Schedule of Planning Applications Committee Date: 15<sup>th</sup> September 2021

**Application:** 06/21/0538/F **Parish:** Ormsby St Margret

(Scratby)

**Applicant:** Great Yarmouth **Case Officer:** Mr R Tate

**Borough Council** 

**Expiry Date:** 01.09.21

**Proposal:** Demolish bungalow; erect two- storey chalet bungalow with solar

panels on south facing roof; detached garage

**Site:** 29 (Sea Haven), The Esplanade, Scratby, GREAT YARMOUTH,

NR29 3NZ

NOTE: Members may be aware that this item was originally published within the agenda for the Development Control Committee on 25<sup>th</sup> August 2021. The item was deferred from that meeting to enable further consultation; the proposal has not been amended but the officer's report has been updated accordingly.

#### **REPORT**

## 1. Context and History:-

- **1.1** The site is currently occupied by a detached, post-war, hipped roof bungalow with a detached garage. The site is accessed off The Esplanade, an unmetalled track which runs parallel to the cliffs. The site occupies 0.066 hectares.
- 1.2 The bungalow forms part of a continuous line of bungalows of a similar scale and dating from a similar era, all facing east to the dunes. However, there is not a uniformity amongst this line of dwellings, and there are two storey dwellings and chalet bungalows in the area, such as at no.33 The Esplanade.
- **1.3** The proposal is to demolish the existing 4-bedroom bungalow and to replace it with a larger chalet-style 3-bedroom bungalow with a detached garage.
- **1.4** There is no relevant planning history for the site.

#### 2 Consultations:-

- **2.1** Neighbour responses: as part of the public consultation process 8 letters of objection have been received raising the following concerns:
  - Overshadowing to no.31.
  - Reduced view to no.27.
  - No detailed measurements on the plan.
  - Increase in scale over existing bungalow.
  - Loss of outlook / light from the veranda of no.27.
  - Will block sea views to the properties behind.
  - Endangerment of the cliff top.
  - Application form states no trees/hedges on the site.
  - Will devalue neighbouring properties.
  - Out of character should be a bungalow.
- **2.2** Parish Council: no response received (at the time of writing). The Parish Council expects to meet on 13<sup>th</sup> September, and any response will be reported verbally to the Development Control Committee.
- **2.3** Local Highways Authority (Norfolk County Council): No objection.

On the basis that the proposal is a replacement single dwelling served from The Esplanade, a road/track not forming part of the public highway, I can foresee no reason for objection to the granting of permission.

**2.4** County Ecologist (NETI) – No objection. Requests informative note.

The application site is located within the Orange Habitat Zone, however the application is for a replacement dwelling and therefore is unlikely to result in increased recreational pressure on habitats sites and therefore in our opinion a shadow HRA is not required.

Due to there being limited linear features for bats in the surrounding area and from the photograph provided the building appears to have limited suitability for roosting bats we recommend providing the below informative.

"Occasionally protected species, such as bats, can be found during the course of development even when the site appears unlikely to support them or after an ecological survey has found no previous evidence of them. In the event that this occurs, it is advised that the developer stops work immediately and seeks the advice of a suitability qualified ecological consultant."

# 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.

## Core Strategy (2015):

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 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
- **3.6 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).

3.7 Policy CS13: – Protecting areas at risk of flooding or coastal change- in particular CS13 (e) - Minimising exposure of people and property to the risks of coastal change by encouraging new development away from areas at risk of coastal change, as identified in the Kelling to Lowestoft Shoreline Management Plan (SMP.

#### 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 users; 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 replacement dwelling will house living accommodation over two floors. On the ground floor is proposed an open plan living/kitchen/dining room, two bedrooms and a bathroom. Upstairs is another bedroom across the full length if the roof space, with an en-suite.
- **4.2** Despite having fewer bedrooms, the replacement dwelling is proposed to be larger than the existing 4-bed hipped-roof post-war bungalow, both in terms of footprint and mass / scale. The proposal will be a chalet style property with a pitched roof and gables. The proposal will have a steep pitched roof of approximately 50 degrees. The roof will have a ridge height of 6.9 metres a 1.8 metre increase over the existing bungalow. By virtue of the steep pitch, the proposal will have relatively low eaves at 2.4 metres approximately 30 cm lower than eaves on the existing bungalow.
- 4.3 The property will have walls clad with horizontal composite boarding with dark grey fibre-cement slates to be used on the roof. The colour of the cladding has not been submitted but can be secured by way of condition. White uvpc windows and doors are proposed. These materials are commonplace in the surrounding area and represent an improvement in quality over the existing bungalow. Moreover, photovoltaic panels are proposed on the southern roof slope to provide a contribution through renewable energy supply.
- 4.4 The existing dwelling contains four bedrooms and provides 78sqm of liveable floor area this would be below today's minimum standards for a four-bedroom dwelling outlined in national guidance (90 sqm). Taking into account the staircase and the space not usable due to the pitch of the roof, the new proposal would provide 112sqm of liveable floor area, this exceeds the minimum standards outlined in national guidance for a three-bedroom dwelling.
- The existing bungalow has a footprint of 7.45 metres wide and 11.7 metres deep. The rearmost 3.5 metres of this is not covered by the hipped roof and instead appears to be a later flat roof addition. The proposed bungalow is proposed to be developed over the existing bungalow's footprint and itself will be 7.0 metres wide and 13.34 metres deep. The proposal maintains the existing frontage building line (east elevation) so by virtue of being slightly longer in footprint it will extend approximately 1.64 metres further back (west) than the existing bungalow.
- 4.6 The proposed garage is increased in size to be able to accommodate a modern vehicle. The garage is to be set further back on the plot with the site plan showing a 3.164 metre gap left between the dwelling and the boundary for vehicle access. This does bring the rear wall of the garage int line with the rear elevation of the neighbouring property at no.48 California Avenue, to the south-west.
- **4.7** The replacement dwelling would also benefit from a fair-sized garden to the rear. The front area will remain open as existing, which will help to ensure the proposal is in keeping with neighbouring dwellings.

# Principle of Development

- 4.8 The proposal is for the replacement of an existing dwelling and therefore would not result in a net increase in residential development. Notwithstanding this, the proposal is located within the development limits for Scratby where the principle of new residential development is considered acceptable.
- 4.9 Core Policy CS09 (A) states that developments should "Respond to, and draw inspiration from the surrounding area's distinctive natural, built and historic characteristics, such as scale, form, massing and materials, to ensure that the full potential of the development site is realised; making efficient use of land and reinforcing the local identity". Whilst the current property forms part of a line of bungalows of a similar style, age and form, the property is the penultimate bungalow in this line. No.33 The Esplanade (next but one to the north) is also a chalet bungalow with accommodation at first floor level and a higher roof height; although it's ridge runs north-south and the front elevation is effectively pitched backwards, there are two dormer windows within it which gives the impression of a building of greater scale, mass and a much wider front elevation than is currently proposed.
- **4.10** As such, a break in the line of bungalows in this in this location would not appear incongruous and the principle of a taller dwelling is considered acceptable, especially as the general form as a bungalow with low eaves and narrowing roof is still retained when viewed from the front.

#### Highways Impacts

- **4.11** The proposal is for a replacement single dwelling served from The Esplanade, a road/track not forming part of the public highway. As such the Local Highways Authority (Norfolk County Council) raised no comment on the application.
- **4.12** The reduction in bedrooms also would likely result in the reduction of vehicle movements and as such 1 fewer parking space than the existing bungalow is required to meet Norfolk County Council's parking standards (which for a three-bedroom dwelling is 2 spaces).
- **4.13** Adequate space would be able to be provided for the parking of two cars, and this can be conditioned to be provided and maintained thereafter.

## Impact on Neighbouring Amenity

- **4.14** The proposal seeks an increase in size over the existing dwelling. Neighbours have raised concern that this would be detrimental to their amenity through overshadowing and the loss of outlook and light.
- **4.15** The neighbouring bungalow at no.31 to the north does have secondary windows on its southern elevation (i.e. serving bedrooms / bathrooms rather than living rooms). This proposal does have a pitched roof with a noticeably higher ridge than the existing, and as a gabled roof it presents a solid form of building for the full length of the dwelling, rather than the shallow pitch, gentle hipped roof and

flat roof component that occupies the site at present. As such there will be a loss of daylight and increased overshadowing which affects the rearmost area of the neighbour in particular, due to the tracking of the sun's path. However, the living room area appears to be on the north side of that dwelling and there is a generous distance between the two properties which ensures the sun's path will reach round the new dwelling during the day.

- **4.16** It is considered that by virtue of siting the replacement dwelling on roughly the same footprint and maintaining the spacing between the dwellings, the proposed dwelling will not result in an unacceptable increase in overshadowing to the neighbouring property.
- **4.17** The neighbour to the south has raised concerns about the loss of light and outlook from their veranda which is located on the northern side of their bungalow. Given the verandah is already positioned next to the 1.8m timber boundary fence and garage, and that the replacement dwelling is located to the north, no loss of light / overshadowing would occur.
- 4.18 Outlook from the garden and rear elevation at 27 The Esplanade would be affected by moving the garage further back / westward, but the roof pitch and height of the proposed garage appear similar to the existing, and outlook is already constrained by the presence of no. 48 California Avenue to the west and the tall trees and hedges within the application site, so is considered to have little appreciable difference and is acceptable.
- 4.19 There may also be a greater sense of enclosure caused to no. 27 by the full-length and much taller ridge and solid form of the roof, especially when combined with the repositioning of the garage further into the garden. Given that the rear gable is created by the need to provide a shower and en-suite to an extended bedroom it is considered an unfortunate consequence of design preference rather than of necessity. Nevertheless, the application site's existing tall hedges and trees grown against the boundary currently provide a barrier to views to the north, and the new dwelling will be positioned further from the boundary and create more separation than the existing garage allows which is sited alongside the boundary. On balance, despite the much greater mass and scale, the impacts are considered acceptable, given the prevailing existing site constraints.
- 4.20 Neighbours to the rear, located off California Avenue, have raised concern that the proposal would result in the loss of outlook and loss of a sea view. The loss of a sea view is not a reason for refusal. Given the existing planting at the rear of the application site, combined with the steep pitch of the roof and lower eaves, it is considered that any change in outlook for dwellings along California Avenue is likely to be negligible because the impact on longer-range views is minimal.
- **4.21** The proposed dwelling does include velux windows on the southern elevation. However, by virtue of their position, internal cill height and the distance to neighbouring properties, it is not considered that this would introduce unacceptable levels of overlooking.

**4.22** As such, the application is considered to comply with saved policy HOU07 (E) and core policy CS09 (F), as well as emerging policy A1 from the draft Local Plan Part 2, which seek to ensure that developments do not significantly detrimental to the residential amenities of adjoining occupiers or users of land.

### **Biodiversity**

- **4.23** Although it is located within the Orange 400m to 2.5km Indicative Habitat Impact Zone, because the proposal does not result in a net increase in dwellings, there is no requirement for a HRA to be submitted or a HMMS contribution to be made. The proposal would have no greater impact on the recreational pressures on the designated sites in the Borough than the existing dwelling.
- **4.24** No measures have been proposed to achieve biodiversity gains on site; however, measures can be conditioned to achieve this. It is recommended to condition 2no. swift terrace boxes to provide nesting opportunities.
- 4.25 It was raised by neighbours that the site does contain trees and hedging and this has not been declared on the application form. At least two trees on site would have to be removed to facilitate the construction of the dwelling, but these are not worthy of protection although they do provide limited visual amenity value. The design and access statement states that the main landscaping will remain as is with grassed area to the front and rear; however, it is recommended to condition a landscaping/planting scheme. This will also provide biodiversity opportunities on the site.

#### Coastal Erosion

- **4.26** The site lies across both the Indicative Erosion up to 2025 and Indicative Erosion up to 2055 zones identified in the Shoreline Management Plan. The front elevation is currently 32 metres away from the cliff edge and 170 metres away from the mean high-water mark. The current approach to coastal erosion between Winterton and Scratby is 'Hold the Line'.
- **4.27** The Coastal Manager has been consulted on this application but at the time of writing this report no comments have been received from him. These are not considered critical to the principle of the development, but if any comments are received they will be reported verbally to the Committee.
- 4.28 As a replacement dwelling, the proposal should not change the level of risk or affect coastal processes, and as the eastern building line remains as existing the future residents should be put at no greater / earlier risk than the existing dwelling. However, an informative note should be included on the decision notice to remind the application of the longer-term potential for coastal change.
- **4.29** The proposal does include more hard surfacing and a larger footprint which means more run-off from the property, which if not addressed sensitively could serve to concentrate erosion or undermining of dunes / cliffs. The proposed dwelling is to be discharged via soakaway, so a surface water drainage scheme

shall be required by condition to ensure that this disperses run-off to an appropriate location at suitable rates.

#### 5 RECOMMENDATION:-

5.1 Subject to no new material planning consideration issues being raised by the Parish Council which have not already been addressed in this report or which cannot be addressed by the imposition of appropriate planning conditions, the recommendation is to:

**Approve** – the replacement dwelling represents an improvement in living accommodation standards when compared to the existing bungalow and its design would not cause an unacceptable detrimental impact to the surrounding area. No significant adverse impacts on neighbouring amenity have been identified and any risks of increased coastal erosion are mitigated. When subject to appropriate conditions the application complies with saved policy HOU07 and with Core Policies CS01, CS02, CS09, CS11 and CS13.

- **5.2** Approval should be subject to the below conditions:
  - Standard 3 year time limit
  - In accordance with plans
  - Scheme of landscaping/planting to be agreed
  - Surface water drainage scheme to be agreed
  - Colour of cladding to be agreed
  - Provision of 2no. swift terrace boxes
  - Parking to be provided
  - Bat Informative
  - Coastal change informative

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

This report is accompanied by the following **Appendices**:

- Appendix 1 Location Plan
- Appendix 2 Existing and Proposed Plans, Elevations and Block plan
- Appendix 3 Proposed Garage Plans and Elevations





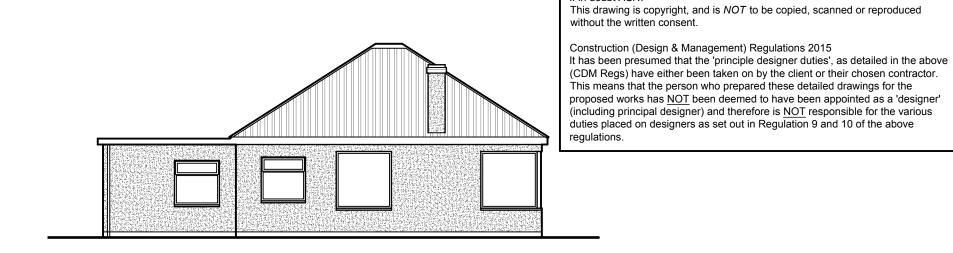
EXISTING FRONT (East) ELEVATION - 1:100



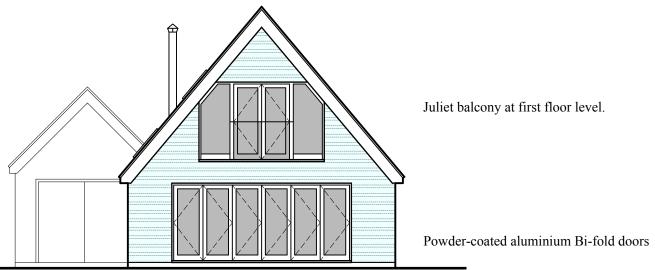
EXISTING SIDE (North) ELEVATION - 1:100



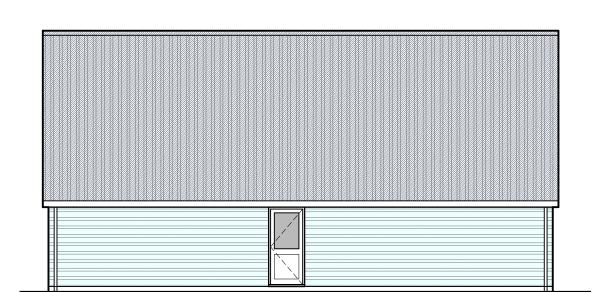
EXISTING REAR (West) ELEVATION - 1:100



EXISTING SIDE (South) ELEVATION - 1:100



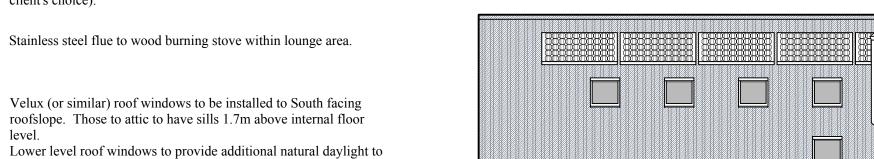
PROPOSED FRONT ELEVATION (East) - 1:100



PROPOSED SIDE ELEVATION (North) - 1:100



PROPOSED REAR (West) - 1:100



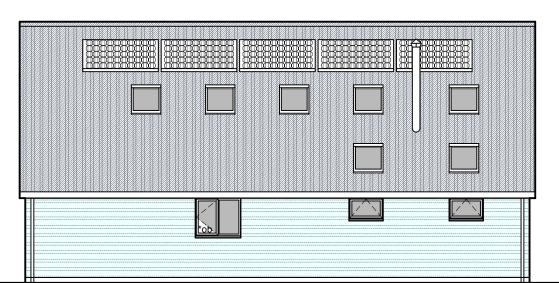
Walls to be clad with Hardieplank (or similar composite horizontal boarding) in colour to client's choice and to be agreed with Local Planning Authority.

Roof to be clad with fibre-cement slates (or other covering to

Stainless steel flue to wood burning stove within lounge area.

client's choice).

ground floor rooms.



roofslope all to accord with renewable obligations.

All new foul water to exit as per existing mains foul connection

New 1.83m high close-boarded timber panel fencing with

New 1.83m high close-boarded timber panel fencing with concrete posts to side boundary reducing down to 0.9m high to

concrete posts to rear boundary.

Integrated Photovoltaic panels (Marley Solartile or similar) to be installed to South facing

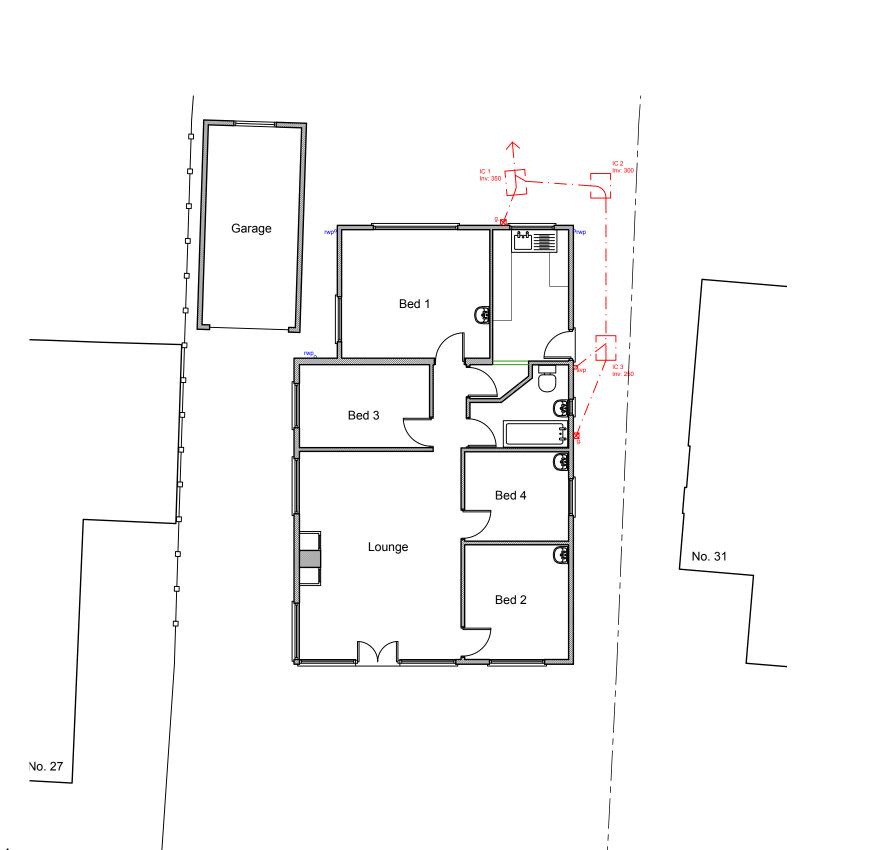
Contractors MUST check all dimensions on site.

If in doubt ASK.

Only figured dimensions are to be worked from.

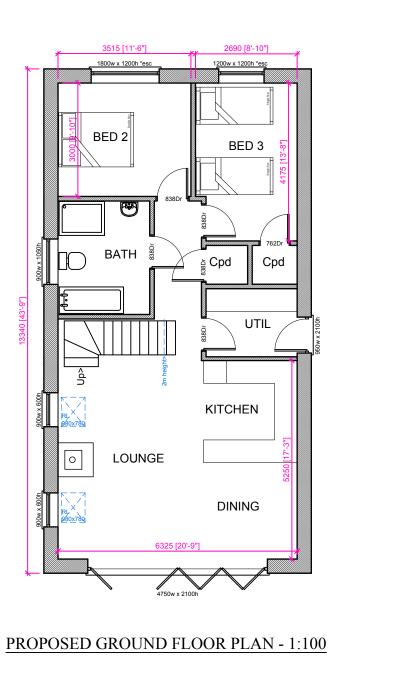
Any discrepancies *MUST* be reported to architect *BEFORE* proceeding.

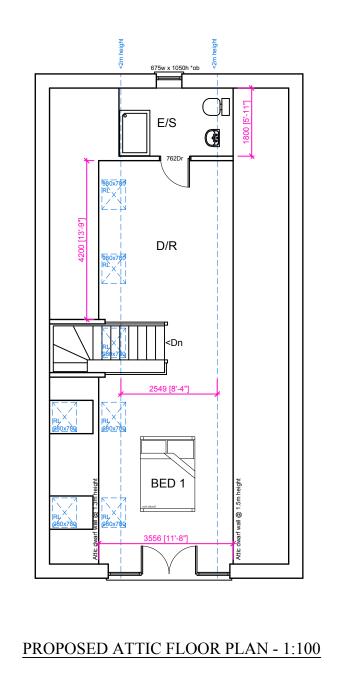
PROPOSED SIDE ELEVATION (South) - 1:100

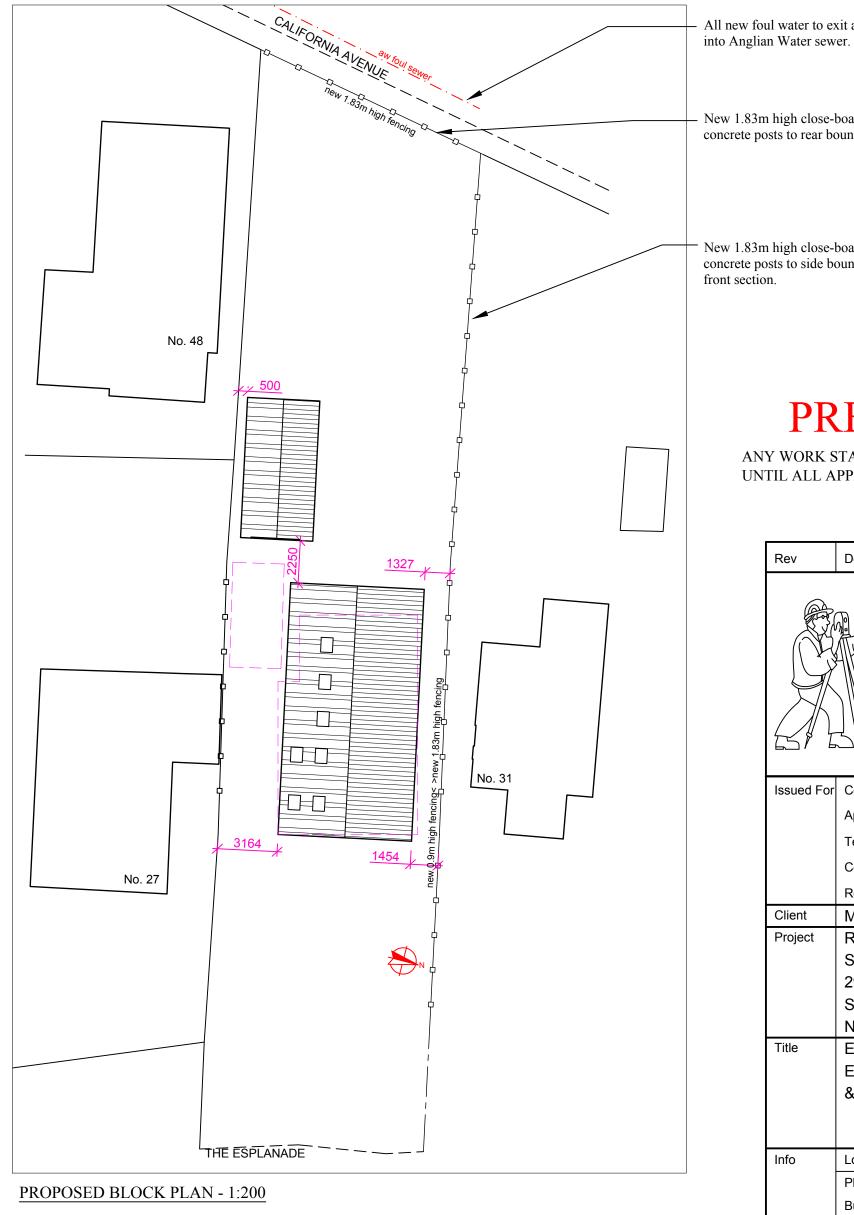


EXISTING BLOCK PLAN / GROUND FLOOR PLAN - 1:100

Sheet Modification 22-01-2016 A1 www.gjbss.co.uk







Construction Mr & Mrs ALLISON REPLACEMENT DWELLING SEA HAVEN 29 THE ESPLANADE **SCRATBY** NR29 3NZ

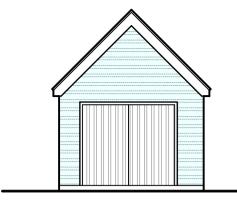
EXISTING & PROPOSED ELEVATIONS, FLOOR PLANS & BLOCK PLAN Local Authority | Gt YARMOUTH BC | Date Apprvd Planning Ref **Building Ctrl Ref** JUNE 2021 Dwg No. Rev AS SHOWN GJ/21/1985 04 Drawn By | G

Initial Date

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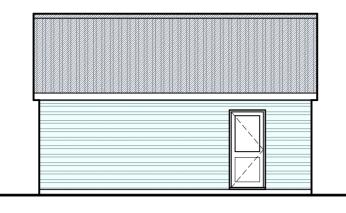
front section. PRELIMINARY ANY WORK STARTED ON SITE IS AT YOUR OWN RISK UNTIL ALL APPROVALS AND CONSENTS ARE GRANTED Description GJ Building Surveying Services New Build, Conversion, Alteration and Extension Design New Build, Conversion, Alteration and Extension
 Building Surveys
 Measured Surveys
 Planning & Building Regulation Submissions
 Project Management
 Darty Wolf Methods Party Wall Matters • Residential, Commercial and Industrial Issued For Comment Approval Tender



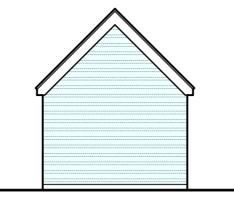
Roof to be clad with tiles to match that on new dwelling.

Walls to be clad with Hardieplank (or similar composite horizontal boarding) to match that of new dwelling.

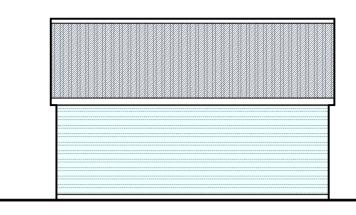
GARAGE FRONT ELEVATION - 1:100



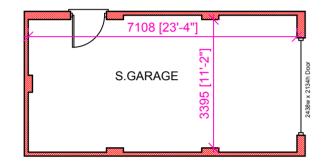
GARAGE SIDE ELEVATION - 1:100



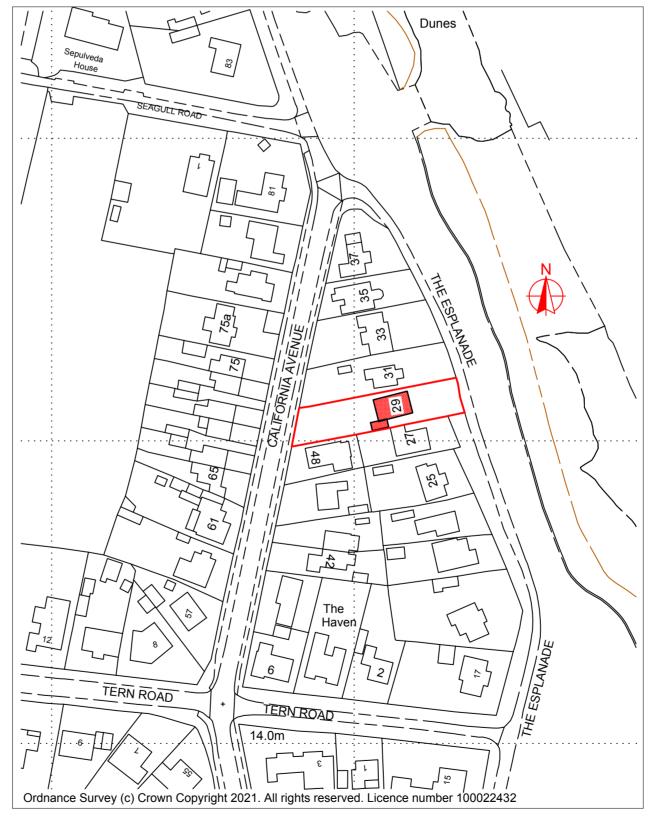
GARAGE REAR ELEVATION - 1:100



GARAGE SIDE ELEVATION - 1:100



PROPOSED GARAGE PLAN - 1:100



SITE LOCATION PLAN - 1:1250

# **PRELIMINARY**

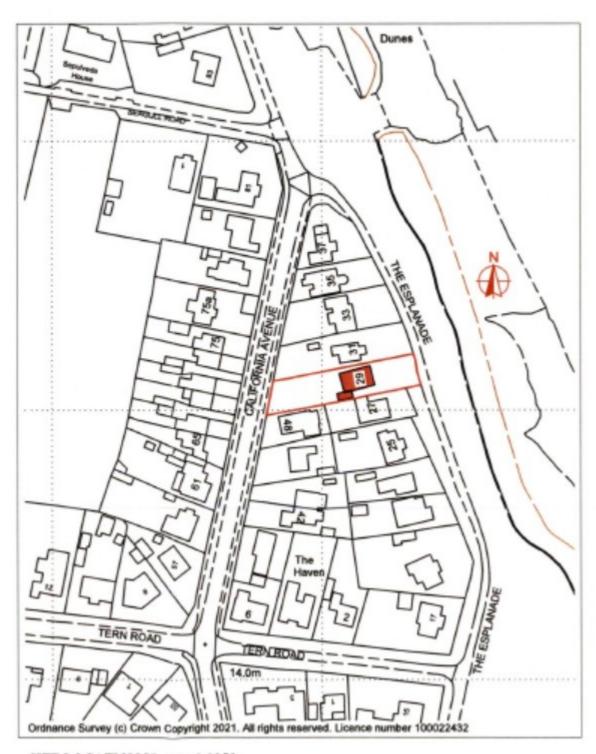
Contractors *MUST* check all dimensions on site.
Only figured dimensions are to be worked from.
Any discrepancies *MUST* be reported to architect *BEFORE* proceeding. If in doubt *ASK*.

the written consent.

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Rev.	Description		Initial	Date	е
<ul> <li>New Build, Conversion, Alteration and Extension Design</li> <li>Building Surveys</li> <li>Measured Surveys</li> <li>Planning &amp; Building Regulation Submissions</li> <li>Project Management</li> <li>Party Wall Matters</li> <li>Residential, Commercial and Industrial</li> <li>PO Box 1044, NORWICH, NR13 3XR  T 01493 751137  W www.gjbss.co.uk</li> <li>E mail@gjbss.co.uk</li> </ul>					
Issued for:	Preliminary Comment Tender Construction Record			[	
Client	Mr & Mrs ALLISON				
Project	REPLACEMENT DWELLING SEA HAVEN 29 THE ESPLANADE SCRATBY NR29 3NZ				
Title	PROPOSED GARAGE ELEVATIONS & PLAN SITE LOCATION PLAN				
Info	Local Authority	Gt YARMOUTH BC C		Date Approved	
	Planning Ref: Building Ctrl Ref:			-	-
Date	JUNE 2021				
Scale	AS SHOWN	Drawn By	G		
Job No.	GJ/21/1985	Dwg No.	05	Rev.	-



SITE LOCATION PLAN - 1:1250