

Parish: Ormesby St. Margaret w.
Scratby

Case Officer: Mr R Tate

Expiry Date: 26-05-21

Proposal: Change of use from C3 residential to C2 care home facility and extensions

Site: 32 Beach Drive, Scratby, GREAT YARMOUTH, NR29 3NP

REPORT

1. Context and History :-

- 1.1 The site area is 581 sqm and contains 32 Beach Drive Scratby, a 4-bedroom bungalow dwelling typical of this part of Scratby. The site is a corner plot, located at the junction with Nightingale Close from which it is accessed. The original bungalow has previously been extended south-east to provide a garage and car port. Parking space exists for 3 cars on-site, in addition to the garage.
- 1.2 The bungalow fronts Nightingale Close, and benefits from an open front garden to both roads enclosed by a low brick wall and a 'rear' garden to the south east enclosed by a 1.8m close board timber fence, sited for its most part alongside the drive and garage of 1 Nightingale Close to the east.
- 1.3 The site is located within the development limits of Scratby and is linked to the shopping area via lit footpaths.
- 1.4 The proposal is to extend and convert the dwelling into a 6-bedroom residential care home for adults with learning disabilities. This would involve the removal of the existing car port, extensions to the south-east side and rear (north) and the addition of a 6-space parking area to the front, accessed off Nightingale Close.
- 1.5 The below table shows the relevant planning history for 32 Beach Drive:

06/06/0915/F	APPROVED 12-12-06	Garage extension and internal alterations
06/97/0698/F	APPROVED 18-09-97	Single storey extension – car port
06/91/0999/F	APPROVED 22-11-91	Extension to provide suite for handicapped child
06/75/0867/F	APPROVED	Extension (PD)

2 Consultations :-

2.1 The Parish Council objects to the application for the following reasons:

- Lack of outside space for residents
- Lack of parking, leading to highway safety concerns
- Lack of public transport

2.2 Neighbours:

There have been 12 letters objecting to the scheme and 1 letter with no objection.

The objections raise the following material planning considerations:

- Little outside space
- Parking – insufficient spaces for staff, medics and visitors
- Impact on character of the area
- Additional traffic and highways safety concerns, especially on a corner plot
- Noise from deliveries
- Inappropriate location
- Concerns about the types of residents living there
- Impact on property prices
- Bins are in a dangerous place
- Light pollution

2.3 Norfolk County Council's Highways Authority – No objection subject to the following conditions:

- Existing access to be widened to at least 17m, prior to use.
- Access and parking needs to be provided prior to use.

3 Relevant Policy :-

Local Plan 2001

3.1 The principle policy is:

POLICY HOU21:

PROPOSALS FOR THE CHANGE OF USE OR CONSTRUCTION OF NEW RESIDENTIAL HOMES OR NURSING HOMES FALLING WITHIN USE CLASS C2 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER 1987 WILL BE PERMITTED PROVIDED THE APPLICANT CAN DEMONSTRATE THAT THE PROPOSAL MEETS THE FOLLOWING CRITERIA:

- (a) the site has good access, approach roads and footways and has reasonable access to a range of public transport, community facilities, a library/mobile library, places of worship, places of entertainment, a doctor's surgery and shopping facilities, including a post office.
- (b) the site should be reasonably level and be located in the urban area of Great Yarmouth, Gorleston or Caister, or within the village development limits shown on the proposals map;
- (c) garden space is provided sufficient in area to meet the needs of the residents of the development;
- (d) implementation of the proposal would not result in more than 10% of similar establishments in any one block of development enclosed by the public highway system;
- (e) so far as possible, existing landscape features of significance on the site are preserved;
- (f) access arrangements are suitable for ambulances, with parking and servicing space provided in accordance with Appendix (a) of chapter 3 of the plan;
- (g) the site is outside an area shown as prime holiday accommodation on the proposals map; and,
- (h) compliance with other relevant policies of the plan. Where the proposal involves conversion of an existing building, the following additional criteria will apply:
- (i) conversion could be achieved without need for major extension which would significantly impinge on the character of the building;
- (j) the development and/or its operation would not significantly affect the amenities of the occupiers of adjoining or neighbouring buildings; and, (where appropriate)
- (k) in the case of a listed building, the development would preserve the building or its setting or any features of special architectural or historic interest it possesses

Other relevant Local Plan policies:

- **EMP18** – Small scale business within existing settlements
- **BNV18** – Alterations and extensions to buildings

Core Strategy (2013):

The following Policies of the Core Strategy are also relevant to this proposal:

- 3.2 **Policy CS1:** Focuses on a sustainable future, finding solutions so that proposals that improve the economic, social and environmental conditions of the borough can be approved wherever possible.
- 3.3 **Policy CS2:** Ensures that growth within the borough must be delivered in a sustainable manner in accordance with Policy CS1 by balancing the delivery of new homes with new jobs and service provision, creating resilient, self-contained communities and reducing the need to travel.
- 3.4 **Policy CS3:** ensuring residential development in the borough meets the housing needs of local residents.

- 3.5 In particular CS3 (e) - Support the provision of housing for vulnerable people and specialist housing provision, including nursing homes, residential and extra care facilities in appropriate locations and where there is an identified need.
- 3.6 **Policy CS9:** – Encouraging well-designed, distinctive places – in particular CS9 (f) - Seek to protect the amenity of existing and future residents, or people working in, or nearby, a proposed development, from factors such as noise, light and air pollution and ensure that new development does not unduly impact upon public safety
- 3.7 **Policy CS11:** sets out the Council's approach to enhancing the natural environment. Consideration should still be given as to how the design of the scheme has sought to avoid or reduce negative impacts on biodiversity and appropriately contributes to the creation of biodiversity in accordance with points f) and g).
- 3.8 **Other material considerations:**
- **NPPF Chapter 5 - Delivering a sufficient supply of homes.** In particular **NPPF Paragraph 61** - Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).
 - **NPPF Paragraph 109** - Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
 - **NPPF Paragraph 127** - Planning policies and decisions should ensure that developments:
 - a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
 - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
 - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users⁴⁶; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

- 3.9 The following emerging policies from the Final Draft of the Local Plan Part 2 are also relevant and can be given some weight in the determination of the application because they are considered to be in accordance with the NPPF and no objections have been raised during the examination of the Local Plan Part 2.

Policy H11: Housing for the elderly and other vulnerable users

The provision of accommodation especially suitable for elderly and other vulnerable people will be encouraged. The following types of development will be permitted:

- a. bungalows within Development Limits;
- b. accessible apartments within Development Limits; and
- c. grouped accommodation with appropriate elements of support, shared facilities and/or nursing care/wardening where either:

- i. it is located within Development Limits, and

- close to town or village shops, public transport, community facilities and medical services; and
 - these are easily reached by those without access to a car, as appropriate to the needs and level of mobility of potential residents;

or

- ii. it is located outside Development Limits, and

- is adjacent to the Development Limits of a Main Town, Key Service Centre or Primary Village;
 - a Travel Plan shows how residents without cars will have access to shops, community facilities and medical services, as appropriate to the needs and level of mobility of potential residents. The plan should also demonstrate how visitors and staff without cars can access the premises. Measures included in the plan will need to be secured by planning condition and/or a planning obligation;
 - a planning condition restricts the occupancy to older people or people with a need for care.

Where sites close to Great Yarmouth or Gorleston-on-Sea town centres become available which are suitable for grouped accommodation under 3(l) above, preference will be given to such accommodation over other potential uses.

For elderly accommodation covered by this policy, the design should facilitate the provision of:

- d. generous internal space standards;
- e. high levels of energy efficiency with good ventilation;
- f. suitable storage space for items that aid mobility;
- g. sheltered external recreational space, and where this cannot be achieved, to the provision of external balconies; and
- h. an attractive outlook and/or activity from within this accommodation.

4 Assessment :-

The Proposal

- 4.1 The proposal is for the change of use of an existing residential dwelling bungalow (C3 use class) to a 'residential institution' (C2 use class) to provide a care home facility for adults with learning disabilities. It should be noted that Sections 16 and 17 of the application form originally failed to indicate the loss of C3 accommodation. Although, all consultations have been carried out with the current description of the application and therefore the proposed change of use has been clear and understood by consultees. An updated section of the application form has nevertheless now been received and is accurate.
- 4.2 The proposal will create 6 ensuite individual bedrooms with the rest of the bungalow being set aside for communal areas and an office space. The bedrooms will have an area of:
- Bedroom 1: 9.0sqm
 - Bedroom 2: 10.3sqm
 - Bedroom 3: 10.9sqm
 - Bedroom 4: 10.5sqm
 - Bedroom 5: 7.6sqm
 - Bedroom 6: 8.3sqm
- 4.3 To facilitate the change of use two extensions are required. The rear extension measures 1 metre out from the rear wall of the dwelling for a length of 3.5m. This is in line with the existing rear wall of the dwelling. The side extension measures 3.5 metres out from the southern wall for the full width of the bungalow. The hipped roof will be extended, retaining the appearance of the existing bungalow.
- 4.4 Further to the extensions, the existing carport will be removed and then in its place the garden will be enlarged, to extend over the current car port area and by moving the fenced area closer to Nightingale Close with planting proposed to the front.
- 4.5 At the front, off Nightingale Close, 6 parking spaces will be provided. A bin collection area is proposed just off the pavement but the bins will be stored

securely within the enclosed garden area, ensuring that they do not have a harmful effect on the street scene. A condition can require the bin area provision and use.

- 4.6 For the avoidance of doubt, these are not independent living units, and all catering and medical care is provided for each resident. The applicant expects 13 full time and 2 part time members of staff to be employed directly at the new care home, working on a shift pattern.

Principle of Development

- 4.7 Saved policy HOU21 from the Borough-Wide Local Plan allows for changes of use to C2 accommodation within the village development limits subject to meeting the criteria specified. The application site is located within walking distance to the village shop, approximately 700m away, and Scratby also benefits from a number of Holiday Parks whose amenities are accessible to the neighbouring residents. Furthermore, the site is in close proximity to the beach and therefore residents would be able to enjoy activities outside of the facility.
- 4.8 The removal of the car port will allow for the rear garden to be extended, and excluding paving and planting areas this will measure 72sqm. Saved Policy HOU21 (c) requires sufficient garden space to be provided for residents. The Parish Council and neighbours noted concerns about the extent of outside space provided. It is recognised that this enclosed area is not the only garden area available, and in combination with the grassed area at the front there would be sufficient space for residents and staff and the activities that would normally be associated within these spaces.
- 4.9 Core Policy CS03 “[Supports] the provision of housing for vulnerable people and specialist housing provision, including nursing homes, residential and extra care facilities in appropriate locations and where there is an identified need”. Whilst no empirical evidence has been provided, the design and access statement notes the need for this type of accommodation in Norfolk. The proposal would therefore be compliant with CS03 (e).

Design

- 4.10 Although the proposal would require an extension, what is being proposed is not excessive and would not impact the character of the property. Its appearance would remain essentially as a residential dwelling with no impact on the wider character of the area. The extension would add mass to the bungalow, however, this would be offset by the removal of the carport and therefore would not have an adverse effect on the street scene. Moreover, the space required for the change of use is minimised by conversion of the garage.

Highways Impacts

- 4.11 A number of neighbour responses raised concerns around the increase in vehicle movements, additional parking and highway safety. Revised plans were sought to ensure adequate parking provision for staff, visitors and residents to the satisfaction of the Local Highways Authority (Norfolk County Council). The County

Parking Standards (2007) require 1 car parking space / 3 beds, plus 1 space / resident staff, plus 1 space / 3 staff present during the busiest period. There is no turning space or separate area available for deliveries available in the parking area, however when considering that this is a lightly trafficked area this is not considered to pose a significant issue.

- 4.12 Paragraph 109 of the NPPF states that '*development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.*' In this case, it is not considered that the proposal represents a severe highway danger and therefore complies with the NPPF guidance and Core Policy CS09 criteria (e).
- 4.13 Policy HOU21(f) requires care homes to demonstrate suitable access arrangements for ambulances and parking and service space provided in accordance with Local Plan standards. The plans show no specific medical or ambulance space, nor servicing area.
- 4.14 However, this is accepted because a flexible approach has been taken due to the need for this type of accommodation. Restricting the use to 6 residents only mitigates the frequency of the pressures on the highway. Furthermore, it is recognised that being a home for those with learning disabilities can reasonably be expected to involve less frequent servicing and visitations than a care home for the elderly or those of ill-health, for example. Planning conditions are proposed to maintain this restriction.
- 4.15 The proposal includes 6 parking spaces. The applicant has confirmed (by email 11/05/21) that Parking Space 1 will be for the pool car, 3 spaces will be for the staff travelling by car, and 2 will be for professional visitors and deliveries. This appears appropriate to accommodate the demands and conditions can require the provision, allocation, signage and management as so.
- 4.16 It is noted that there is no general space provision planned for visitors of each resident, but this is accepted to be of relatively low demand with visits of low frequency. As such it is considered unlikely that up to 6 cars for visitors would arrive at the same time, and any space that couldn't be used on the site would not create an unacceptable impact on the surrounding streets that wouldn't already be felt through pre-existing C3 residential dwelling use.
- 4.17 The creation of 6 parking spaces off Nightingale Close will have an impact on the street scene by removing the low wall adjacent the footpath and the removal of some of the garden area. However, whilst the street does have a shared character, there is not uniformity and the creation of the parking spaces is not considered to have an unduly harmful effect on the street scene.
- 4.18 Officers consider that highways impacts are largely minimised due to the nature of care provision being proposed for adults with learning disabilities, and the intended occupants being unlikely to drive but requiring care in the form of communal services. These equate to a lesser demand for parking, servicing and medical treatments that might be required with other forms of care homes, be that caring

for residents with greater physical health needs or being more elderly. As such it is considered necessary to restrict the form of occupancy by planning conditions, in the interests of preserving highways safety and neighbouring amenity.

Impact on Neighbouring Amenity

- 4.19 Policy HOU21(j) requires a conversion to a care home to avoid significantly affecting the amenities of occupiers of adjoining or neighbouring buildings.
- 4.20 Neighbours raised concerns that additional traffic movements would be detrimental to their amenity. Whilst it is noted that the proposal would likely generate more vehicle movements, through the arrival of staff, deliveries and services, to mitigate concerns regarding additional disturbance, it can be required by condition to restrict deliveries to only occur between 08:00 and 18:00.
- 4.21 This assessment is made however on the assumption that residents of the care home will be aged at least 18 yrs old. Therefore, levels of noise generated by residents are likely to be lower than if rooms were available to those under 18. It is recommended to restrict the C2 use to residents 18 or above to ensure that the care home is used as intended. This has been confirmed by the applicant to be as expected.
- 4.22 It was also raised as part of the consultation response that the proposal would result in adverse levels of light pollution to neighbouring properties. No additional outside lighting is shown on the submitted plans. Furthermore, due to the nearby presence of street lighting any additional lighting is unlikely to be severely adverse.
- 4.23 By virtue of its scale and positioning, in combination with its hipped roof, the extension is unlikely to have a significantly adverse or overbearing impact on the neighbouring residents. The main habitable rooms of 1 Nightingale Close are at a sufficient distance away that there would not be significant levels of overshadowing, as they are separated by the garage and drive. The rear extension, by virtue of its small scale and remaining in line with the existing rear building line, would not have an adverse effect on amenity of no.34 Beach Drive.

Amenity for Residents

- 4.24 Each resident will have their own private bedroom and wet-room / shower room. Bedrooms range in size from 7.6sqm to 10.9sqm. Whilst it is noted that bedroom 5 in particular is on the smaller side, for a comparison this is above the minimum requirements for a single occupancy room in an HMO (7.5sqm) in emerging policy H12. It should be noted that there are communal rooms within the dwelling as well, meaning residents would not be expected to spend all their time in their private spaces.
- 4.25 The proposal does offer some private outdoor space. Whilst it is recognised that this is limited, Scratby also benefits from a number of Holiday Parks whose amenities are accessible to the neighbouring residents. Furthermore, the site is in close proximity to the beach and therefore residents would be able to enjoy

activities outside of the facility. This is considered on balance therefore to offset any concerns about provision of private outdoor space.

Biodiversity (and impact on internationally designated ecological sites)

- 4.26 The proposal is located within the Orange 400m to 2.5km Indicative Habitat Impact Zone, although due to the nature of the proposal and as there will be no net change in the number of dwellings equivalent, no HMMS contribution or HRA has therefore been required as there would not be any additional impacts on the designated sites as a result of this development - six bed spaces are expected to put equivalent pressure on designated sites as a single residential property. Notwithstanding this, due to the type of accommodation proposed, it would not have required a HRA or a HMMS payment as due to their restricted abilities, residents are unlikely to be visiting frequently the designated sites within the Borough.
- 4.27 Being located in a residential area there is limited opportunities to secure biodiversity net gain on this scheme; however, a bird box has been indicated on the northern gable of the bungalow and an area of the garden set aside for planting, such as wild flowers and shrubs. The proposal would therefore be compliant with Core Policy CS11 from the adopted Core Strategy and the aims of the NPPF in paragraph 175.

5 RECOMMENDATION :-

Approve, subject to conditions.

The proposal is a care facility that will comply with saved policy HOU21 from the Borough-Wide Local Plan when subject to conditions.

Conditions:

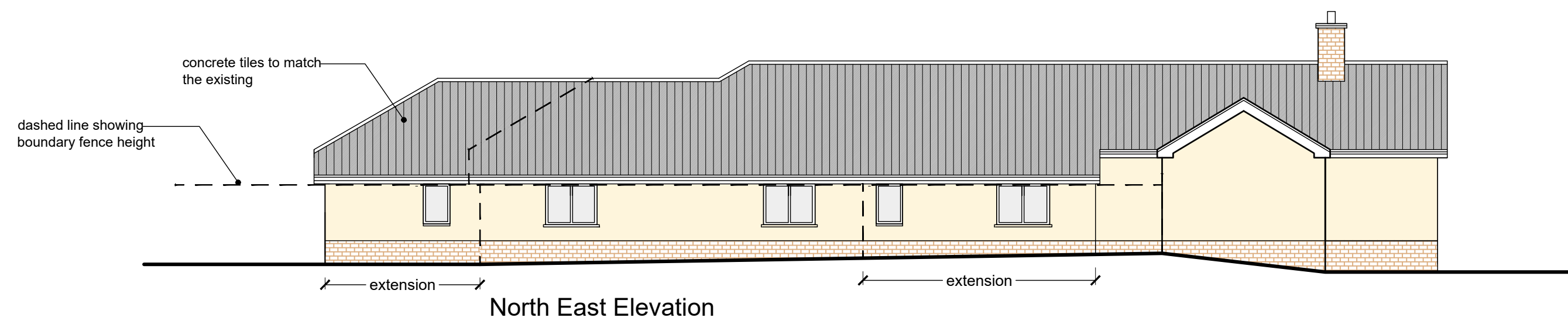
- Standard time limit
- To accord with plans
- Restricting use to a care home for people with learning disabilities
- Restrict to only 6 residents
- Restricting residents to 18+ only
- Widening of access
- Parking area to be provided
- Parking spaces to be used as follows: Parking Space 1 will be for the pool car, 3 spaces will be for the staff travelling by car, and 2 will be for professional visitors and deliveries (unless otherwise agreed)
- Restricting hours of delivery to only occur between 08:00 and 18:00
- Bird box to be installed
- Landscaping and boundary treatments to be provided

And any others considered appropriate by the Planning Manager.

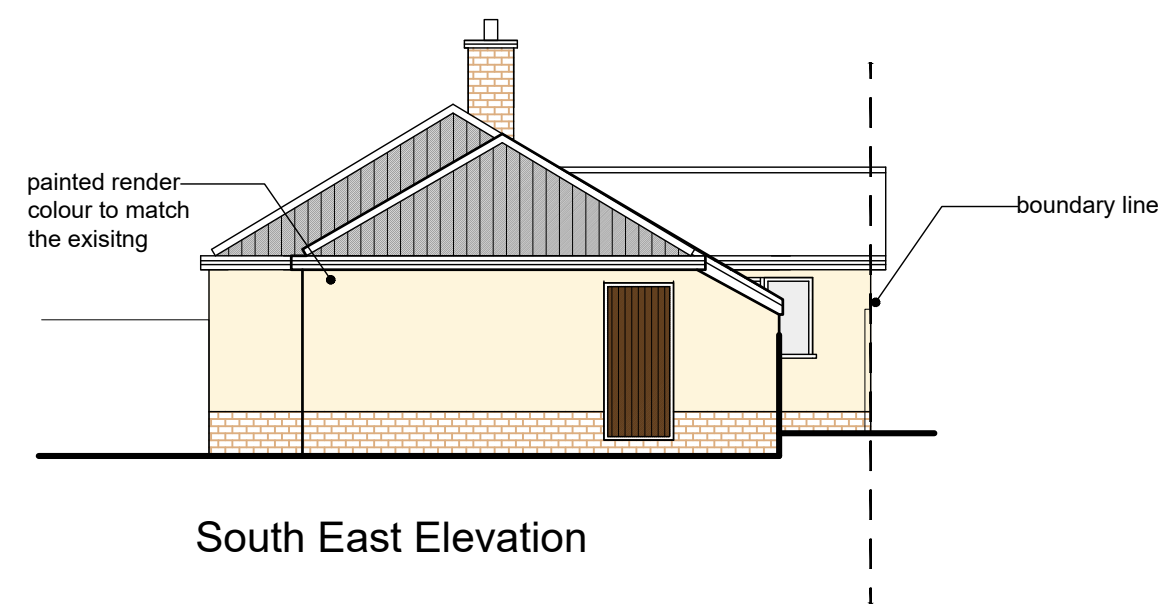
Appendices

1. Site location plan
2. Location plan aerial photo image
3. Proposed Block plan, Elevations and Floorplan





North East Elevation



South East Elevation



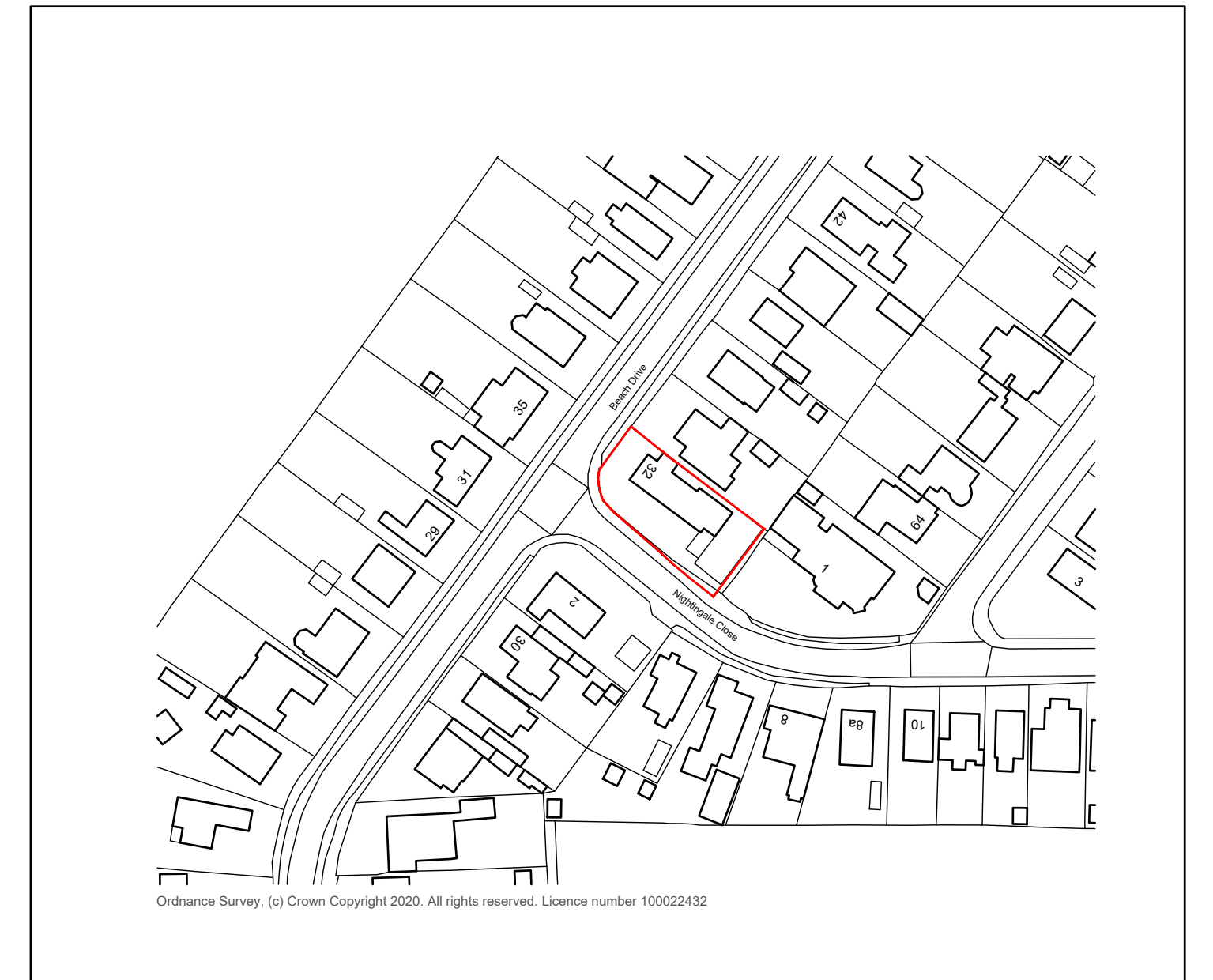
North West Elevation



South West Elevation

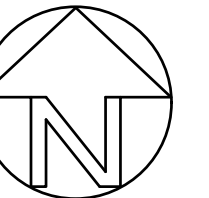


Site Location 1 / 200



Site Location 1 / 1250

NOTE:
The client should be aware of his/her statutory requirement to appoint a principle designer and principle contractor under the CDM 2015 regulations.
Peter Codling Architects does not undertake this H&S role unless specifically appointed.



D May 2021 Bins shown
C March 2021 revised
B Jan 2021 revised
A Nov 2020 revised

PRELIMINARY

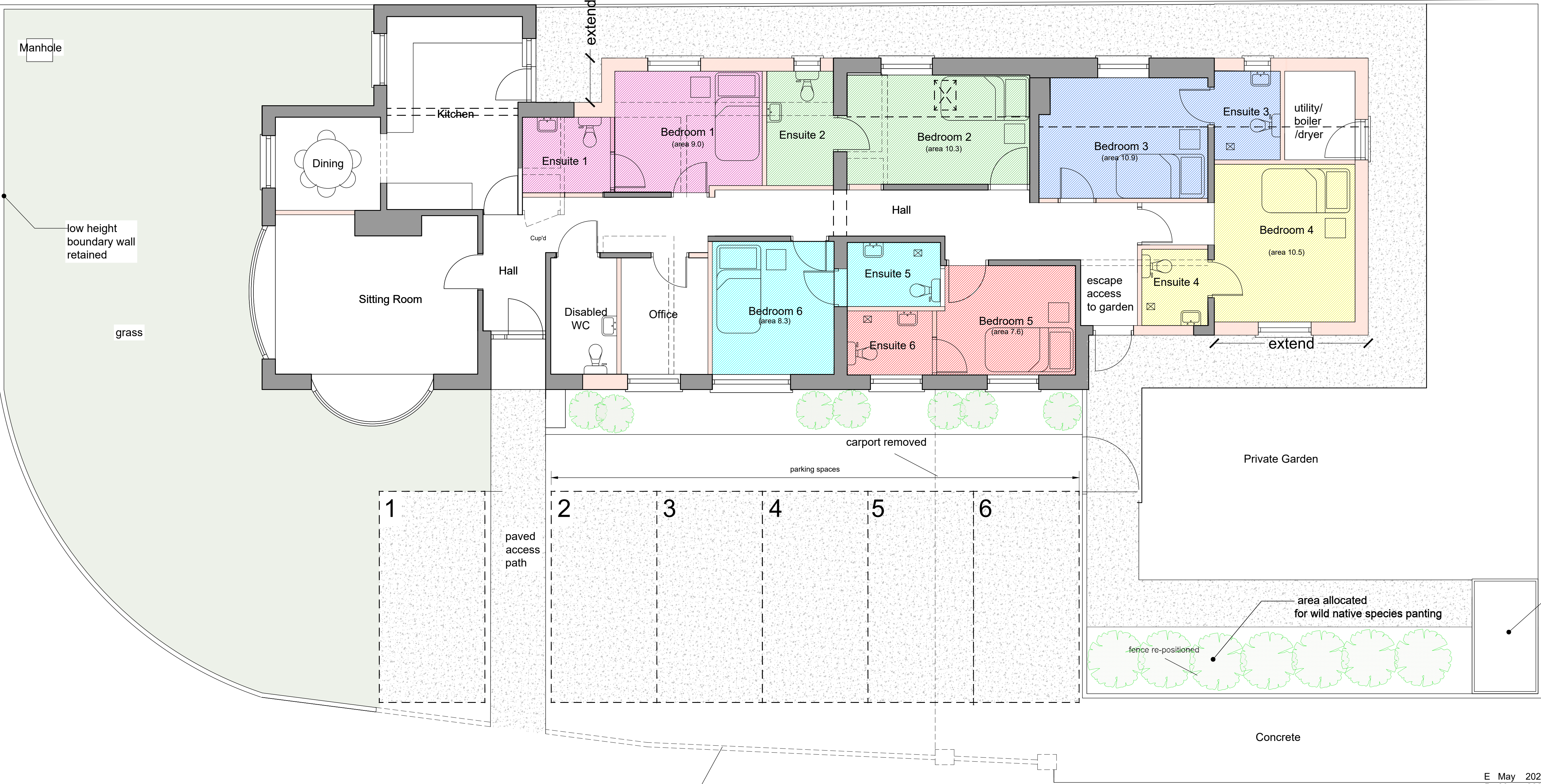
PETER CODLING ARCHITECTS
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Mr Jochen Self
32 Beach Drive
Scraby

Proposed Site and Elevations

SCALE 1 / 200 1 / 100 @ A1			
JOB NO	6206	03	D
DATE	Nov 2020	DRAWN BY Sarah Boosey	

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E May 2021 parking revised as site
D May 2021 Bins shown
C Jan 2021 revised
B Jan 2021 revised
A Nov 2020 revised

PRELIMINARY

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Mr Jochen Self
32 Beach Drive
Scratby

Proposed Floor Plan

SCALE 1 / 50 1 / 100 @ A1

JOB NO 6206 02 E

DATE Oct 2020 DRAWN BY Sarah Boosey

NOTE:
The client should be aware of his/her statutory requirement to appoint a principle designer and principle contractor under the CDM 2015 regulations.
Peter Codling Architects does not undertake this H&S role unless specifically appointed.