently and a re-consultation made with residents and ward councillors. Not all objectors have been sent invitations to view the revisions as the revisions are of a minor nature where only neighbours are reasonably expected to express any different opinion to that originally expressed.

2. Site and Context

- 2.1 The site is situated within physical limits and with good access to shops, and other facilities. This particular site is of .294 hectares (red-lined area) and has no back history and is a broad grassed strip retained alongside the Crab Lane perhaps in the past intended for road widening. There is no footway to the highway edge, instead this is set inwards and north from the highway along the gable flank walls of the existing two storey terraced housing. Density would represent 39 dwellings to the hectare
- 2.2 The strip is devoid of planting and there is 3 storey flat roofed flat development on Laburnum Road opposite to the south for much of the

frontage and to the eastern end part of the well planted cemetery opposite, which has Open Amenity Space status.

- 2.3 Crab Lane is a C class road. It is on bus route 6 Great Yarmouth to Bradwell with an hourly service and service 6B Gorleston to Bradwell, twice a day

3. Proposal

- 3.1 This is a full application for the erection of ten one bedroom self-contained modular flats, in two groups of four on two storeys around a central stair (plot 3 to 6 and 7 to 11) and one group of two in two storeys (plot 1 and 2) with the stair at one end. Parking is shown between plots 1-2 and 3-6 in a court for 8 vehicles and to the east of plots 7-10 for another eight vehicles. Given these are one-bedroom dwellings this level of provision meets County Highway standards. Forsythia Road is between plots 3-6 and 7-10.
- 3.2 The revised scheme submitted in March features a steeper better proportioned roof pitch and a lower roof to the stair access, helping to break up the roof line of the four unit blocks.
- 3.3 Unit size is 50m square, compliant with the national standard for a one bedroom two-person home.
- 3.4 The proposal scheme is set footway width from the Crab Lane highway and north of it. This leaves approximately half of the existing grass strip in situ and introduces some hedging and planting into the grassed area. The reason for the layout is derived from the presence of underground services within the grass strip.
- 3.5 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; (and subsequent phase 2 testing and mitigation recommendations)
 - 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.

The development is too small to require a Transport Statement.

4. Relevant Planning History

4.1 There is none for this site

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

5.1 Approximately 100 neighbours and residents have objected, on the following summarised points:

- Oppose the removal of green space which is used by dog walkers and children
- Children can play on the green in sight of the housing.
- Other local green space is used by teenagers making this strip the only place for younger children to go.
- Open land is precious in the pandemic
- Requests for parking on the land made by residents were earlier rejected by the Council making this proposal unreasonable
- Brown land should be developed
- The land forms an ecological link corridor
- Should be tree planted for carbon capture
- Loss of views from the existing housing area.
- Memories are made on the green
- Local flat dwellers have little amenity space.
- Loss of the open strip forming a characteristic openness for the area
- Large amount of social housing in the area;
- Increased anti-social behaviour, especially if the future tenants are persons hard to place.
- The area will be more dangerous
- Forsythia Road and Coronilla Green will be dangerous to exit.
- The extra junctions created by the parking access will be dangerous
- Walking the narrow footpath late at night will become more dangerous.
- Reducing sunlight into resident gardens;
- Overlooking of existing properties;
- Current lack of car parking provision for residents in the area;
- Lack of space to provide EV charging points locally
- Lack of parking if residents have two cars
- Emergency services access will be prejudiced
- Increased traffic, and busy bus route
- The design of the buildings is hard and industrial
- Decreased value of properties adjacent
- Overdevelopment in a densely populated area; claustrophobic in character
- Additional pressure on doctors, dentists and schools
- Potential issues with drainage
- The ground is contaminated with asbestos and unsuitable for building. Piling will be needed.
- Harm to future residents from traffic noise given proximity to the road, only reason for this being to avoid buried service routes.
- Other sites are available and preferable (Pre-casters site) There are old allotments on East Anglian Way that could be used.

- Impact of other large-scale sites being built out currently.
- The existing open space is abused and dumped on
- A full 3m wide pedestrian cycle shared route is needed, in a landscaped area.
- This will act as precedent for development of the rest of the Crab Lane green strip.
- Construction activity will frighten disabled children
- Loss of open space will cause mental distress
- The motive is just to make the Council more money.
- A public meeting is needed
- The site notice is insufficient.
- A petition against the loss of the “Green Mile” has been received with 150 signatures

5.2 Two letters of support

- More one-bedroom property is needed

5.3 Consultations – External

Norfolk County Council

5.4 Highways – No objection subject to conditions. A traffic regulation order is considered to be advisable between the existing double yellow lines at the street corners on Crab Lane to deter parking and pavement parking on the proposed footway to the south side of the proposed flats. In this there is a slight paradox in that the reason to pursue a TRO only exists once this proposal is permitted in planning terms, yet certainty that a TRO can be put in place cannot be assured at this time as such orders also have to go through a democratic process. That said there are unlikely to be compelling objections put forward. The Head of Housing of the Borough Council has however agreed to facilitate the scheme by agreeing to fund the County Council’s reasonable costs in preparing a no waiting TRO, running between the existing yellow lines at the highway junctions, this being to the satisfaction of the County Highways team.

5.5 Update response to revised scheme: County Highways 18.3.21. No changes to advice but additional condition for stopping up existing footways by legal agreement requires to be added.

5.6 Historic Environment Service – No objection or conditions required.

5.7 Local Lead Flood Authority: The Local Lead Flood Authority offers no comment as the site is below the threshold for comment. The LPA has the duty to satisfy itself that there will be no flooding arising elsewhere as a result of development.

5.8 Norfolk Fire and Rescue. No objection and standard comments regarding provision for firefighting to accord with the Building Regulations. The internal layout of some flats should be rearranged to improve escape.

5.9 Norfolk Police: No objection subject to condition requiring further details for CCTV, access control by key fob, to both the building and bin store, improved

lighting levels, secure doors, “resident only” signage, access control to the car park.

5.10 Norfolk Environment Team. A Preliminary Environmental Assessment PEA has been produced. The land is not part of the strategic north to south Yare Green Infrastructure corridor. The strip of mown amenity grassland running north of Crab lane will be used currently by garden birds for foraging, and hedgehogs and will have some value connecting the cemetery to the allotment. This is much reduced however by the presence of dogs, cats and people and the grass cutting carried out. It is also lit at night. Bats will probably fly along it but only common species like pipistrelles. The grass strip is of low ecological value. The shadow HRA template is accepted.

5.11 Norfolk CC Infrastructure: No contributions required

5.12 Natural England – No objection subject to RAMS mitigation payments.

Consultation - Internal GYBC

5.13 Head of Housing: This site is within the Bradwell area where a 10% affordable housing contribution would normally be expected. This scheme is supported as it is all affordable and one bedroom to reflect a pressing current need.

5.14 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.

5.15 Tree Officer – The arboricultural impact assessment is agreed. There is very slight intrusion by the car park into the root protection area of one tree, but this is negligible in extent.

5.16 Building Control – Access for firefighting pumps up to the front door is required and the open access to the first floors should be enclosed.

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 Gorleston, very close to the boundary of Bradwell, with the two places undivided by any gap. 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. The density is considered appropriate to the locality, and notwithstanding that these are flats, the density is quite low for a flat development, because of the areas of the land left undeveloped.
- 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. The properties are aligned at right angles to the existing terraces and at a distance of 18m from façade to flank wall, so that the rear gardens of the existing properties closest to the back doors are overlooked to a minimal degree and at a reasonable distance so no privacy loss is considered to occur. The right angular relationship means that there is no direct overlooking from room to room. Separation distances mean that light and outlook are not considered materially harmed.
- 6.8** The street-scene is not considered harmed, the presently spacious feel created by the wide grassed area is only partially lost as a result of the spaces between buildings and the setting back with a footway between the carriageway and housing creates a more traditional street feel on what, while a bus route is not a major link road within the Gorleston and Bradwell urban area, especially now, following the completion of the link road between the

A47 and A143. In terms of the form of the local built environment this row at east-west axis will mirror the row on the east-west axis to the north of those properties on the north-south axis immediately to the north of this site

- 6.9** It is considered that the introduction of the new housing will add natural surveillance at the gable ends of the properties existing and that within the estate there will be good surveillance overall of the new parking areas.
- 6.10** 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.
- 6.11** 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. This proposal does not create children's bed space.

The Emergent Local Plan

Emerging policies of relevance include:

- 6.12** 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.
- 6.13** 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.
- 6.14** 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.
- 6.15** Policy E4 - Trees and Landscape - requires retention of trees and hedgerows.
- 6.16** 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. While the Council owns the land, Financial gain does not play a part in the recommendation for the determination of this application.
- 7.3 One objector has criticised not being informed at the time of recent purchase of a nearby Council house. This while not material to the planning merits of the case might be construed as relating to decisions being influenced by financial concerns were it not for the scheme arising in a very short time frame to access grants offered by central government to support pandemic relief measures.

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.

9. Assessment

- 9.1 There will be short term construction jobs with little long-term economic benefit associated with the proposal, other than the employment of Council staff required to maintain the buildings and grounds.

- 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 simple form which while of little architectural pretention, is well detailed, and of a type not found elsewhere in the borough. The use of brick as a surface finish to some extent seeks to characterise the buildings as more of a traditional type, whereas in reality the use of prefabrication with a thin external weatherproof screen allows more substantial insulation in this type of building and so this is a concession to traditional sensibilities that might not be found once factory produced precision architecture becomes established. The roof pitch has been made steeper following design review by the Council, while this does require the roof to now be a separate module, slightly increasing the cost, this is considered worthwhile in appearance terms.
- 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** In terms of traffic impact, the proposal adds little traffic by proportion to a well-developed area. The existing footway remains in this proposal and has improved surveillance by the introduction of new housing. A further new footpath by the road edge is created. The creation of a 3m wide shared footway and cycleway has been suggested, the extra footway is considered to go some way to providing duplicated facilities that in part reduce the impact felt from unlawful cycling on the existing footway. While this is an imperfect solution the planning balance indicates an approval recommendation, dictated by the delivery of these needed affordable homes.
- 9.7** It is true that the spacious character of Crab Lane will change, but that characteristic is not considered one that has to be preserved at all costs, given the timely positive provision of affordable housing that this application represents.
- 9.8** The land being utilised is used by residents as informal open space. It is not designated in the local plan as open amenity space (under saved policy REC11), the cemetery and substantial allotment to the west of this site are both designated. There is a small open amenity space 120m to the north of the site off Kalmia Green. The balance of the land to the east forming this open strip is not proposed as developed.
- 9.9** Objection was made that the Council was not prepared to allow further use of this site as parking for residents in the past. This was not a refusal of planning permission. Each application received is assessed in terms of its merits, and delivery of affordable homes is considered in planning terms to carry greater weight than provision for car parking.

- 9.10** Objection has been made that existing flat dwellers will have little space left to enjoy. The properties to the north are not flats and all enjoy front and rear garden space, the smaller measuring around 80 square metres front and rear aggregated. The flats to the south of Crab Lane are three storeys high and set in landscaped grounds, so not entirely devoid of open amenity space.
- 9.11** Some objectors noted that young children play here to escape teenagers using the other local green space. Given the highway proximity and the discontinuous nature of the wire fence this is considered an unsafe practice.
- 9.12** The housing team is considering the provision of a more formal play space in the vicinity, but this is at aspirational stage and cannot be linked in the consideration to this proposal.
- 9.13** While the proposal buildings are set only 2m from the highway, this is not atypical of common urban practice and in this case the use of limited modern double glazed window openings on that side of the building will assist in reducing impact from traffic for occupants. As the layout are single room depth, ventilation openings can be placed away from the road.
- 9.14** The police have suggested a number of measures that can be secured by pre-occupation condition, they also suggest enclosing the car park. This is not considered appropriate, in as much as other parking within the area is not secured in this way and the fencing would be intrusive. The parking area will be relatively well overlooked.
- 9.15** As part of the sequential test for flood risk for the other two sites for modular housing, the Borough and LPA have considered other available land in the Yarmouth and Gorleston urban area. Given timescale constraints only land owned by the Council is available and “deliverable” (in terms of the NPPF definition) in the timescales required to enable this development to proceed.
- 9.16** This green strip does appear to connect other green areas such as the allotments to the cemetery, however, it is not considered to provide an effective wildlife corridor as it is grassed, without other trees and plants to provide cover so its function is limited. Arguably the introduction of some planters and hedging in association with the proposal would be beneficial in this regard.
- 9.17** The Norfolk County Council Green Infrastructure Management Plan (NGIMP) p27-31 shows that the Gorleston area has ready access to large areas of greenspace. While this differs from play areas and general parks and other urban amenity space, it does illustrate that this is an urban area with good access to rural facilities.
- 9.18** A Preliminary Environmental Assessment (PEA) has been prepared, given the low sensitivity identified this has been carried out as a desk-based study. The County ecologist regards the planting offered as providing some benefits in an

otherwise biologically non-diverse area of open grassland next to a busy road and housing area.

- 9.19** Development of the former allotments off East Anglian Way was refused in 2017 on highway access grounds, this site has been cited as appropriate by contributors, but is not considered deliverable given the timing and physical constraints.
- 9.20** The assumed character of future occupants cannot be prejudged so as to lend weight in planning terms to concerns expressed by objectors, and anti-social behaviour has to be a matter for police should it arise. This site will be managed by the Borough Council after construction.
- 9.21** An Arboricultural impact assessment has been produced for all three sites, and the surveyor identified ten trees around the boundary of the red lined area but not within it. The report concluded: no trees are required removal or canopy alteration to facilitate development. Service connections are possible outside the root protection areas. Proposed construction works are sufficiently distant from trees not to cause harms, with the exception of one parking area where care will be required to avoid harms to tree roots, by hand digging in that limited area and use of geotextile protection. No significant shading arises so there is no threat to the existing trees arising from pruning. Construction access is good, and temporary fencing can provide full protection during works.
- 9.22** The site is not in a high-risk flood zone or an area with recorded surface water flooding. The building regulations prefer smaller domestic developments to discharge to ground via soakaways or sustainable drainage features, such as retention tanks and sufficient space around the site exists for these features. The submitted drainage strategy provides for retention tanks discharging to the public surface water drainage system and attenuating rate of discharge therefore to the undeveloped rate. While ground conditions would accept infiltration, the buried services require this strategy.
- 9.23** The Environmental Health response now reflects the findings of the intrusive phase 2 testing, which found no contamination requiring remediation. No pre-commencement conditions are required.
- 9.24** There is no reason to expect piling to be required, a matter raised by an objector, as the proposed two storey modules impose no unusual loads on the ground.
- 9.25** 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 housing have been introduced by central government in response to the crisis, and this scheme, if temporary would be permitted development.

10. Conclusion

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

10.2 This has to set against the informal use of the area for walking dogs and children's play, though it should also be noted that the provision of another footway along the roadside will act to improve walking opportunity and considerable retained elements of the current green strip will remain. The site is not ideal for play use.

11. RECOMMENDATION: -

11.1 Approve subject to the conclusion of a section 106 agreement for Habitat Regulations mitigation and with conditions for:

- Timing
- Compliance
- Passive EV provision
- Highway conditions including TRO to be in progress at the time of occupation (note the funding of the agreement has been agreed)
- Condition to reflect the Police comments with regard to "Designing Out Crime"
- Unexpected contamination during construction
- Informative notes on noise (timing of works) and air quality during construction

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 06/20/0566/F



- ### Site Legend
- Public Footpath
Asphalt to match existing
 - Entrance Paths & Patios
Semi-Breton Weathered Stone
600x600 and 600x300 slab sizes
 - Hedge - New
 - Existing grass
 - New planting area
 - New grasscrete
 - Vision Splay
 - Existing Proposed tree
- PW1.2m 1.2m post & wire
P&WB1.8m 1.8m post & wire with timber battens
BW1.5m 1.5m high brick wall
BW1.8m 1.8m high brick wall
H1.2m 1.2m hedge
H1.8m 1.8m hedge
- **Refer to Material Specification document for further details****

Landscape shown indicatively, refer to landscape plans

Site Area: 2940m²

Proposed Site Plan
1:200

PT11 Update issued for planning	18.03.21	JK
PT10 Issued for Planning	10.03.21	JK
PT9 Issued for information	03.03.21	JK
PT8 Issued for information	02.03.21	JK
PT7 Issued to CPBC	01.03.21	JK
PT6 Issued for design update	20.01.21	JK
PT5 Issued for Planning	05.11.20	BR JK
PT4 Issued to project team	05.11.20	JK
PT3 Issued to CPBC	03.11.20	JK
PT2 Issued for Planning	03.10.20	JK
PT1 Issued to MoD/DoD	15.10.20	JK WAD
Rev Comment	Date	Drawn By
304886	1:200	JK



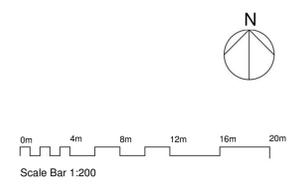
Vision, form and function

Project:
Crab Lane
Gorleston
Norfolk

Client:
Broadland Development Services

File:
Proposed Site Layout

Drawing Number:	CRABLN-IW-SA-XX-DR-A-1000
Status:	PURPOSE OF ISSUE: PLANNING
Revision:	P11



Reference: 06/20/0568/F

Parish: Great Yarmouth

Officer: Chris Green

Expiry Date: 31/3/21

Applicant: Great Yarmouth Borough Council

Proposal: Residential development of 8 modular single bedroom dwellings

Site: Great Northern Close.

REPORT

1. Background

1.1 This proposal is presented to members because the site is owned by the 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 associated with the approaches to Yarmouth Beach Railway Station closed in 1959, close to the junction with the line that linked this station to the quay and Breydon viaduct.

2.2 To the north of this site is open playing fields associated with the Charter Academy, formerly the High School.

2.3 The land intrudes into flood zone two, though the land levels all around this site appear very close to level and land to the north and south 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. These flats are owned by the Borough Council.
- 2.5 The proposal is on land forming a parking court associated with the other flats on this site. There are two parking areas in this vicinity, one closer to the flats which appears well used and the larger parking area that serves as the site for the proposal immediately to the south of the playing field which appears less well used, but has capacity for up to 36 vehicles (50m x 20m approx.)
- 2.6 The land features some small ornamental trees planted as landscaping when the housing was built.
- 2.7 The character of the area is relatively open to the north and east with large recreation spaces, with terraced development to the west fronting North Denes Road.

3. Proposal

- 3.1 This is a full application for the erection of eight one bedroom self-contained modular flats, in amended form as all two storey. This comprises a group with four flats around a common stair in an L shape at the west of the site and a group of four flats in an H shape around a common stair. This creates a courtyard.
- 3.2 Parking is shown for the flats created in a small parking area to the west side with capacity for six vehicles and bin storage. Over the whole site therefore this represents a loss of 30 parking spaces.
- 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 The ward councillor has objected:

- Impact on parking for the current residents and properties nearby. County Highways have objected that there are insufficient spaces for new residents. When Beaconsfield park is being used parking needs increase.
- The proposed housing development on Estcourt Road might not provide enough parking, adding to the local parking pressures.
- Site notice was removed and no replacement provided
- Covid restrictions make engagement with residents difficult. More time is required notwithstanding the pre-application consultations made by the developer.

5.2 Neighbours and residents have objected, on the following summarised points:

- Notification has been poor as the site notice was removed on the next day
- The council have underestimated the displacement of parking facility at 22 vehicles. There are 60 flats in the estate.
- The surveys carried out during covid are not representative.
- The car park is used by residents, council contractors doing repairs and grounds maintenance, paramedics, home delivery drivers and sports teams using the Beaconsfield recreation ground.
- The emergency services struggle to negotiate the on-road parking in the Close
- Registered disabled drivers struggle to find accessible parking spaces.
- Carers and people with children often cannot find space to park
- Delivery drivers will find it difficult to park especially during covid
- There are restrictions on the North Denes Road
- There are no details for electric car charging points or consideration of what the end of petrol cars will mean.
- As the new tenants will have designated parking spaces there will be resentment from existing tenants will have no allocated provision.
- There are no disabled spaces and five are required on the whole site.
- By 7pm all spaces are occupied
- The poor condition of the existing car park limits its use
- The area is used for drug dealing and is poorly lit and the lights not maintained

- The proposal creates a good place for drug dealing
- This will lead with other schemes to overdevelopment of the area.

5.3 Consultations – External

Norfolk County Council

- 5.4 Highways** – No objection. The amended plans show a technical shortfall of one space, however, in an email dated 18.3.21, the Highway officer agrees that if spaces are not hypothecated to this scheme then that is not objectionable, subject to a condition requiring that prior to the first occupation of the development the proposed access, on-site car and cycle parking and turning area shall be laid out in full, to ensure the availability of this space.
- 5.5 Historic Environment Service** – No objection, or recommendation for archaeological conditions.
- 5.6 Local Lead Flood Authority:** Minor development below threshold for comment.
- 5.7 Norfolk Fire and Rescue.** No objection and standard comments regarding provision for firefighting to accord with the Building Regulations.
- 5.8 Norfolk Police:** CCTV is required to maximise surveillance at access points. The footpath is close to an area known for anti-social behaviour and should be gated with access for occupants only. Ideally the entire site will be fenced to 1.8m height. Access to the stairs should be by electronic key. Bin stores should be gated and key fob access to prevent arson. Good lighting combined with CCTV is recommended. Robust, secure lit cycle storage is required. Private residents only signage needed. Access control to parking might be required.
- 5.9 Norfolk Environment Team.** A Preliminary Environmental Assessment PEA has been produced, comments awaited.

Consultation - Internal GYBC

- 5.10 Head of Housing:** Normally no affordable housing would be required on this site by policy. The proposal is however for a 100% affordable scheme, designed to meet the increased need for childless couples and single persons created by the pandemic. The application is supported.
- 5.11 Tree Officer:** No objections. Trees within the Beaconsfield park need to be protected during the development with their Root Protection Area fenced off (measured 4m from stem location) as shown in the submitted Arboriculture statement. No dig construction techniques shall be used for the new pedestrian footpath within the RPA with timber edging and a permeable surface laid to allow for water to access tree roots underneath.

5.12 Resilience officer: No objection.

5.13 Environmental Health – (contaminated land, noise, air quality)

No objections: A condition is required for contaminated land matters to be mitigated on site and validated before construction proceeds further, as the phase 1 and 2 studies showed some asbestos particles in one location. Construction work period should be restricted to protect adjacent residents and air quality maintained during construction works.

5.14 Building Control – Are critical of the design showing open balcony access and require the enclosure of this. Distances for fire hoses are limited to 45m which will require pump access close to the bottom of the stairs.

5.15 Natural England – No comments as below threshold so refer to standing advice and local ecology service.

5.16 Anglian Water- Below threshold for comment

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 no adaptable for the disables, 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. The properties to the immediate south of the proposal have larger overlooking windows of some significance, but these are 22m from the larger overlooking windows on the central block with a direct relationship. This is considered just acceptable but could readily be adjusted. Other windows within the proposal are either at 90 degrees relationship to the flats to the south where privacy impact is reduced to a degree where it is not considered material or are narrow windows with limited privacy implications and set in the gable ends with an angular relationship to the existing rendering them of no material impact.
- 6.8 The street-scene is not considered harmed, these properties are set back from adopted highways and form a continuation of the development pattern.
- 6.9 It is considered that the introduction of the new housing will add natural surveillance at the gable ends of the properties existing and that within the estate there will be good surveillance overall of the new parking areas.
- 6.10 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.
- 6.11 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:

- 6.12 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.

- 6.13 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.
- 6.14 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.
- 6.15 Policy E4 - Trees and Landscape - requires retention of trees and hedgerows.
- 6.16 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 six non-dwelling bed-spaces) 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 case as the Council is developer the County is taking on the monitoring role for this purpose.

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 and the amendment to the roof profile provides a stronger roof aesthetic, at the cost of needing to bring the roof to site as a separate component. The revised layout also eliminates the external landings linking the stairs to the front door in the earlier iteration of the scheme.
- 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.

Amenity

- 9.6** This amended proposal places the flats across the north boundary in an east west direction slightly further from the existing north windows of the existing flats and achieves close to the 24m normally accepted as good practice for overlooking where direct. It is considered acceptable. The revised proposal does make the gable end of the westernmost flat pair more architecturally satisfying by arranging the four principal windows on this façade. This does occur at a relatively close distance to the closest existing neighbour, it is not considered however to materially harm privacy as the relationship is oblique, so someone standing close to those windows would only see a tiny sliver of the neighbour's room. This is considered acceptable. Similarly the H block to the east faces towards a part of the neighbouring existing properties where

there are no windows directly within view and those that are, have an oblique relationship.

Parking:

- 9.7** At public consultation a considerable number of respondents cited concerns over car parking capacity being lost to the area. The submitted planning statement at Appendix 3 contains a parking survey conducted in October this year. This identifies the site as having capacity for 44 vehicles, at all times of survey 23 spaces were shown as being unused, so development here would be expected to displace 21 vehicles, given that the eight spaces shown in the amended drawings are likely to be occupied by residents of the new scheme. The survey provided details of other parking available and taking the figures for the six other sites analysed there are 31 free spaces in the evenings at minimum. Some of these alternative sites which are located on the course of the old link line between Yarmouth Beach and the Breydon (railway) Viaduct (as was), are some distance from this site, however the nearer one is only 75m to the north and well overlooked by other property and offers space for around 50 vehicles.
- 9.8** The County Highway consultation response to the scheme as initially presented criticised the shortfall of parking dedicated to the proposal scheme's car park but did not consider the loss of spaces for current users to be a problem, given other available parking in the locality. The updated amended plans however reduced the shortfall to one space and allowed space for disabled access to one bay, on the basis that the spaces be made available to all in a flexible manner.
- 9.9** Although the police suggest the spaces should be hypothecated to the development, in this case it is considered entirely appropriate to leave the spaces flexible and communal, so as to not offer the new resident's special treatment.
- 9.10** Objection letters make the point that there are other users of the parking spaces, however, those listed, where trade related are daytime rather than overnight users in the main and the use by persons visiting sports facilities could be controlled.
- 9.11** One contributor notes the lack of disabled parking within the whole estate. It is axiomatic that planning proposals cannot be expected to correct problems already arising outside site boundaries, however in the context of this proposal one wider 3.3m bay is available and the County Highway officer has supported this level of provision in relation to this scheme.
- 9.12** Objection has referenced another proposal locally (recently received) which might under provide parking. There are two reasons why no weight can be accorded to this, firstly there is no certainty that the proposal would under provide or that such under provision would lead to harm and secondly unless approved at the time of decision making could not receive consideration within the determination process for this application. It has been confirmed that this

other scheme provides 2 parking spaces to each two- and three-bedroom dwelling.

- 9.13** For these reasons parking provision is considered in the balance as acceptable both for existing and new users and not offer a sound reason for refusal of the proposal.

Trees and Ecology

- 9.14** An Arboricultural impact assessment has been produced for all three sites, and the Tree Officer is content with the proposals, subject to the fencing shown being used to protect trees on the adjacent playing field during the works.
- 9.15** A Preliminary Environmental Assessment (PEA) has been prepared, given the low sensitivity identified this has been carried out as a desk-based study. Comment awaited from County. No on-site mitigation was suggested. The usual (cumulative based) indirect Habitat Regulations impacts do require mitigation payment. At the time of writing we await the County Ecologist's view as while it is evident little harm will occur, it is now desirable to provide habitat enhancement of modest expense with all schemes. As these are usually modest additions, their agreement need not delay commencement.
- 9.16** As this site is at increased risk of flooding (zone 2) it is the duty of the Council to consider other sites when determining the application. 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. Although not mentioned in the analysis another site in private hands was examined but the complexities in securing this swiftly led to its rejection, so the submitted test is convincing and so mitigation rather than rejection is considered as indicated.
- 9.17** The Environmental Health response reflects the completion of intrusive survey and laboratory work so that the existing area of contamination within the site is fully understood and a remediation proposal is in place. This means the only pre-commencement work required is the carrying out of the agreed mitigation, in advance of other works that might give rise to risk to building operatives. This is as minimal a pre-commencement requirement as can be arrived at when there is some contamination on site and should allow the swift delivery of the accommodation that is so needed at this time. A further standard condition that requires the notification of the LPA should further unexpected sources of contamination be detected is suggested and entirely usual.
- 9.18** 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 by the Government in response to the crisis, and were these modular homes being proposed as temporary they would be within those permitted limits.

10. Conclusion

10.1 The planning balance in this case is heavily weighted towards an approval recommendation for these vitally needed all affordable form of housing directed at single persons and couples without children, where there is a shortfall of such accommodation and of accommodation of this type that meets good standards of provision, in the Borough. The site offers a contribution to housing supply and is well located in relation to the pattern of the settlement

10.2 Against this there will be some impact on existing residents from the reduction in parking provision, however there are alternative sites for parking in the locality, and while these may not be popular with tenants they do shift the planning balance in favour of the proposal. Other matters such as amenity impact are considered adequately resolved.

11. RECOMMENDATION: -

11.1 Approve subject to the conclusion of a section 106 agreement for Habitat Regulations mitigation and with conditions for:

- Timing
- Compliance
- Securing parking and cycling spaces before occupation
- Passive EV provision
- Highway conditions including TRO to be in progress at the time of occupation (note the funding of the agreement has been agreed, this will be a Highway agreement between the applicant and the County, not part of the planning agreement)
- Security condition to reflect the Police comments with regard to “Designing Out Crime”
- Ecologist’s suggestions regarding mitigation and planting.

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 © Ingleton Wood LLP

Site Plan Legend

- 1 : 200
- Public Footpath**
Asphalt to match existing
 - Entrance Paths & Patios**
Brett Bronte Weathered Stone
600x600 and 600x300 slab sizes
 - Hedge - New**
 - Existing grass**
 - New planting area**
 - New grass area**
 - New wild flower**
 - Gravel with geo grid**
 - Seeded geo grid**
 - Existing/Proposed tree**
 - Drying Area**
- BW&T1.8m 1.5m high brick wall with 0.3m trellace
 BW1.8m 1.8m high brick wall with capping detail
 BMF1.8m 1.8m black metal fence
 BMG1.6m 1.6m black metal gate
 BMG1.8m 1.8m black metal gate
 CBG1.5m 1.5m close boarded gate
 H1.2m 1.2m native hedge
 H1.5m 1.5m native hedge
 PW1.5m 1.5m post & wire fence
- **Refer to Material Specification document for further details****

Landscape shown indicatively, refer to landscape plans

Site Area: 1140m²

P12	Issued for Planning	10.03.21	-	JK
P11	Issued for information	09.03.21	-	JK
P10	Issued for information	02.03.21	-	JK
P9	Issued to GYBC	23.02.21	-	JK
P8	Issued for information	19.01.21	-	JK
P7	Issued for Planning	15.01.21	-	JK
P6	Issued for Planning	18.12.20	-	JK
P5	Issued for Planning	06.11.20	BR	JK
P4	Issued to project team	05.11.20	-	JK
P3	Issued for Planning	29.10.20	MM	JK
P2	Issued for team meeting with Mod Pod	27.10.20	-	JK
P1	Issued to ModPod	16.10.20	MM	JK
Rev	Comment	Date	CHK	Appr
304886	Scale @ A1: As indicated			MM/JK

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Vision, form and function

Project:
 Great Northern Close
 Great Yarmouth

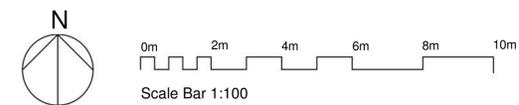
Client:
 Broadland Development Services

Title:
 Proposed Site Layout

Drawing Number: GTNORTH-IW-SA-XX-DR-A-1000		
Status: D5	Purpose of Issue: PLANNING	Revision: P12



Proposed Site Layout
 1 : 100



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;
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 - 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/

