

Reference: 06/20/0566/F

Parish: Bradwell

Officer: Chris Green

Expiry Date: 01-06-21

Applicant: Great Yarmouth Borough Council

Proposal: Residential development of 10 modular single bedroom dwellings

Site: Land north of Crab Lane, Gorleston.

REPORT

This application was previously considered by Development Control Committee on 31st March 2021 when the Committee voted to defer its determination in order to undertake a site visit.

This report is an updated version of the Report considered on 31 March 2021. It has been changed in format and appearance but has incorporated all representations and officer responses to date, and should ensure the application can be considered 'afresh'.

Members are requested to familiarise themselves with the application by re-reading this version of the report to Committee rather than the report of 31 March.

1. Background

- 1.1** This proposal is presented to members because the site is owned by the Borough Council and the Council is also the applicant. The proposed affordable modular housing is being promoted by the Council but would be built by and operated in partnership with a local affordable housing Registered Provider, Broadland Housing Association.
- 1.2** Statutory consultation took place on 26 November 2020 and again following revisions to design on 25 March 2021 with residents and ward councillors. The revisions were considered to be of a minor and localised nature to which only the immediate neighbours were reasonably expected to express any different opinion to that originally expressed.
- 1.3** Members of the Local Planning Authority Planning Committee considered this application on 31st March 2021 and resolved to undertake a site visit to gain a contextual understanding of the site and issues raised.

- 1.4 A fact-finding site visit meeting of the Planning Committee was held on 15th April 2021.
- 1.5 Since the March 31st Planning Committee, the applicant has provided the further information with regard to details of lighting bollard positions, electric vehicle charging points, bird box locations, and Secured by Design proposals. The aim of this was to reduce the likelihood of needing planning conditions of a nature that requires further information before commencement and where consultation to specialist consultees has been carried out. None of these matters are considered to require public consultation, in the same way as discharge of condition applications are not publicly consulted. In addition, information relating to the thermal and acoustic performance of the modular design were provided direct to the Environmental Health team for comment.

2. Site and Context

- 2.1 The site is situated within the Gorleston Development boundary and with good access to shops, and other facilities. This site is of 0.294 hectares (red-lined area) and is orientated east – west parallel to Crab Lane. The site part of a wider 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 a footpath along Crab Lane is set inwards and north from the highway along the gable flank walls of the existing two storey terraced housing. Density would represent 30 dwellings to the hectare
- 2.2 The grass strip is devoid of planting and despite forming a prominent part of the urban street-scene environment, it is not formally designated in the Local Plan or Core Strategy as any form of Open Amenity Space.
- 2.3 The surroundings include 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.
- 2.4 Crab Lane is a C class road. It is a principal route from Bradwell to Gorleston, although an alternative route via the link between the A47 and A143 has recently opened to the south. 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. The block of 4 flats (Plots 3 – 6) and their parking are proposed on the west of Forsythia Road, and a block of 4 flats (Plots 7 – 10) are proposed on the east of Forsythia Road,

- 3.2 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 ten vehicles.
- 3.3 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.
- 3.4 Each dwelling's size is 50m square, compliant with the national guidance on standards for a one bedroom two-person home (50 sq m).
- 3.5 The proposal scheme is set a footway width from the Crab Lane highway and north of it, to provide a 1.2m width path along Crab Lane in front of the dwellings. This leaves approximately half of the existing grass strip to the north of the proposed dwellings 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. At the closest the highway is 1.9m from the buildings and at the furthest 2.8m. The slightly tapered relationship ensures vision splays. The applicant has indicated that vehicle noise will be reduced within the properties by control of air paths and other technical means.
- 3.6 Accompanying the proposal are the following documents:
- Planning Application Forms and Certificates of Ownership;
 - Application drawings as detailed on the Drawing Register;
 - Design and Access Statement;
 - Planning Statement (including Statement of Community Involvement);
 - Preliminary Risk Assessment (Contamination) (and subsequent phase 2 testing and mitigation recommendations)
 - UXO Report;
 - Topographical Survey;
 - Ecology Report; and
 - Arboricultural Impact Assessment

The development is too small to require either a Transport Statement, Air Quality Assessment, or a Noise Impact Assessment, and it is considered unnecessary to delay determination of the application to obtain these.

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 had initially objected, on the following summarised points: (further summarised objections are added below this where they differ in some regard to those originally received).
- 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

Further objections received following re-consultation after submission of elevational redesign:

- Existing pipework prevented car parking on the Green Mile being allowed for residents
- Building here is because the residents are Council tenants and not private owned property
- This is a piecemeal approach to affordable housing supply and a more strategic approach is required.
- Because of limited access to transport, residents find this green space particularly important
- Children need to be encouraged away from their ipads by having outdoor spaces.
- Non residents should not decide our fate.
- Empty homes should be purchased to accommodate single persons
- The cemetery does not provide useable public open space.
- The Council should redevelop the Pleasure Beach car park.

5.2 Three letters of support:

- More one-bedroom property is needed.
- Ball play on this land is currently dangerous because of the road. There is a recreation ground nearby.

Consultations – External

5.3 Norfolk County Council – Local Highways Authority – No objection subject to conditions.

A Traffic Regulation Order (TRO) is 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 to the TRO consultation.

The Head of Housing of the Borough Council has 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.

5.4 Update response to revised scheme: 18.3.21 -

No changes to advice but additional condition is needed for ensuring the stopping up of existing footways by legal agreement.

5.5 Historic Environment Service – No objection or conditions required.

5.6 Lead Local Flood Authority (LLFA) – No comment.

The LLFA 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.

5.7 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. (This matter is now resolved in the updated designs)

5.8 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.

Note that Secured by Design proposals have been submitted on 6 May 2021 and are currently undergoing reconsultation with the police.

5.9 Norfolk Environment Team. A Preliminary Ecological 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. Further details of bird box location and hedgehog holes required, and the works should be conditioned as carried out in accordance with the Landscape Management plan submitted.

5.10 Norfolk CC Infrastructure: No contributions required

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

Consultation - Internal to GYBC

5.12 Head of Housing: Supports.

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.

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

No objections:

The remediation reports confirm the Crab Lane remediation strategy is acceptable if precautions are imposed through the 'contamination during construction' condition.

Rather than requiring specific conditions for noise and air quality standards or mitigation through the design, it is considered that the proposed Informative Notes on noise and air quality will suffice.

5.14 Tree Officer – No objection.

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.

5.15 Building Control – Comments / advice offered.

Access for firefighting pumps up to the front door is required and the open access to the first floors should be enclosed. These comments related to the schemes as first submitted and the matters are now resolved

6. Assessment of Planning Considerations:

- 6.1** Section 38(8) of the Town and Country Planning Act 1990 (as amended) and paragraph 47 of the National Planning Policy Framework state that planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

Relevant Policies:

Borough Local Plan 2001:

- HOU7 – New residential development
- HOU9 – Developer contributions
- HOU16 – Layout and design of housing proposals
- HOU17 – Housing density and sub-division
- REC11 – Protection of community and street scene

Quoted due to being raised by objectors, but not relevant:

- REC8 – Provision of recreational, amenity and play space

Core Strategy 2013:

- CS1 - Focussing on a sustainable future
- CS2 – Achieving sustainable growth
- CS3 – Addressing the Borough's housing need
- CS4 – Delivering affordable housing
- CS9 – Encouraging well-designed, distinctive places
- CS11 – Enhancing the natural environment
- CS12 – Utilising natural resources
- CS13 – Protecting areas at risk of flooding or coastal change
- CS14 – Securing contributions from new developments
- CS15 – Providing and protecting community assets and green infrastructure
- CS16 – Improving accessibility and transport

Other material considerations:

National Planning Policy Framework:

- Section 5: Delivering a sufficient supply of homes
- Section 8: Promoting healthy and safe communities
- Section 11: Making effective use of land
- Section 12: Achieving well-designed places

Emerging policies of the draft Local Plan Part 2 (Final Draft)

The following draft policy should be noted as some degree of weight can be attributed to them in the planning assessment, given the stage of their preparation:

- A1 – Amenity

The following emergent policy carry lesser weight as objections have been received:

- H3 - sets a minimum housing density
- H4 - Open Space provision
- E4 - Trees and Landscape
- E7 - Water conservation

Principle of development

- 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.
- 6.3** This is a new residential development within development limits, in a sustainable location, with excellent access to goods and services.

- 6.4** 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 be in the borough's "main towns", Gorleston on Sea and Great Yarmouth.

Provision of housing

- 6.5** Notwithstanding that the Borough Council can report a healthy Five-Year Land Supply, the Development Plan supports windfall residential developments in sustainable locations where there are no overriding policy conflicts / objections or material considerations to suggest otherwise.
- 6.6** Policy CS3(d) specifically expects new housing to address local housing need by incorporating a range of tenures, sizes and types of homes to create mixed and balanced communities. Furthermore, as the Core Strategy is up to date, the scheme would ordinarily be required to provide 20% affordable housing (two dwellings).
- 6.7** Policy CS4 - Delivering affordable housing requires 20% of housing on this site be provided as affordable. All 10 flats in this housing is to be affordable (100%). The dwellings are all 1-bedroom flats, and all affordable, which is contrary to the aspirations of policy CS3(d) in the broadest strategic sense, but the site has been specifically designed to provide smaller units for those in the greatest housing need, to meet a pressing demand in this part of the Borough. Given the demand to provide both affordable homes and smaller dwelling units this combined additional benefit is of considerable weight.

Design

- 6.8** Policy CS3 paragraph (g) promotes design-led housing developments with layouts and densities that appropriately reflect the characteristics of the site and surrounding areas. Policy CS9 - "Encouraging well-designed, distinctive places" also seeks a high standard of design.
- 6.9** Emerging draft Policy H3 cannot be afforded great weight at present. It sets a minimum housing density of 30 dwellings per hectare - the proposal is 30 dwellings per hectare and includes some retained open space. Nevertheless, the density of 30 dwellings per hectare is considered appropriate to the locality, and in fact might be considered quite low for a flatted development.
- 6.10** It is noted how the wide grassed strip acts as a recognisable feature characteristic of this part of Gorleston, to the extent that it is locally known as the Green Mile, which reflects the greenspace extending a long way either side of the site. The development will be a significant, irreversible erosion of the Green Mile and will much reduce its wider undisturbed open character, with consequent impact on the wider townscape.
- 6.11** Nevertheless, the street-scene is not considered to be unacceptably harmed. The area's presently spacious feel created by the wide grassed area is only

partially lost as a result of the spaces being introduced between new buildings. In addition, though to a much lesser degree, using a footway to set-back buildings from the carriageway 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.

- 6.12 In this scheme, the layout, while set at right angles, mirrors the layout to the north of the terraces immediately north of this site and therefore reflects the pattern and scale of the estate, which is also expected by NPPF paragraph 127.
- 6.13 In terms of the form of the local built environment the layout will continue the form of perpendicular housing blocks. This row proposed at east-west axis will mirror the row on the east-west axis which lies to the north of those properties on a north-south axis immediately north of this site.
- 6.14 It is considered that the design of these units and the materials chosen are of a good standard and will complement the existing setting.
- 6.15 The design offers a simple form which, while of little architectural pretention, is well detailed, and of a type rarely 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. This is a concession to traditional sensibilities that might not be commonplace once factory-produced precision architecture becomes established, so can be lauded for aiming to relate to the prevailing vernacular. The roof pitch has been made steeper following design review by the Council, which has proven beneficial in appearance terms.
- 6.16 Existing trees are also not affected which ensures the development satisfies emerging draft policy E4 of the Local Plan part 2.

Residential amenity

- 6.17 Policy CS9 - "Encouraging well-designed, distinctive places" also considers matters of amenity both for existing and future residents.
- 6.18 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.
- 6.19 While the proposal buildings are set, at their closest, 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. A report has been prepared and submitted to Environmental Health in respect of whether any traffic noise protection measures and noise-attenuated ventilation and extraction should be required. If satisfactory the need for a condition for further details might not be needed. Members will be advised at the time of the meeting.

Access to open space and play facilities

- 6.20** 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), despite the cemetery and substantial allotment to the west of this site both being designated. Nevertheless, Core Strategy Policy CS15(a) seeks to protect and *“Resist the loss of important community facilities and/or green assets unless appropriate alternative provision of equivalent of better quality facilities is made in a location accessible to current and potential users or a detailed assessment clearly demonstrates there is no longer a need for the provision of the facility in the area.”*
- 6.21** The application has not provided a formal assessment of the local access to other green space or recreation areas, but the implications are appreciated and it is considered that (i) the loss can be absorbed as sufficient space remains within the adjacent site, and (ii) there are appropriate alternatives in the vicinity. There is a small open amenity space 120m to the north of the site off Kalmia Green and a play area adjacent to the “Pub on the Shrub”. The balance of the land to the east of the redlined site forming this open strip is not proposed to be developed in this application.
- 6.22** Furthermore, the Norfolk County Council Green Infrastructure Management Plan (NGIMP) p27-31 and the Great Yarmouth Borough Council “Open Space Study” 2013 (figure 40 p110) 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.
- 6.23** There have been concerns expressed that this proposal if accepted will lead to further areas of the informal open space land along Crab Lane being developed. There are no current plans for this, and that matter would have to be considered at the time if it arose but should not form a refusal reason for this proposal.
- 6.24** Objection has been made that existing neighbouring 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.
- 6.25** 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.

- 6.26** 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.
- 6.27** 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. This proposal does not create children's bed space. A suitable area for play and informal recreation will still be available either side and behind this development, whilst the formal play area at Kalmia Green is only 120m at its closest to the site.
- 6.28** Whilst emerging Policy H4 - Open Space provision – might in time require more open space provision, the lack of children's bedroom space in the proposed development of 1-bed flats means the demand will not arise and emerging policy H4 is not engaged.

Highways and parking

- 6.29** In terms of traffic impact, the proposal adds relatively little traffic by proportion to a well-developed area. Whilst new movements will be created into and off Crab Lane, in two locations to serve the communal car parking areas, it remains a 30mph speed limit and there will be suitable long-range visibility of both accesses to ensure driver and pedestrian safety.
- 6.30** The Local Highway Authority does not object on road safety grounds, and requests that conditions are imposed to maintain visibility splays, reduce parking on street, and undertake TRO revisions.
- 6.31** Although the Highway Authority requires to formally remove one existing footpath link running through the site, the existing footway around the perimeter of the open space remains in this proposal and will benefit from improved surveillance by the introduction of new housing.
- 6.32** A further new footpath by the road edge is created to allow more direct movement along Crab Lane, such as in accessing the bus stop. Although it has been suggested that a 3m wide shared footway and cycleway should be provided along Crab Lane, this has not proven possible but the extra 1.2m wide footway to be provided in front of the new dwellings is considered to go some way to providing additional pedestrian use facilities that in part reduce the impact felt from unlawful cycling on the existing footway around the greenspace. While this is an imperfect solution it nevertheless represents a beneficial element of the application which will weigh in favour of the proposal in the planning balance, alongside the delivery of ten much-needed affordable homes.
- 6.33** There are 18 parking spaces proposed in total for the 10 dwellings. Given these are one-bedroom dwellings this level of provision exceeds County Highway standards which would ordinarily be 12.5 spaces.
- 6.34** It is proposed that these spaces should be made available for the wider area, which is not without its own problems due to these being separated from the

surrounding dwellings. That approach could be problematic for the longer-term successful operation of the site, and residential amenity of new occupants, for example. Nevertheless it is proposed that a Car Parking Management Plan should be required by planning condition, to propose and trial an allocations-based policy of parking use, to afford the chance to monitor and adapt to parking patterns. It is often the case that 1-bedroom properties on good transport links don't require a parking space on a 1:1 basis, so there may be scope to identify 'overflow' parking, or more visitor parking, for example. This should be subject to planning condition.

- 6.35** Some objections have raised the issue of existing parking provision for local residents, including suggestions that the site has not been allowed to be used for additional parking for residents in the past. However, no such planning application was ever proposed, and any planning application received must be assessed in terms of its "planning" merits. In this instance, Members will be aware that they are only able to consider the planning application presented to them in this proposal, not any hypothetical alternative suggestion(s).

Security

- 6.36** 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.
- 6.37** The police have suggested several measures that can be secured by pre-occupation condition. The police 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 and is to be made available to all residents of the estate as well as residents of the new accommodation.
- 6.38** The police also suggest Closed Circuit Television (CCTV) monitoring of all three sites in combination with other measures. However, it is the policy of the Borough Council's Housing and Estate teams not to install such surveillance measures, but to use other measures; it is noted that there is significant financial costs involved, as well as other reasons for not seeking an over-surveilled development (in the interests of creating good urban design and inclusive communities). It is true that the Secured by Design standard can be met by means other than the use of CCTV, and CCTV should not be seen as an alternative to incorporating security through considerate approach to high quality design. Further details in regard to the provision of a secured by design scheme were received on 6 May 2021 for re-consultation with the police; these will be reported verbally to the Committee at the meeting.
- 6.39** This site will be managed by the Borough Council after construction, but once constructed anti-social behaviour has to be a matter for site management and the police should it arise.

Flood Risk

- 6.40** As part of the sequential test for flood risk for modular housing, Officers have considered other available land in the Yarmouth and Gorleston urban area. The application has come forward due to the delivery support available from the Government's funding of housing schemes that can be delivered quickly in response to the Covid-19 Pandemic. As such, there are timescale constraints relating to the development being achieved pursuant to this application, so it has been considered necessary to only consider alternative sites of lesser flood risk on land owned by the Council, because that is available and "deliverable" (in terms of the NPPF definition) in the timescales required to enable this development to proceed.
- 6.41** In this respect, some objectors have noted that there was a proposal for development of the former allotments off East Anglian Way, which was refused in 2017 on highway access grounds. Although that site is cited as being appropriate by those making representations, it is not considered deliverable by Officers given the timing requirements and physical constraints of that site.
- 6.42** Members will note that there are two alternative sites available for modular housing construction that fall within the Council's ownership: one with planning permission resolved to be granted at the Beach Coach Station, Yarmouth, and one recommended for approval at Great Northern Close, Yarmouth at this same meeting of the Planning Committee. It cannot be said that this is the only site available for delivery of a scheme of 10 dwellings within the same timescale, but it can be said that the site is the only one which can provide his scale of development in addition to those two other schemes under consideration. As such, given the pressing importance of delivery of affordable housing in the Borough, it is considered that this is the most appropriate available and deliverable site for 10 homes from a flood risk sequential assessment point of view.

Ecology and biodiversity

- 6.43** The Green Mile grassed 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.
- 6.44** A Preliminary Ecological Assessment (PEA) has found the site to be of low sensitivity. 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.

Impact on internationally designated ecological sites - Shadow Habitats Regulation Assessment

- 6.45** 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.

- 6.46** 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 and North Denes / Winterton 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.
- 6.47** The Local Planning Authority as "competent authority" agrees with the conclusions of this assessment. To meet the mitigation requirements, it is recommended (as this is a smaller scheme of ten dwellings) that the appropriate contribution is secured by payment under the provisions of S.111 of the Local Government Act.

Trees and landscape

- 6.48** An Arboricultural Impact Assessment has been produced which finds no need to remove or alter the canopy of any trees adjoining the site. Any utility and service connections are possible outside the root protection areas. Proposed construction works are sufficiently distant from trees not to cause harms, except for 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.
- 6.49** A planning condition will secure the works to be in accordance with the submitted Arboricultural Implications Assessment, including Method Statement.

Drainage and Utilities

- 6.50** Policy CS12 - Utilising natural resources – paragraph (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 capacity will exist for mains water supply and foul water drainage treatment.
- 6.51** 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 exists around the site for these features. The submitted drainage strategy provides for retention tanks discharging to the public surface water drainage system and attenuating measures to slow the

rate of discharge to the undeveloped 'greenfield' rate. While ground conditions would accept infiltration, the buried services require this strategy. Therefore, whilst not fully addressing the drainage hierarchy, by being unable to achieve sustainable drainage, the development will nonetheless achieve a 'nil-detriment' effect on the public surface water drainage network and so avoids causing an increased risk of flooding elsewhere.

- 6.52** Draft emerging Policy E7 - Water conservation – is expected to soon require new dwellings to meet a higher water efficiency standard than prescribed in Building Regulations. This is a laudable aim but at the moment remains unadopted so is considered unreasonable to impose requirements by planning conditions. As this site will be operated by the borough Council and within its housing stock there may be opportunities to achieve grey water recycling in the future.

Contamination

- 6.53** Environmental Health Officers have accepted the findings of the intrusive phase 2 site testing, which found no contamination requiring remediation. No pre-commencement conditions are required. Contrary to one objection letter, asbestos was not detected during tests. A precautionary condition will be used to require remediation of any contamination which might be discovered during construction.
- 6.54** 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.

Economic benefits

- 6.55** There will be short term construction jobs with little long-term economic benefit associated with the proposal, other than some employment to maintain the buildings and grounds.
- 6.56** The use of modular housing in this scheme follows the aims of recent Government reports and encouragement to further the adoption of offsite manufacture of housing, where lack of scale has been shown to act to discourage general adoption.

Local Finance Considerations:

- 6.57** 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 (which is not applicable to the Borough of Great Yarmouth). 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, for example.

- 6.58** Although the Council owns the land, there has been no consideration given to any possible financial implications linked to the development of the site. A small grant of 'new homes bonus' may arise, should this scheme qualify, but that is not considered a significant material factor in the weighting of this assessment.

7. The Planning Balance

- 7.1** It is true that the spacious character of Crab Lane will change through development within the locally valued greenspace. Furthermore, it is noted that the NPPF and development plan policies seek designs to be reflective of local character, yet this proposal would erode a significant component of the local character of the area. However, the open space feature is not a formally designated area in planning policy so is not expected to be preserved as a matter of course, although its loss is resisted by Policy CS15(a). Whilst the impact on the open space will be significant, and to some will be sorely missed as a recreational resource and area of local character, the need for its protection must be weighed in the planning balance.
- 7.2** Irreversible development of large areas of characteristic greenspace is regrettable and generally resisted by adopted policy, but must be weighed against the severity of the housing shortage for those in need of 1-bedroom properties which is the most acute need in the Borough. Given the timely positive provision of affordable housing that this application represents, it is considered to outweigh the impacts on greenspace, in this occasion.
- 7.3** The Green Mile also provides a valued informal recreation area for walking dogs and children's play, although there are others in the vicinity and this site is not ideal for play use, given the road. 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, both to the north of the buildings proposed and to the east so the opportunity for recreation is not completely removed.
- 7.4** Members will be keenly aware of the strength of feeling towards the loss of greenspace. For this reason, Officers wish to make clear that this recommendation is finely balanced whereby the site's use for all 10 affordable homes is the overriding factor behind making a recommendation of approval.
- 7.5** A number of concerns are raised in respect of the localised highways impacts and perceived detriment to highways safety. To some, this includes exacerbating a perceived shortage of existing car park provision for local residents. Whether this is an accurate concern or not, it should be noted that this scheme does deliver slightly more parking than is strictly needed to address the published parking standards.

- 7.6** On this occasion, the delivery of ten affordable homes is considered in planning terms to carry greater weight than the slightly additional potential traffic generation set against the benefit of surplus parking facilities.
- 7.7** By virtue of its modular construction and the relatively unconstrained nature of the site, this scheme will very rapidly deliver a significant contribution to smaller housing accommodation where there is a significant shortfall in the overall housing stock, so is tailored to specific needs.
- 7.8** Notwithstanding the applicant being the Borough Council, and the site being owned by the Borough Council, it is recommended that the permission be subject to a legal agreement or other appropriate mechanism to require all homes to be used only for affordable housing. If this were not the case, Officer's would need to reappraise the exercise of planning balance.

8. Conclusion

- 8.1** The site offers a contribution to the specific 1-bedroom affordable housing supply and is well located in relation to access to services and transport links, and in some respects reflects and fits in with the wider pattern of the settlement. Whilst loss of a valued space of local character and recreation value is unfortunate, there are no departures from policy and no overriding material considerations to suggest that the development cannot address its impacts.
- 8.2** In conclusion, it is considered that the public benefits of providing 10 1-bed dwellings to be provided as affordable housing will outweigh the relatively low levels of impacts on amenity and highways networks functions. Subject to being secured as affordable housing, the development will deliver an all-affordable housing scheme of 10 dwellings which provides considerable material benefit and weight when considering the overall planning balance.

9. RECOMMENDATION: -

Approve subject to:

- completion of legal agreement or appropriate alternative mechanism to secure all 10 dwellings as affordable housing
- the payment for Habitat Regulations mitigation (£1100)
- undertaking a stopping-up order process and section 278 TRO funding

and subject to conditions for:

- Timing
- Compliance with approved plans
- Passive EV provision
- Highway conditions for availability of onsite parking before occupation, vision splay formation and including that the TRO to be in progress at the time of occupation (note the funding of the agreement has been agreed)

- Provision of suitable 'secured by design' or alternative features, in discussion with the police as consultee
- Unexpected contamination during construction
- Hours of construction and noise controls
- Ecology: The works should be carried out in accordance with the Landscape Management plan and landscape plans submitted.
- Noise protection measures and ventilation and extraction (if required)
- Car Park Management Plan, including trial programme of allocation and identification
- Tree works as per AIA and AMS

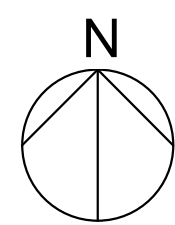
Informative notes to include (but not be exclusive to):

- Noise mitigation suggestions
- Timing of works expectations
- Air quality during construction

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

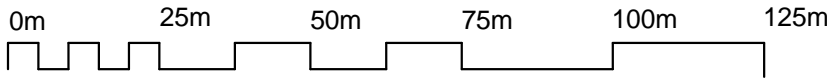
Appendices:

- Appendix 1 Location plan
- Appendix 2 Site plan
- Appendix 3 Aerial View
- Appendix 4 Elevations



Site Location Plan

1 : 1250



Scale Bar 1:1250

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

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

Do Not Scale

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P1	Issued for Planning	29.10.20	-	JK
Rev	Comment	Date	Chk	Apr
Project No: 304886		Scale @ A3: 1 : 1250		Drawn By: JK

Project:
Crab Lane
Gorleston
Norfolk

Client:
Broadland Development Services

Title:
Site Location Plan

Drawing Number:
CRABLN-IW-SA-XX-DR-A-1004

Status: D5	Purpose of Issue: PLANNING	Revision: P1
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Vision, form and function

Site Legend

- Public Footpath
Asphalt to match existing
- Entrance Paths & Patios
Duff Bronte 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

P11 Update issued for planning	18.03.21	JK
P10 Issued for Planning	10.03.21	JK
P9 Issued for information	09.03.21	JK
P8 Issued for information	02.03.21	JK
P7 Issued to GPC	01.02.21	JK
P6 Issued for design update	29.01.21	JK
P5 Issued for Planning	06.11.20	BR
P4 Issued to project team	26.11.20	JK
P3 Issued to GPC	26.11.20	JK
P2 Issued for Planning	26.10.20	JK
P1 Issued to ModPro	15.10.20	JK
Rev	Comment	Scale
304886	1 : 200	JK

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15.03.20.2000

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Vision, form and function

Project:

Crab Lane

Corleston

Norfolk

Client:

Broadland Development Services

Rev:

Proposed Site Layout

Drawing Number:		
CRABLN-IW-SA-XX-DR-A-1000		
Status:	Purpose of Issue:	Revision:
D5	PLANNING	P11



NOTE:

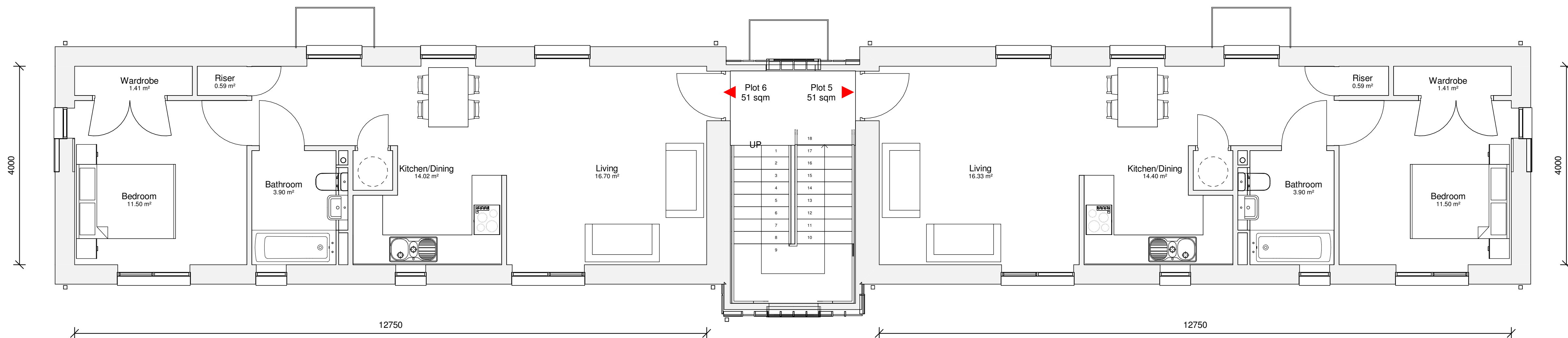
Block 1 Plots 1 - 2

Block 2 Plots 3 - 6

Block 3 Plots 7 - 10

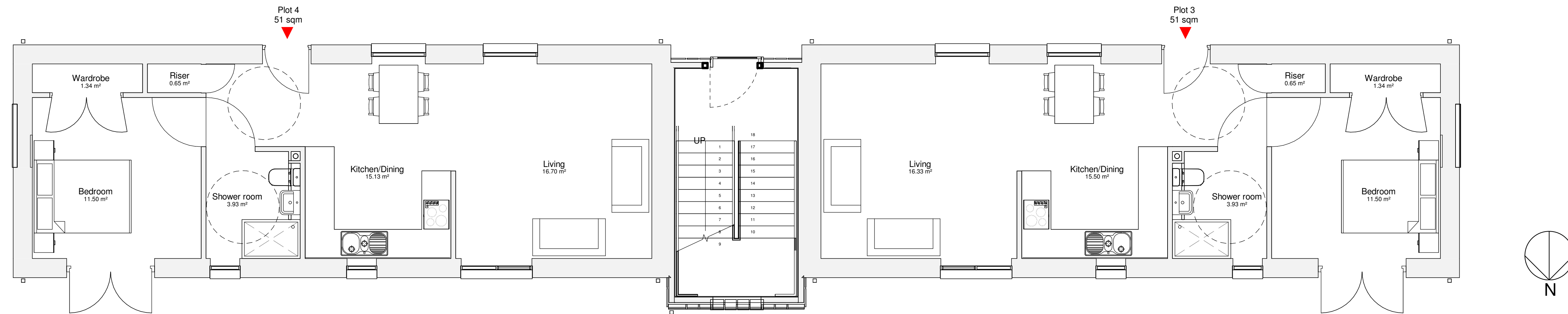
Material Legend

- 1 Buff Brick
- 2 Grey Slate Roof Tile
- 3 Anthracite Composite Cladding
- 4 Anthracite UPVC Casement Windows
- 5 Aluminium Rain Water Goods
- 6 UPVC Anthracite Patio Doorset
- 7 Juliet Balcony
- 8 Canopy
- Ob. Obscured Glazing



First Floor Plan

1 : 50



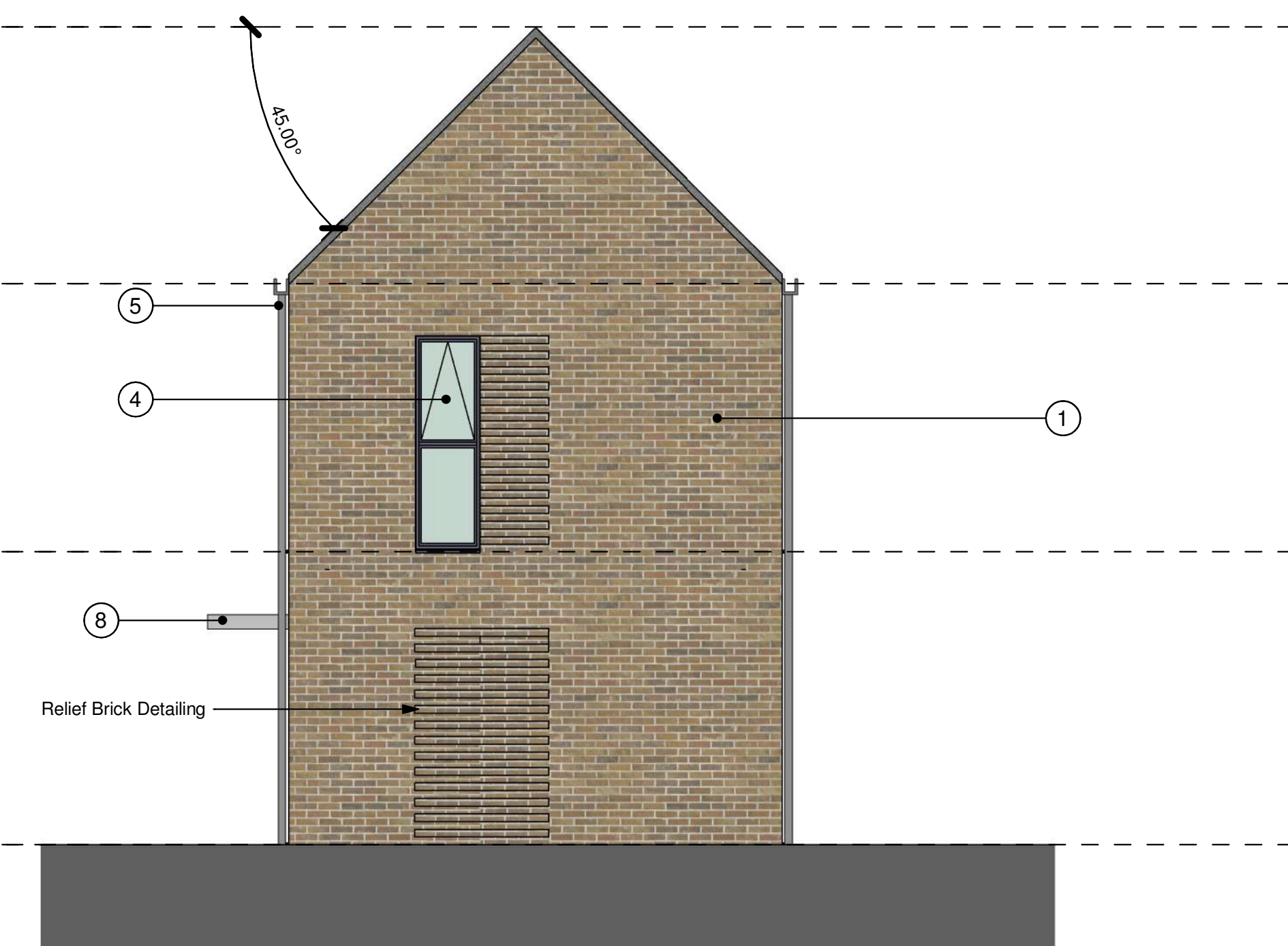
Ground Floor Plan

1 : 50



South Elevation

1 : 50



West Elevation

1 : 50



North Elevation

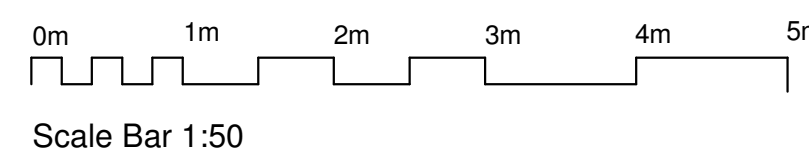
1 : 50



East Elevation

1 : 50

All levels and dimensions are approximate and subject to detailed design development



PS	Issued for Planning	10.03.21	JK
PS	Issued for Information	02.03.21	JK
PS	Issued for Construction	02.03.21	JK
PS	Issued for design update	29.01.21	JK
PS	Issued for Planning	05.11.20	JK
PS	Issued for Planning	29.10.20	JK
Rev	Comment	Date	CHK
304886		1 : 50	BR/UK



Project: Crab Lane, Gorleston, Norfolk

Client: Broadland Development Services

Title: Block A - Proposed Floor Plans & Elevations

Drawing Number:		
CRABLN-IW-B1-XX-DR-A-1001		
Status:	Purpose of Issue:	Revision:
D5	PLANNING	P6