

Application: 06/21/0522/CU **Parish:** Great Yarmouth –
Nelson Ward
Applicant: Great Yarmouth **Case Officer:** Mr R Tate
Borough Council
Expiry Date: 27-08-21

Proposal: Proposed conversion of former guest house to 2no. houses

Site: 11 Bath Hill Terrace, GREAT YARMOUTH, NR30 2LG

REPORT

This application is brought before committee as Great Yarmouth Borough Council is the applicant.

This application was reported to the Monitoring Officer as an application submitted by the Borough Council as applicant, for determination by the Borough Council as Local Planning Authority. The Monitoring Officer has checked and made a record on the file that she is satisfied that it has been processed normally and that no other members of staff or Councillors have taken part in the Council's processing of the application other than staff employed within the LPA as part of the determination of this application.

1. Context and History :-

- 1.1 The site sits to the south of Bath Hill Terrace and is an end terrace unit which forms part of a continuous line of dwellings all of similar design. It is adjoined to no.10 to the east and an alleyway, which serves properties on Nelson Road Central, Rodney Road and the subject property, separates no.11 from the property to the west. The property appears to be in poor condition.
- 1.2 The property is a former multi-bedroom guest house which was in a poor state of repair. It has been confirmed that it has not been used as a guest house in approximately 20 years and planning permission was granted in April 2021 to convert the property into 3 self-contained flats (application ref: 06/21/0074/CU, approved under delegated powers). An archway through the front elevation provides access to the rear yard. There is an existing open-sided covered courtyard which is approved to be demolished as part of planning permission 06/21/0074/CU.

- 1.3 The current proposal would replace former permission 06/21/0074/CU and instead provide two two-storey dwellings (1no. 3-bed, and 1no. 2-bed). Each dwelling will have a rear yard area which will provide space for cycle storage and bin storage.
- 1.4 The design and access statement notes that this property was purchased by Great Yarmouth Borough Council in September 2020 as part of a pilot project to tackle former guest houses or HMOs that are either empty and/or in a state of disrepair. It goes on to say that the aim of the project is to improve the quality and offer of accommodation within the Town Centre, return the properties to full use and improve areas where properties such as this are detrimental to the street scene.
- 1.5 It is noted that the Borough Council has shown on the Location Plan that it also owns the adjoining 10 Bath Hill Terrace to the east, which allows some degree of control or mitigation to be provided at that property, should the need arise.
- 1.6 The below table shows the relevant planning history for 11 Bath Hill Terrace:

06/21/0074/CU	APPROVED	09-04-21	11 Bath Hill Terrace GREAT YARMOUTH	Conversion of former Guest House to 3no. self contained flats
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2 Consultations :-

- 2.1 Norfolk County Council Highways: No objection
- 2.2 No other responses have been received at the time of writing this report. The public and statutory consultation period expired on the 30th July. If any further responses are received then these will be reported during committee.

3 Relevant Policy :-

Local Plan 2001

3.1 The principle policies are:

HOU07: New residential development may be permitted within the settlement boundaries identified on the proposals map in the parishes of Bradwell, Caister, Hemsby, Ormesby st Margaret, and Martham as well as in the urban areas of Great Yarmouth and Gorleston.

New smaller scale residential developments* may also be permitted within the settlement boundaries identified on the proposals map in the villages of Belton, Filby, Fleggburgh, Hopton-on-sea, and Winterton.

In all cases the following criteria should be met:

- (a) the proposal would not be significantly detrimental to the form, character and setting of the settlement;
- (b) all public utilities are available including foul or surface water disposal and there are no existing capacity constraints which could preclude development or in the case of surface water drainage, disposal can be acceptably achieved to a watercourse or by means of soakaways;
- (c) suitable access arrangements can be made;
- (d) an adequate range of public transport, community, education, open space/play space and social facilities are available in the settlement, or where such facilities are lacking or inadequate, but are necessarily required to be provided or improved as a direct consequence of the development, provision or improvement will be at a level directly related to the proposal at the developer's expense; and,
- (e) the proposal would not be significantly detrimental to the residential amenities of adjoining occupiers or users of land.

- 3.2 HOU17:** In assessing proposals for development the borough council will have regard to the density of the surrounding area. Sub-division of plots will be resisted where it would be likely to lead to development out of character and scale with the surroundings.

Core Strategy (2015):

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

- 3.3 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.
- 3.4 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.
- 3.5 Policy CS3:** ensuring residential development in the borough meets the housing needs of local residents.
- 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 Paragraph 8** - Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
 - a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
 - b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
 - c) **an environmental objective** – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
- **NPPF Chapter 5 - 5. Delivering a sufficient supply of homes. In particular NPPF Paragraph 62** - 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, travellers²⁵, people who rent their homes and people wishing to commission or build their own homes).
- **NPPF Paragraph 111** - 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 130** - 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 a significant level of 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, and they have not been required to be subject to significant modifications by the Planning Inspectorate in their pre-adoption letter.

Policy A1: Amenity Development proposals will be supported where they contribute positively to the general amenities and qualities of the locality. Particular consideration will be given to the form of development and its impact on the local setting in terms of scale, character and appearance. Planning permission will be granted only where development would not lead to an excessive or unreasonable impact on the amenities of the occupiers of existing and anticipated development in the locality, in terms including:

- a. overlooking and loss of privacy;
- b. loss of light and overshadowing and flickering shadow;
- c. building and structures which are overbearing;
- d. nuisance, disturbance and loss of tranquility from: • waste and clutter • intrusive lighting • visual movement • noise • poor air quality (including odours and dust); and • vibration.

Where adverse impacts are an inevitable consequence of an otherwise desirable use and configuration, measures to mitigate such impact will be expected to be incorporated in the development. On large scale and other developments where construction operations are likely to have a significant and ongoing impact on local amenity, consideration will be given to conditions to mitigate this thorough a construction management plan covering such issues as hours of working, access routes and methods of construction.

4 Assessment :-

The Proposal

- 4.1 The proposal is for the conversion of 11 Bath Hill Terrace to form two two-storey dwellings with associated rear yards and bin and cycle storage areas. The dwellings will have three and two bedrooms respectively.
- 4.2 The dwelling closest to the passageway will be the three bedroomed unit – to be known as 11A Bath Hill Terrace (according to the proposed plans). An ‘upside down’ house, the kitchen and living areas are to be located at first floor level. Two bedrooms and a bathroom are located on the ground floor with the remaining bedroom located at the rear at first floor level. The property has a floor area (excluding the staircase) of 101.5sqm. This property has a very small paved rear yard area.
- 4.3 The second dwelling has a more conventional layout with the kitchen and living room being located on the ground floor, and two bedrooms and a bathroom at first floor level. This dwelling will have a floor area of 70sqm (excluding the staircase) as well as a yard and small garden area.
- 4.4 The submitted Design and Access Statement also proposes the following works to improve the external appearance of the dwelling:
- Front elevation windows to be replaced, fenestration of new uvpc windows to be uniform in design.
 - Existing uvpc combination window door frame (right hand side of passageway) to be removed and replaced with window only.
 - Existing insecure timber canopy to be removed.
 - Front elevation walls are to be freshened and cleaned, external render to be patch repaired and decorated as required.
 - Rainwater goods relocated to improve efficiency and design.
 - Front elevation boundary walls to be replaced with new face brick walls, engineer brick, creasing tile weathering detail.
 - New concrete garden paths installed from street to entrance doors.
 - New gates fitted to define boundary.
 - Decorative stone finish to front gardens.

Principle of Development

- 4.5 Great Yarmouth is classified as a Main Town in Core Strategy policy CS02. The policy goes on to define that approximately 35% of new development will take place in the borough’s Main Towns at Gorleston-on-Sea and Great Yarmouth.
- 4.6 Located close to the centre of Great Yarmouth, the site is located within a sustainable location with good access to shops and services, amenities, employment and public transport. As such the future occupants would not be reliant on the private motor vehicle as their main source of transport.
- 4.7 The site sits just outside of the No 15 St Georges Conservation Area. The improvements to the external appearance, which has been in a poor state of repair for a considerable period of time, will therefore have a positive effect on the setting of the Conservation Area.

Highways Impacts

- 4.8 The proposed plans show a Keter Grande cycle store for each dwelling, creating a total of 4 secure cycle parking spaces. These can be conditioned so that they are installed prior to the first occupation of the dwelling and to be retained thereafter – therefore securing cycle parking.
- 4.9 Bath Hill Terrace is subject to parking restrictions which limits parking to residents with a permit only. However, as discussed above the future occupants would not be totally reliant on a private car as their primary mode of transport. Even though these are family-sized houses there could be argued to be fewer car parking demands from two dwellings, in comparison to the extant permission for 3 flats, where even 1-bed properties might give rise to 2 cars per household.
- 4.10 The Local Highways Authority (Norfolk County Council) were consulted and raised no objection to the proposal.

Impact on Neighbouring Amenity

- 4.11 The scheme does not seek to further extend the current premises so therefore the proposal would not result in any change in outlook or overshadowing compared to the existing situation.
- 4.12 The proposal amends the fenestration to the rear creating a more consistent appearance to the dwelling. No additional openings are to be created and therefore there is unlikely to be a material change in overlooking out to the rear of the dwellings, especially when considering the previous use.
- 4.13 The bin storage areas are located sufficient distance away from neighbouring properties such that they should not create nuisances to neighbours.

Amenity for Future Residents

- 4.14 Both dwellings would meet or exceed the minimum size standards set out in the national guidance – which for the avoidance of doubt is 70sqm for a 2 bedroom 3 person dwelling and 84sqm for a 3 bedroom 4 person dwelling. Sufficient internal space is therefore provided for future residents.
- 4.15 The proposal is considered an improvement over 06/21/0074/CU with respect to outlook provided for residents. The previous scheme included windows looking into the archway which provided limited outlook (although was not considered significantly adverse enough to warrant the refusal of the application). The amended layout of 11A Bath Hill Terrace removes this issue by ensuring all windows to habitable rooms look out either to the north or to the south (or in the case of bedroom 3 into the private amenity space).
- 4.16 The proposals include outdoor amenity space for both properties. The two-bed house would have a garden of similar size to its neighbour, which is considered acceptable, but property 11A (the three-bedroom house) is not of an appropriate size and contains only a small yard for the three bedroom property. Whilst smaller

in size than would be sought for a new build property, this constrained area can nonetheless provide for cycle store, bins store area, and enough room to enable clothes drying or sitting out, and is south facing. Ordinarily this in itself would not be acceptable but, given the site's location, the inadequate provision of outdoor space is mitigated by the proximity to St Georges Park and, to a lesser extent, the beach.

- 4.17 If Members were dissatisfied with the level of garden / outdoor space available to Unit 11A, it is noted that the Borough Council also own both no. 11 (within the application) and the adjoining 10 Bath Hill Terrace, and it might prove possible to reconfigure the external area of all 3 dwellings to provide more equitable share of space across the properties, but Officer remain of the opinion that on balance, the proposal is considered acceptable.

Biodiversity

- 4.18 The site is located within the Orange 400m to 2.5km Indicative Habitat Impact Zone and proposes the net increase of two dwellings. A shadow Template HRA has been submitted and is deemed acceptable. If not already received, the fee will need to be received before any permission can be granted or the proposal would not be able to address the impacts on the designated wildlife areas. The HMMS fee, once received, would ensure any in-combination effects resulting from development on the designated sites within the Borough can be adequately mitigated and the appropriate monitoring secured.

- 4.19 No measures to secure biodiversity enhancements have been proposed. However, measures such bird boxes should be included on any grant of permission to provide nesting opportunities for bird.

- 4.20 No comment has been received from the County Ecologist.

5 RECOMMENDATION :-

- 5.1 Approve – the proposal provides two dwellings in a sustainable location – compliant with HOU07 from the Borough-Wide Local Plan.

Subject to:

- (i) First receiving confirmation that the appropriate HMMS payment for HRA impacts has been received; and,
- (ii) Approval should be subject to the below conditions:

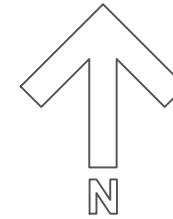
- 1. 3-year time limit

2. In accordance with plans
3. Cycle and bin storage to be provided
4. Provision of bird boxes.

And any other conditions or notes considered appropriate by the Development Management Manager.

The following **Appendices** are included:

- Appendix 1 - Location Plan
- Appendix 2 - Existing Plans and Elevations
- Appendix 3 – Proposed Plans and Elevations



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DRAWING ISSUE

PL1	Planning Issue	RJC	21.05.2021

BOROUGH OF GREAT YARMOUTH

Great Yarmouth Borough Council

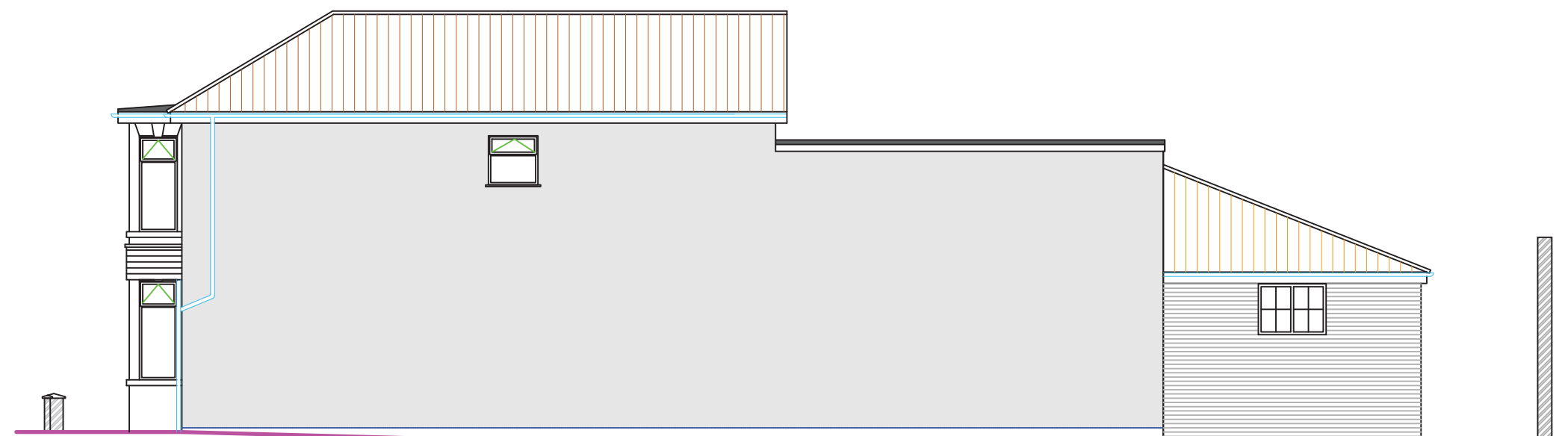
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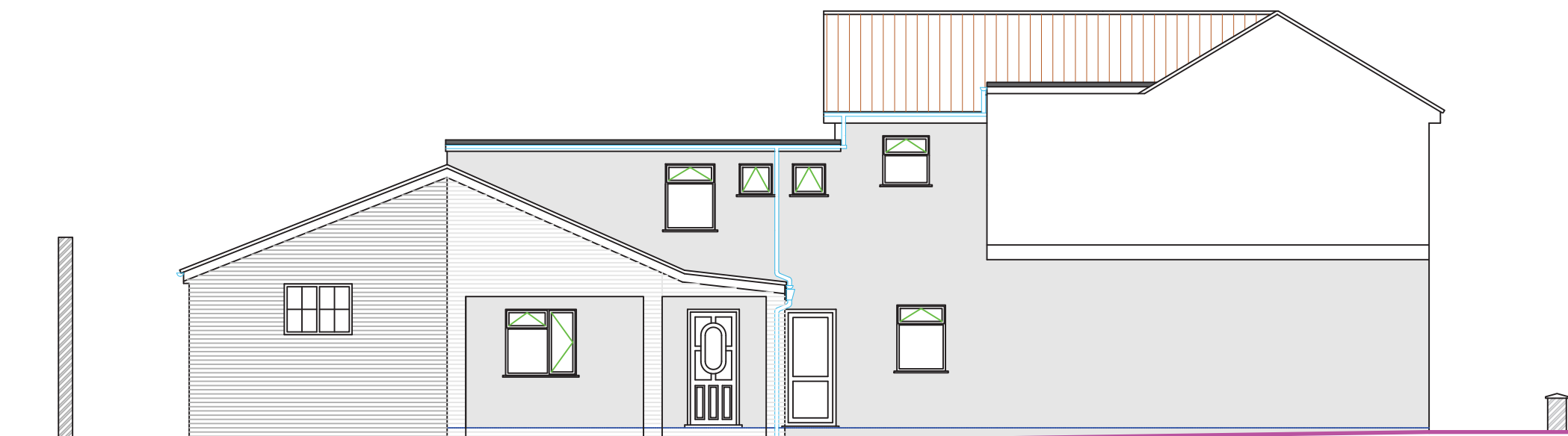
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Client	Great Yarmouth Borough Council	
Project	Conversion of 11 Bath Hill Terrace to form 2 No Houses	
Drawing Title	Location Plan	
Scales	1:1250	
Planning Ref		
Building Ctl Ref		
Drawing No	8106/C0010014/01	
Date	May 2021	
Drawn	RJ Cavender	
Revisions		Date



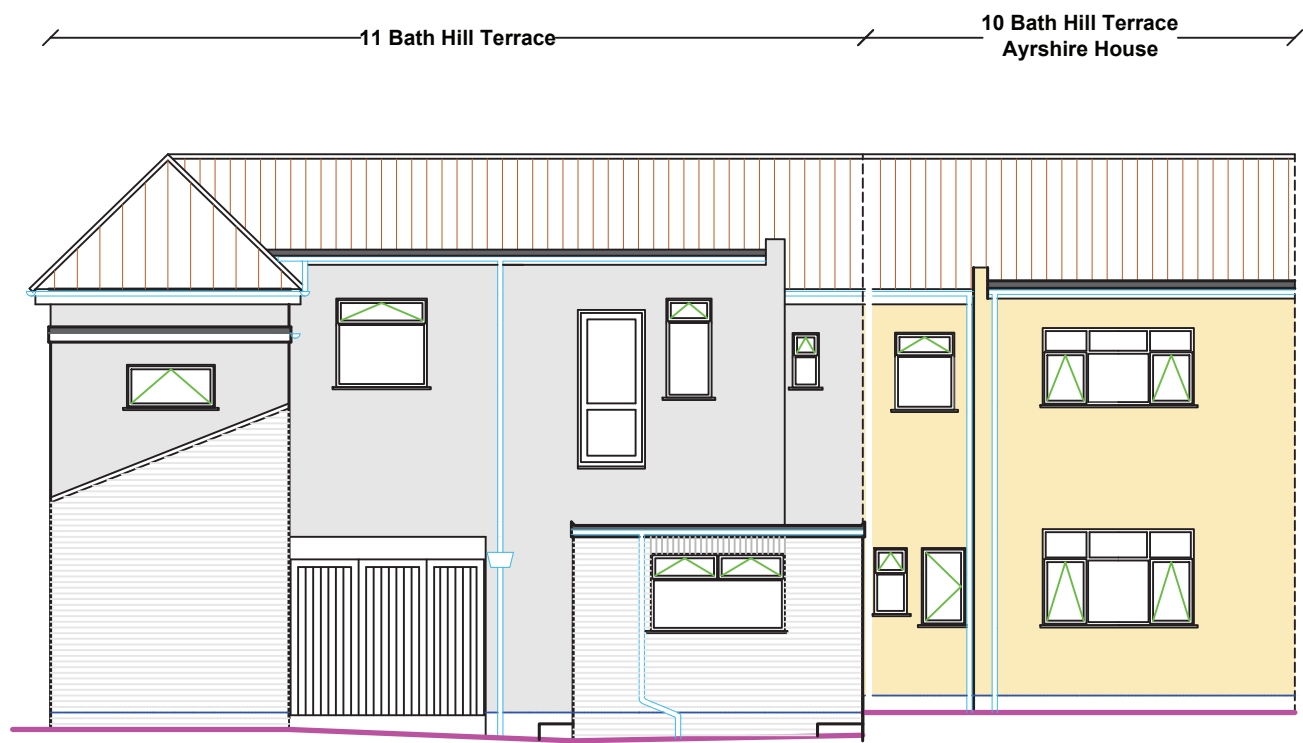
Existing Front Elevation A



Existing Side Elevation B



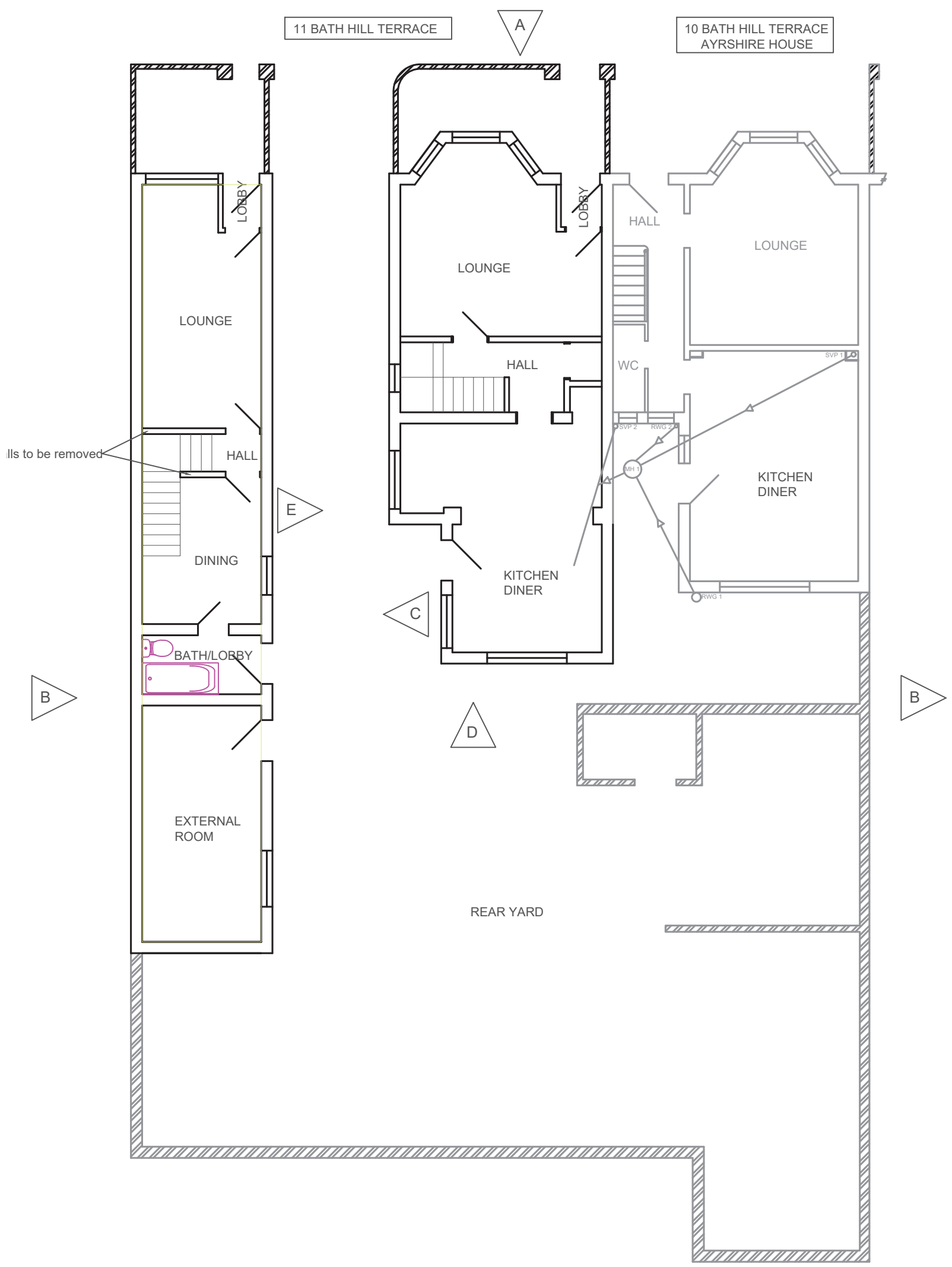
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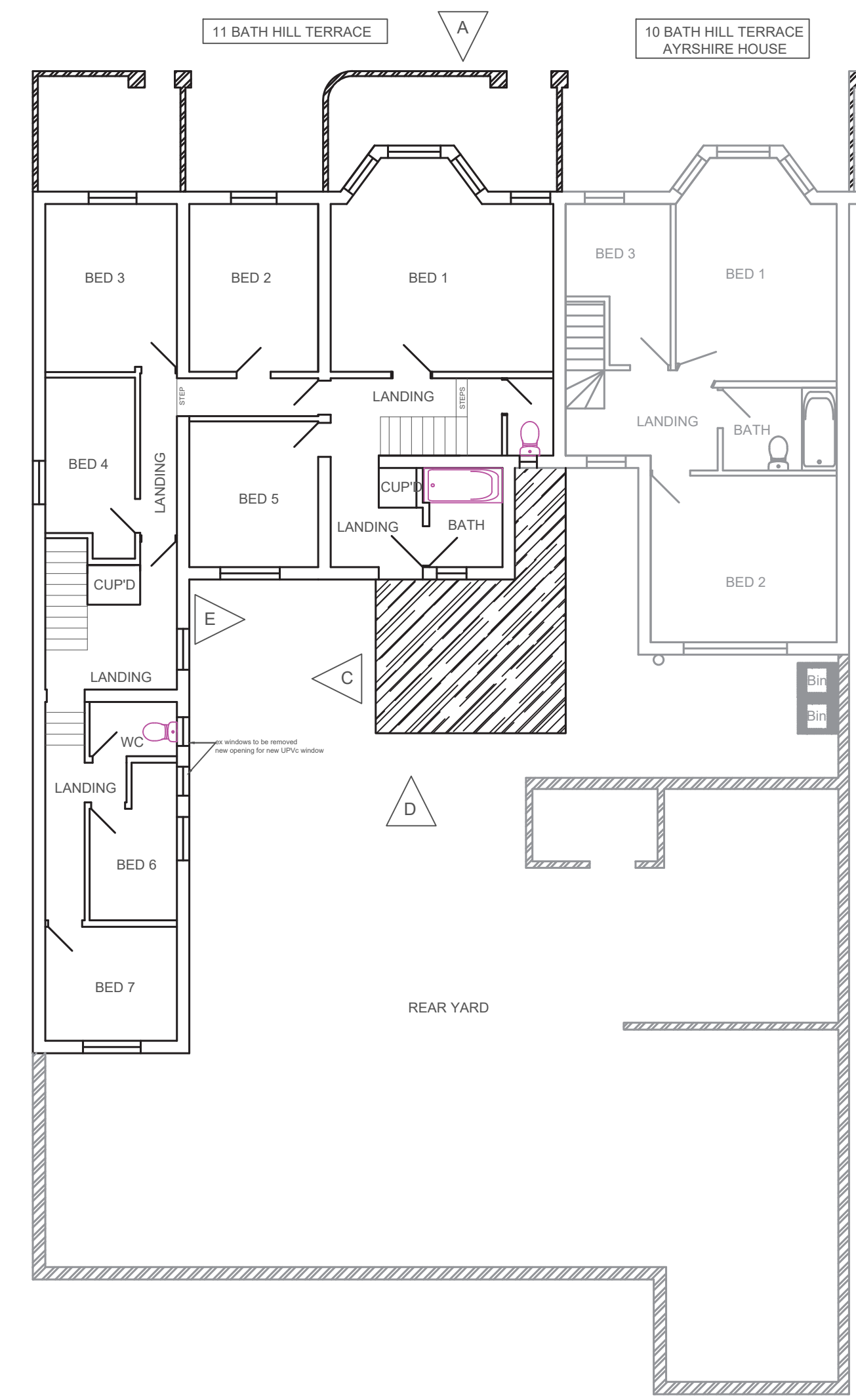
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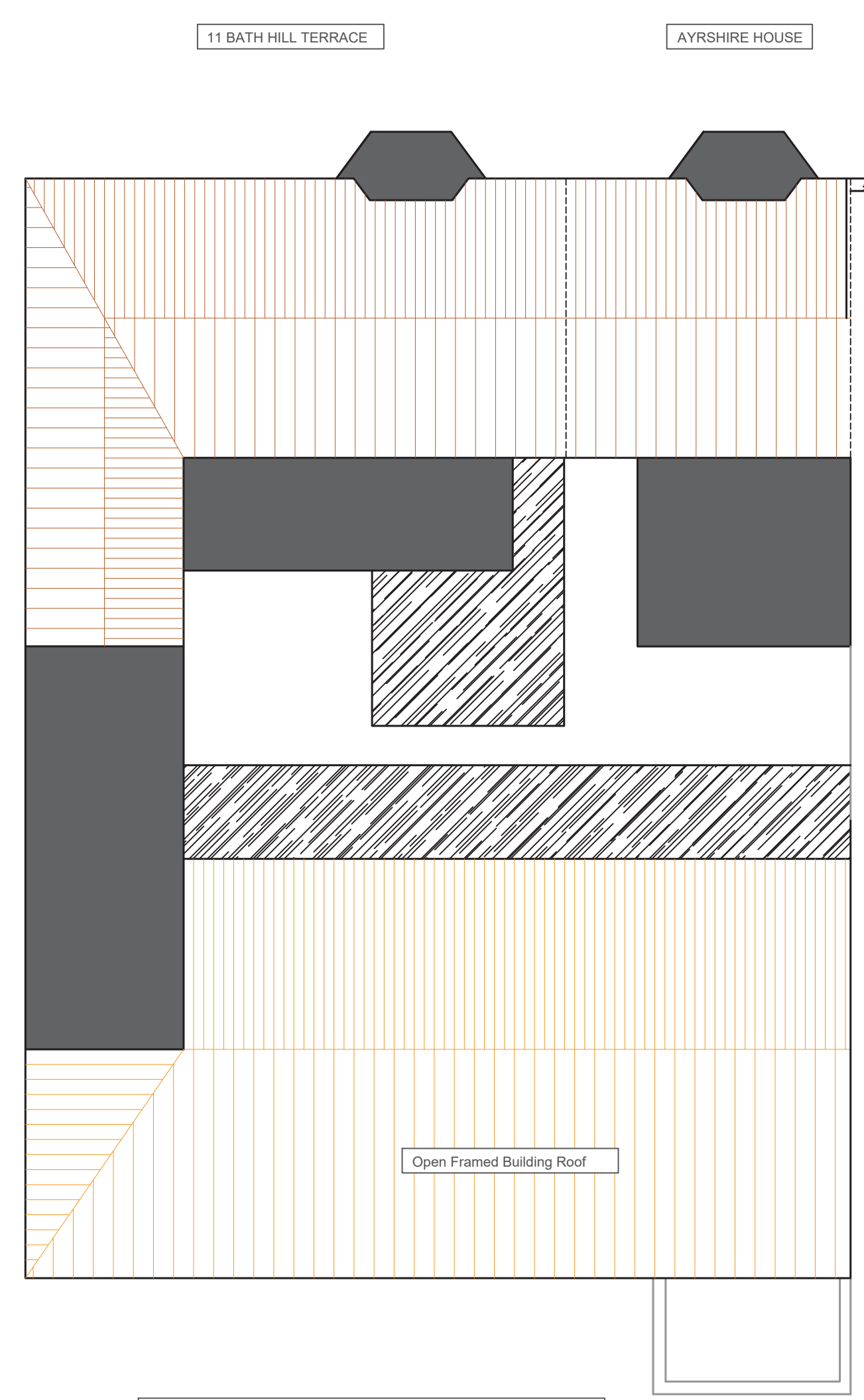
Existing Court Yard View E



EXISTING GROUND FLOOR PLANS




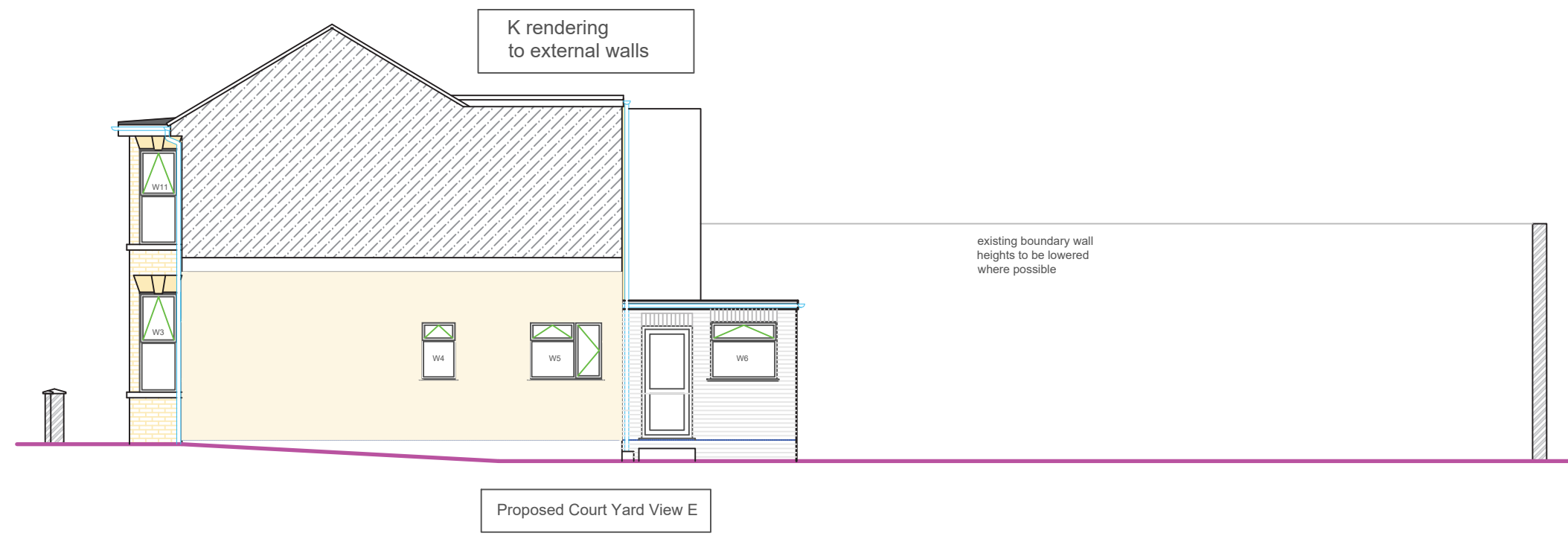
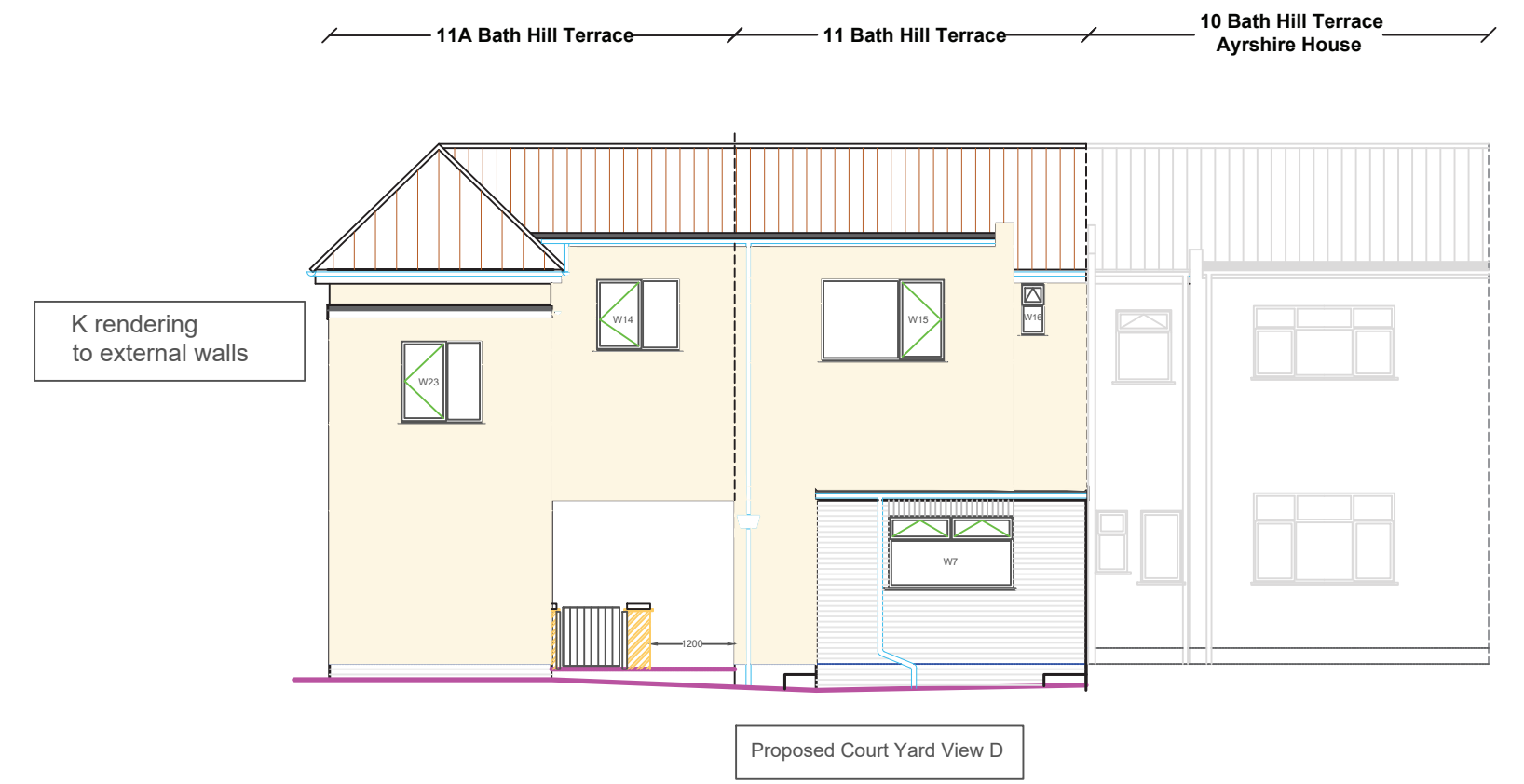
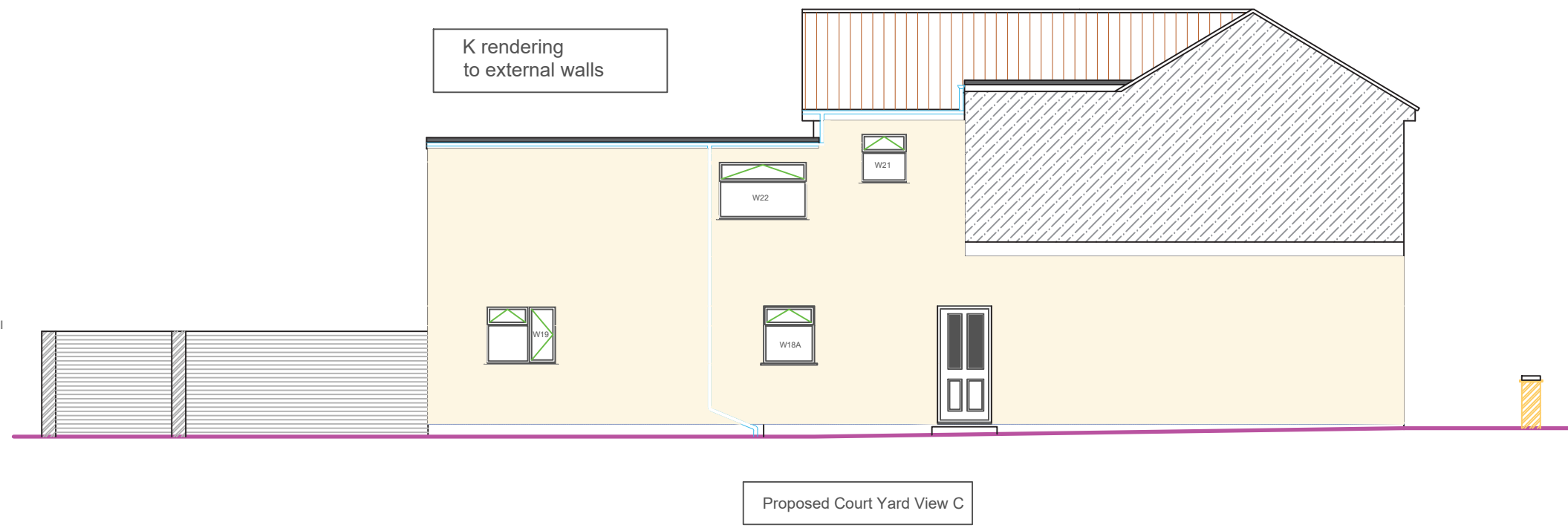
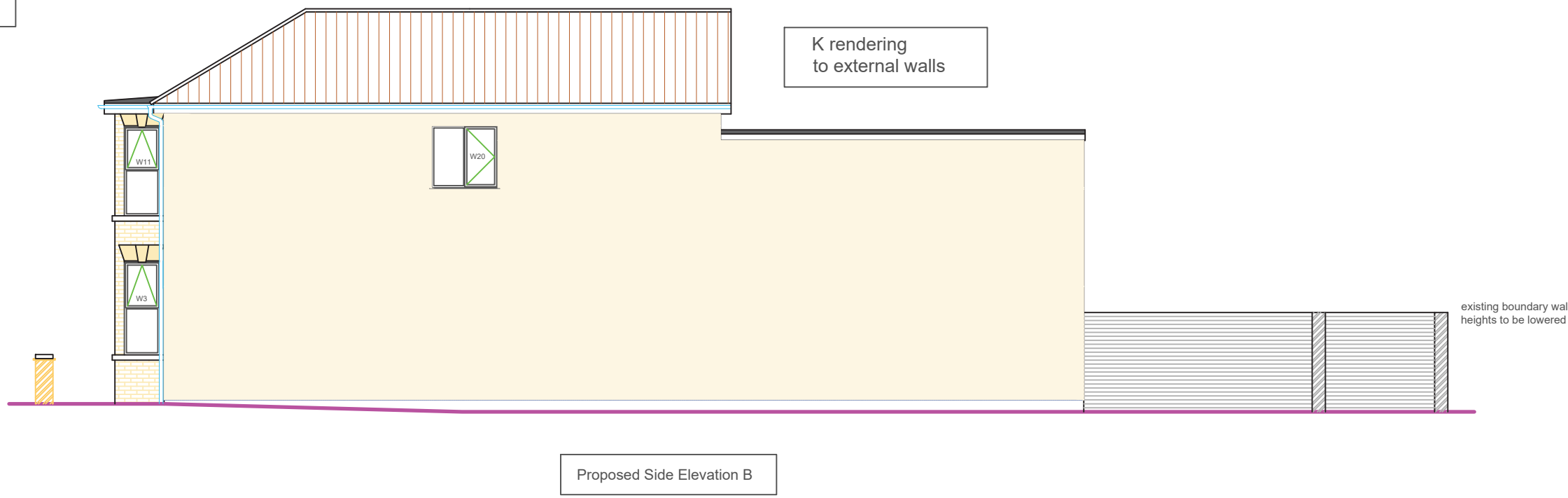
EXISTING FIRST FLOOR PLANS



EXISTING ROOF PLANS

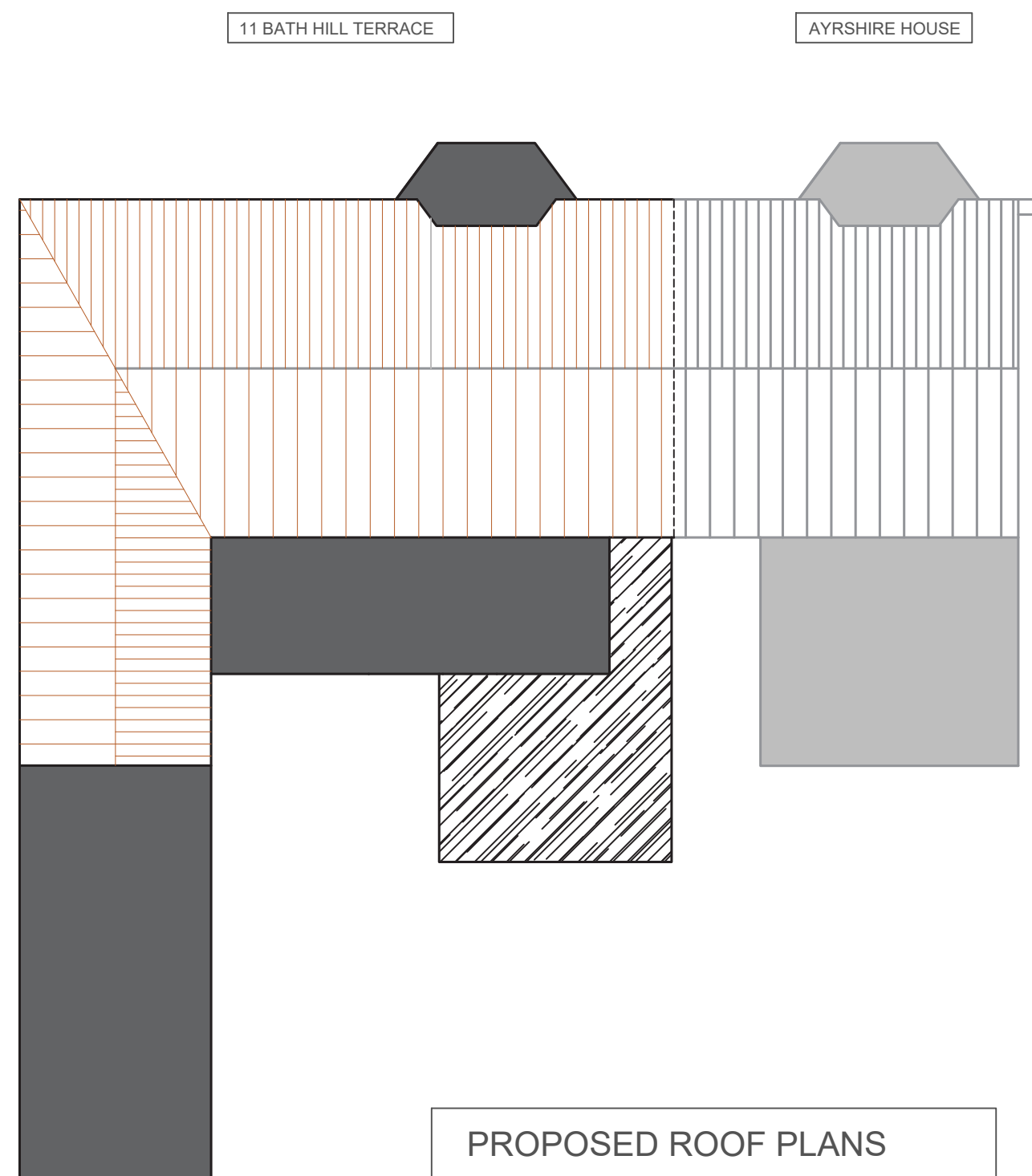
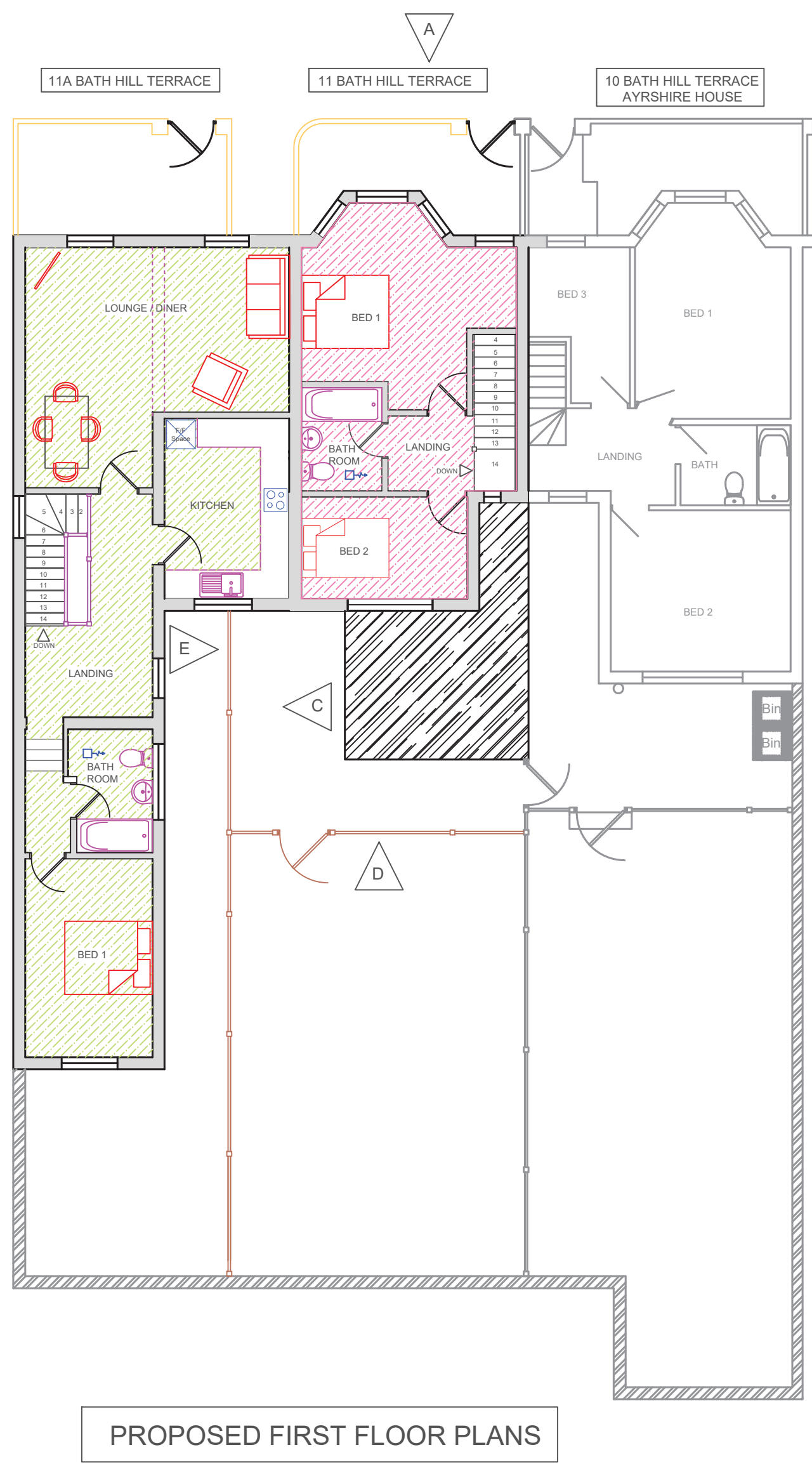
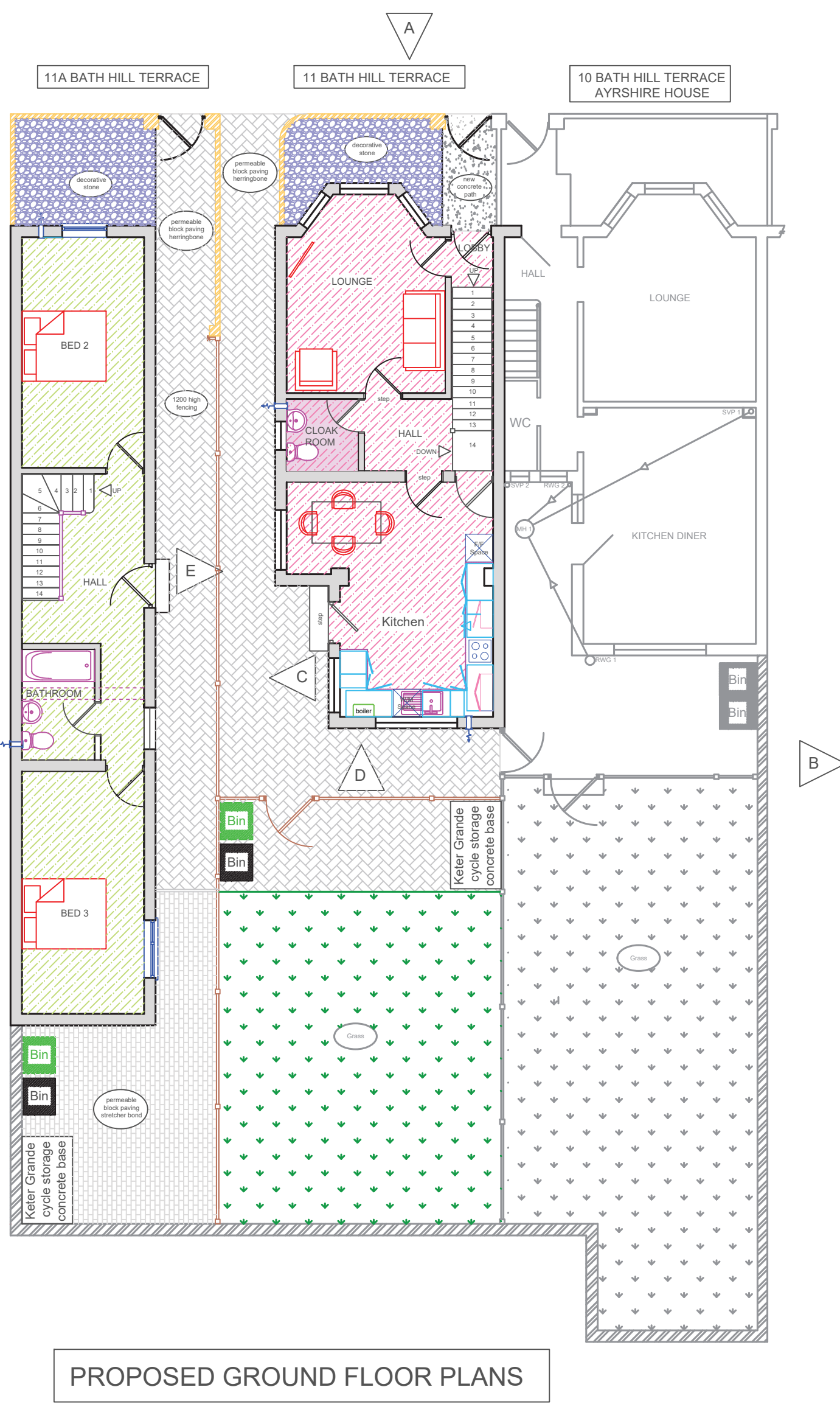
DRAWING ISSUE			
PL1	Planning Issue	RJC	21.05.2021


BOROUGH OF GREAT YARMOUTH			
Great Yarmouth Borough Council			
Property and Asset Management Greyfriars House Greyfriars Way Great Yarmouth, NR30 2QE			
			
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	Construction	<input checked="" type="checkbox"/>	
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Project	Conversion of 11 Bath Hill Terrace to form 2 No Houses		
Drawing Title	Existing Plans & Elevations / Location Plan		
Scales	1:50 / 1:100		
Planning Ref			
Building Ctl Ref			
Drawing No	8106/C0010014/02		
Date	May 2021		
Drawn	R Cavender		
Revisions			Date
Revisions			



11 Bath Hill Terrace (2 Bed 4P) House Internal Floor Area 77.47m²

11A Bath Hill Terrace (3 Bed 6P) House Internal Floor Area 110.41m²



DRAWING ISSUE:			
PL 1	Planning Issue	RJC	21.05.2021
Rev 1	Layout changes	RJC	21.05.2021
Rev 2	Layout title changed from existing to proposed	RJC	24.05.2021
<div><div><div>BOROUGH OF GREAT YARMOUTH Great Yarmouth Borough Council</div><div><div>Property and Asset Management Greyfriars House Greyfriars Way Great Yarmouth, NR30 2QE</div><div></div></div></div></div>			
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	Tender		
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Client	Great Yarmouth Borough Council		
Project	Conversion of 11 Bath Hill Terrace to form 2 No Houses		
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Building Ctl Ref			
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Date	May 2021		
Drawn	R Cavender		
Revisions			Date