

Reference: 06/20/0217/F

Parish: Great Yarmouth

Officer: Mr D Minns

Expiry Date: 28-08-20

Applicant: Great Yarmouth Borough Council

Proposal: Demolition of the existing covered market and construction of new six day covered market

Site: Great Yarmouth Market Place GREAT YARMOUTH

REPORT

1. Background / History:-

- 1.1 The application proposes the demolition of the existing market structure which was provided in 1992 and replace it with a modern propose built structure aimed at creating a more pleasing retail environment for both customers and retailers. The rectangular building will have a single pitch roof and incorporate areas of glazing to maximise natural light. The proposed building will house 30 permanent stalls along with pop up and seating areas.
- 1.2 The external structure as submitted comprises a timber frame clad in light weight copper coloured perforated metal panels with a zinc and glazed roof. Internally the stalls are clad in timber. The building is designed as a repeated timber framed structure which is repeated every 5 metres. This will allow the building to be extended in the future if required.
- 1.3 The site area is 0.47 ha. The existing gross internal floor space of the market is 1265sqm and the proposed is 1640sm an increase of 375 sqm.
- 1.4 The site is located towards the southern end of the Market Place, with retail properties forming the eastern and western site boundaries separated by the existing pedestrian areas with the building housing Lloyds Bank to the south. The area to the north of the site comprises hardstanding for the twice weekly open area

market and beyond the surface car park. The land to the south of the existing market is predominantly hard landscaping with a wide area of public seating interspersed with trees

- 1.5 The building is single storey with a graded height maximum from 6.5 to 8.5 m and approximately 21m. wide and 85m long including the overhanging roof. By comparison, the existing building the graded ridge height of the existing is 4.7 to 5m in height with the existing side feature entrances rising to 6.2 m.
- 1.6 The site is within designated Conservation Area No.2 which includes the Market Place, Rows and North Quay. There are 8 Grade 2 Listed Buildings between Regent Road and the Conge with three of those listings adjacent to the site of the market structure.
- 1.7 The surrounding buildings vary in form and nature with the buildings to west forming part of the historic context of the Market Place with the newer bulky additions including Markets Gates to the east. Further north and in important part of the historic context overlooking the Market Place and car parking are further Grade 2 buildings, the Fisherman's Hospital which is Grade 1 and beyond that the longer views of the St Nicolas Church which is also Grade 1.
- 1.8 Since submission the design has been application has been subject to adjustment and further clarification following the consultation response from Historic England. The adjustments are set out below. Further visualisations have also been submitted to illustrate the revisions and to able a more informed decision on the impact of the proposals may have on the wider Market Place and views of beyond.
- 1.9 The amendments include adjustment to the internal layout to better reflects the buildings that surround the market and provide clear east-west permeability across the building. The roof eaves the ridge line have been developed further with the roof stepping up towards the Minster. Each of these 'steps' relate to an east-west crossing within the building. This is further reflected in the roof where each crossing point is glazed, this also occurs along the central aisle with high level glazing along the ridge. The large overhangs to the north and south have been removed and more focus has been placed on the structural columns. The external material has been amended to timber following comments and the structural columns are articulated more clearly. The 'V' columns when viewed externally indicate entrance points and crossings around the building.
- 1.10 The application is support by a number of reports including.
 - Heritage Impact Assessment
 - Regeneration Statement
 - Planning Statement
 - Design and Access Statement
 - Ventilation and Extraction Strategy

- Sustainability Statement
- Drainage Statement
- Site context report (further information)

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

- 2.1 Local traders – 2 day market traders – The current 2 day traders market are very concerned with the plans going ahead, as we have not had any meetings or correspondence from Great Yarmouth Borough Council regarding the location of where the 2 day market is to be relocated in the plan. We feel that planning should not commence until all concerns have been heard and hopefully resolved. Nine Copy letters received
- 2.2 Six day market traders – Due to Covid 19 most of the traders have only just returned to trading and are finding it a very different market to what it was before the shutdown. They are concerned about loss of trading whilst this renovation period went ahead, and now with the Covid 19 situation this has made things even harder.
- 2.3 “ Plans went live on Wednesday 8 July with a cut off date of 16 July 2020 not giving us traders very much time to discuss the with each other the any problems with the new plans and to be able to resolve any issues. The letters also raised concern about the manner in which the information on the future running of the market drawing comparison with the recent retail development in Regent Road. The letter also raised concern that because of the lock down period the general public maybe unaware that the plans for the new market have been pushed ahead. Sample copy letter attached 19 letters were received.
- 2.4 One trader has raised “concern over the glass roof which has been added this is no good for my produce as I will need a subcanopy round with no shutter I will not be able to do this .Also my other concern is that is on a customer point of view looking at the main entrance which faces TSB, looking at six pop up stalls selling god knows what and a toilet block doesn’t look great to compare with what we have now doesn’t look good. I would like to discuss this with you and other issues.”
- 2.5 Further representation – Against the proposal questioning the value of the market replacement proposal and that it is unnecessary; markets about the uniqueness, individuality and character. The proposal is a one size fits all solution which destroys the community feel and creates a sterile environment.

2.6 Representation received in support from Local County Councillor Castle see registering support for the town 6 day market. It represents a major boost for the regeneration of the town and links well to schemes for the Conge, Hall Quay/Stonecutters Way and North Quay. I am glad that the views of Market traders have been taken into account in producing the what is an ambitious and attractive plan for the future.

External Consultees

2.7 **Local Highway Authority (Norfolk County Council)** – Whilst raising no objection I would recommended that the following conditions and informative note be appended to any grant of planning permission your Authority is minded to make

SHC 14 No part of the proposed structure (to include fascia board/rainwater guttering) shall overhang or encroach upon highway land and no gate/door/ground floor window shall open outwards over highway land. Including shall overhang.
Reason: In the interest of highway safety.

SHC 30 The highway boundary shall be marked out on the site prior to commencement of construction/occupation of any part of the development fronting the highway. Reason: To prevent structures being erected within the boundary

2.8 Local Lead Flood Authority this application falls below our current threshold to for providing detailed comment. You should satisfy yourself that the applicant has demonstrated compliance with The National Planning Policy Framework (NPPF) paragraphs 155-165 by ensuring that the proposals would not increase the flood risk elsewhere and will incorporate sustainable drainage systems.

2.9 The applicant should also demonstrate how the proposal accords with National Standards and relevant guidance. If the proposal does not accord with these the applicant should state their reasoning and the implications for not doing so

2.10 **Anglian Water** – a) Foul and used water from the development is to the catchment of the Caister-Pump Lane Recycling Centre which will have available capacity to accommodate these flows. Used Water Network.
b) surface water – the preferred method of would be a sustainable drainage system with connection to the sewer as the last option. Whilst the surface water strategy is acceptable in principle there are three options, we require confirmation of the one to take forward. And it is recommended that the applications consult with LLFA and the Anglian Water.

The following condition is required: -

Condition - No drainage works shall commence until a surface water management strategy has been submitted to and approved in writing by the local planning authority No hard standing areas to be constructed until the works have been carried out in accordance with the surface water strategy so approved unless otherwise in agreed in writing by the local planning authority

The reason for the condition : To prevent Environmental and amenity problems arising from the flooding.

- 2.11 Essex and Suffolk Water – No objections
- 2.12 **Norfolk Fire and Rescue Service** – No objections provided it meets the necessary requirements of the current Building Regulations 2010 approved docs
At this stage particular attention will needed for the fire resistance and flammability of the structure, the means of escape and a suitable fire risk assessment and fire strategy ok
- 2.13 **Norfolk Police Counter terrorism Security Adviser** just two comments to make
1) I cannot see there is any in the new structure but of there is, this should be laminated glazing to avoid flying glass in the event of an explosion
2) One of the most likely forms of terror attack in the UK is a vehicle as a Weapon attack (VAW). You should therefore consider if Hostile Vehicle Mitigation (IWA-14-1 standard) or Counter-VAW barriers should be installed in your pedestrian areas to reduce the ability of a vehicle to drive at crowds of people.
- 2.14 **Norfolk County Council** (Minerals) - While the site is underlain by a Mineral safeguarding Area (Sand and Gravel), it is considered that as a result of the site area and location it would be exempt from the requirements of Policy CS16 - safeguarding of the adopted Norfolk Minerals and Waste Core Strategy. A full list of exemptions is constrained in Appendix C of the Adopted Core Strategy ok change colour
- 2.15 **Resilience Officer** - the Market Place is at very low risk of flooding and, given the nature of the structure, I have no issues with the application ok
- 2.16 **Norfolk County Historic Environment Officer** – The proposed development site lies within the historic core of Great Yarmouth, within the medieval town walls. The area has been a market place since at least c.1200, but probably since at least the 11th century. In 1993 the excavation of four deep pits was observed, showing complex stratigraphy down to a depth of at least 1.85m below modern ground level. Sherds of medieval pottery were recovered from the lowest layer (This information was not included in the 'Heritage Statement' which accompanied the application). Consequently there is potential that heritage assets with archaeological interest (buried archaeological remains) will be present at the site and that their significance will be adversely affected by the proposed development

- 2.17 If planning permission is granted, we therefore ask that this be subject to a programme of archaeological mitigatory work in accordance with *National Planning Policy Framework* para. 199. We suggest that the following conditions are imposed:-A) *No development shall take place until an archaeological written scheme of investigation has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and 1) The programme and methodology of site investigation and recording, 2) The programme for post investigation assessment, 3) Provision to be made for analysis of the site investigation and recording, 4) Provision to be made for publication and dissemination of the analysis and records of the site investigation, 5) Provision to be made for archive deposition of the analysis and records of the site investigation, 6) Nomination of a competent person or persons/organization to undertake the works set out within the written scheme of investigation and 7) any further project designs as addenda to the approved WSI covering subsequent phases of mitigation as required; and*
- B) *No development shall take place other than in accordance with the written scheme of investigation approved under condition (A) and any addenda to that WSI covering subsequent phases of mitigation; and*
- C) *The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the archaeological written scheme of investigation approved under condition (A) and the provision to be made for analysis, publication and dissemination of results and archive deposition has been secured*
- 2.18 **Conservation/Design Officer (GYBC)** –The current proposal has been a subject to consultation prior to the submitted planning application. The Conservation section has been actively involved in the development of the proposal.
- 2.19 The Market Place in Great Yarmouth has existed at least since 13th Century and has been integral in the economic and social dynamics of the town. The principal phases of construction include the 16th and 17th centuries when the town further enhanced its trading capabilities, as well as during the 19th and 20th centuries when many of the shops still existing, were constructed. The role of the market place is essential to the character of the Town as it displays the development of Great Yarmouth through changes in society, technology, trade, social mobility and taste. It has a strong relationship to the life of town, mimicking the fluctuations in wealth and depression and acting as a central hub of trade for the local residents and visitors.
- 2.20 Proposed demolition of the existing Covered Market. The covered Market as we see it now, has been added in 1992. In plan it includes a cross-like structure which

together with the permanent market stalls form a block of a haphazard nature. Currently there is a diversity of materials and signage, roller shutters of a variety of shapes, colours and sizes, unsightly fenced storage areas. These aspects of the existing market do little to complement the historic environment, the setting and significance of the Conservation area and the designated heritage assets in the immediate surrounds.

- 2.21 The design, visual impact and spatial arrangement of the existing Covered Market are considered to be detrimental to the character and appearance of the Conservation area and Conservation Section raises no objections against its demolition.
- 2.22 Proposed construction of new six day covered market Conservation section raises no major objections to the proposed.
- 2.23 The history and location of the site as well as its close proximity to a scheduled monument requires an Archaeological watching brief supporting the application and development process. Reason: To ensure that any archaeological remains are identified, recorded and preserved.
- 2.24 A few notes and advice regarding the design would include:
- 2.25 South elevation stands out with an open and welcoming character. While the v-columns to the left (west) are free standing supports, the ones to the right (east) appear to be projecting from the existing unit. Similar but slightly modified detail appears to the north elevation where the columns stand further from the units.
- 2.26 For the benefits of consistency and integrity it would be advisable to unify the approach. The v-columns stand out as a significant tectonic feature of the design; therefore, they might need to be detached from the units/cladding.-Consideration of internal integrated led lighting units is advised at this stage of the proposal. Although the proposal allows natural light through the roof, it would be beneficial to foresee this as part of further enhancement of the design and the setting .- To be consistent with the material palette it would be advisable to use timber rather than metal cladding for the exterior.
- 2.27 Historic England (extended summary) -The large expanse of the Market Place has formed the heart of the historic town for many centuries and is within the Market Place, Rows and North Quay Conservation Area. Historic England supports the demolition and redevelopment of the market but has serious concerns about the scale and design of the new market. This would significantly change the character of the Market Place and the appreciation of this important space. The building does not respond to the character and local distinctiveness of the area and would harm its significance.

- 2.28 Historic England Advice – The expansive Market Place at the heart of the town is one of the largest in the country. It dates back to before the Royal Charter at the start of the thirteenth century and reflects the history and prosperity of the town. The broad roughly rectangular open space curves gently from south to north. It is framed by buildings of various dates.
- 2.29 The buildings to the west are generally more historic and some are listed grade 2. A number of historic Rows feed into this side of Market Row of the Market Place. The East side saw more development in the twentieth century. To the north, across the busy road, the Market Place connects to the Church Plain and is terminated by the imposing Church of St Nicolas. The Market Place naturally forms a focal point for the town, the heart of the retail area and connects the historic quayside to the later seaside resort.
- 2.30 The Market Place forms a key part of the High Street Heritage Action Zone which is being grant aided by Historic England. We are clearly keen to ensure that any development here complements and reinforces the aims of the Heritage Action Zone to regenerate and restore the local historic character of the area. It is disappointing that there has not been the pre application engagement we requested at the start of the year.
- 2.31 The existing market is based on a design from 1992 of a canopy with covered walkways and rear service areas below which sit ad hoc stalls. The whole is now in poor condition. There is clearly scope for enhancement of the market and the wider market place and Historic England has no objection to the removal of the existing market structure.
- 2.32 Historic England supports much of the thinking behind the design concept. The repositioning of the market further to the north, the strengthening of the connections to the east and west and the linearity to the north and south would help to relate the market to the wider townscape. The concept of a more unified design approach to the market structure and a rationalised approach to servicing offers the potential to enhance the quality of the space and provide more coherence and architectural quality to the market itself. Combined with high quality improvements to the public realm through renewed surfaces and planting this would make the Market Place a better space for people and encourage the use of this important public space.
- 2.33 Despite the positive aspects of the design the proposed structure would be a radical intervention in the market place. The building is a sizable structure notably taller than the existing market and greater in mass. While the Market Place is a generous space, the form of the building is a single monolithic structure with an expansive sloping metal roof more akin to a warehouse building than a traditional market. The design of the roof is stepped to rise in three sections from south to

north but this offers little variety or relief (although the practical reasoning behind it is noted) We have concerns about the how the building occupies the space and would and would impinge upon views across the Market Place and the impact this would have on the appreciation of the Market Place as an enclosed space framed by the surroundings buildings.

- 2.34 The permeability of the structure is questioned with HE not being convinced by the computer-generated plans including the view of the Minster.
- 2.35 The scale and uniformity of the covered market is at odds with the traditional of small scale and varied market stalls. It also contrasts with the footprint of many the traditional building plots which frame the market place.
- 2.36 It is considered that the proposed market building does not enhance but rather harms the significance of the Conservation Area.
- 2.37 The outcome of further discussions and revisions to the drawings have taken place between Historic England, GYBC Conservation Officer and applicants agents resulting in revisions and clarification of the design .which we be reported to Committee

2.3 **Environmental Health** – any comments to be reported

3 .0 Core Strategy – Adopted 21st December 2015

- 3.1 Policy CS1: - Focussing on a sustainable future by delivering development in in a sustainable manner will contribute towards a thriving economy and thriving local centres by supporting proposals that help improve the economic, social and environmental conditions where possible.
- 3.2 Policy CS6: supporting the local economy
- 3.3 Policy CS7 – Strengthening our centres; aim t improve the vitality and viability of our town and district centres
- 3.4 Policy CS8 – promoting tourism, leisure and Culture
- 3.5 Policy CS9 – Encouraging well-designed, distinctive places highquality, distinctive places are an essential part in attracting and retaining residents, businesses, visitors and developers. As such, the Council will ensure that all new developments within the borough reflect the local character; respect key features; create functional places; provides appropriate parking and access; conserves bio-diversity.

3.6 Policy CS10 – safeguarding local heritage assets by working to promote the conservation, enhancement and enjoyment of the historic environment by conserving and enhancing the significance of the borough's heritage assets and their settings such as Conservation Areas, Listed Buildings schedule Ancient monument and archangelical sites amongst other ambitions.

3.7 Policy CS12 – Utilising Natural Resources

3.8 Emerging Local Plan Policy

- Policy GY1 – Great Yarmouth Town Centre Area
- Policy R1 – Location of Retail Development
- Policy R6 – Kiosks and Stalls
- Policy E5 – Historic Environment and Heritage

3.9 National Policy:- National Planning Policy Framework (NPPF)

Achieving sustainable development

Para 7. The purpose of the planning system is to contribute to the achievement of sustainable development:-

Para 8 Achieving sustainable development means that the planning system has three overarching 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 a well-designed and safe built environment, 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 contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy

Para 48. Local planning authorities may give weight to relevant policies in emerging plans according to:

a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);

Ensuring the vitality of town centres

Para 85. Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.

Achieving well-designed places

Para 124. The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

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);

Para 127, that 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;

Para 130, that “Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents”.

16. Conserving and enhancing the historic environment

Para 189. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. (in part)

Para 190. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available

evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Para 192. In determining applications, local planning authorities should take account of:

- (a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- (b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- (c) the desirability of new development making a positive contribution to local character and distinctiveness.

Considering potential impacts

193. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

194. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Para 196 Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Para 200 Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Local finance considerations: -

- 4.1 Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant such as new homes bonus or

the Community Infrastructure Levy. The application has been assessed and there are no financial implications that would impact the determination of the application.

Assessment

5.0 The supporting Planning Statement, the existing covered market is at the latter end of its design lifetime (it was opened in 1992 with a 25 year lifetime), the roof canopy is in a poor condition and the current layout is the product of incremental revisions over time which have rendered the services out of date. The proposal seeks to construct a new six-day market building with the objectives of improving the functionality and appearance of the structure. The structure itself is slightly narrower than that of the existing, the structure is proposed to be re-positioned slightly further northwards to allow a greater landscaped space to the south (though this will form part of a separate application) but also this enables development to be phased. Overall the new market structure will accommodate 30 stalls.

5.1 The supporting Planning Statement also explains that the phased construction of the new market place structure will minimise disruption to existing market traders (which was a concern identified in pre-application consultation). From the submitted planning application form, the new structure will provide an additional 375 square metres of market stall space. The proposal also includes the potential for internal seating facilities for dining which are not offered under the current format.

Design and Historic Context

5.2 The consultation response from Historic England reminds the Council as the Local Planning Authority of its responsibilities when considering applications that have some impact upon the setting of Listed Buildings and Conservation Areas.

5.3 The Council is subject to the at section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which says that *"In considering whether to grant planning permission..... for development which affects a listed building or its setting, the local planning authority.....shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses"*.

5.4 This means members must accord considerable significance and weight to any harm to a listed building or its setting.

5.5 As the proposal is also in a Conservation Area this brings a in the similar duty at S72 of the Act to pay special attention to the desirability of preserving or enhancing the character or appearance of that area – and where you have a listed building in a Conservation Area, harm to its setting is automatically harm to the Conservation Area.

5.6 Historic England have no objection to the demolition of the existing market and acknowledge that the existing market is in poor condition and that there is clearly scope for enhancement of the market and wider market place. They consider however

that the proposed market building does not enhance but detracts from the significance of the conservation area in some detail.

5.7 As stated above The Market Place forms a key part of the High Street Heritage Action Zone which is being grant aided by Historic England who are keen to ensure that any development here complements and reinforces the aims of the Heritage Action Zone to regenerate and restore the local historic character of the area

5.8 High Street Heritage Action Zone fund was launched May 2019 and is a multi-million pound fund launched by Historic England to allow Historic England to work with partners to find new ways to champion and revive our historic high streets through the High Streets Heritage Action Zones scheme.

5.9 Notwithstanding this, the Council has a duty to consider the applications on their merits irrespective of any financial grant considerations

5.10 Historic England state that they are supportive of much of the thinking behind the design concept. Including the repositioning of the market further north, the strengthening of the connections to the east and west along with the linearity to the north and south which would help to relate the market to the wider townscape. The unified approach to the market structure and improved service provision to the market which offer the potential to enhance the quality of space and provide more coherence and quality to the market. They also acknowledge the wider improvements to the public realm which are referred to but does not form part of this current application.

5.11 On the negative side Historic England remain concerned about the overall scale of the structure being notably taller with a greater mass than the existing market structure. The treatment and design of the roof is of particular concern and overall are concerned that the proposal does not sustain or enhance the significance of the conservation area. Concern is also raised that the long range views of the Market from the Market Place was not clearly demonstrated.

5.12 Historic England recommended that the proposal be reviewed along with the supporting information submitted with the application.

5.13 The architect has reviewed the design and information in conjunction with the Council's Conservation Officer and Historic England. The revisions and additional information referred to in Para 1.9 have been sent to Historic England for further consideration and are further expanded upon below

PERMEABILITY

5.14 Proposed amended layout plan showing the revised internal building layout. The stalls have been rearranged so that clear east-west accesses are available across the building. Each of these accesses align with the Rows on the west side of the market. The most significant of the Rows is Market Row, and an 'existing' and 'proposed' visualisation is shown later in this document. Additional visualisations demonstrate the permeability across the building and consequently across the wider marketplace with views taken from Market Row, Row 46 and Row 44 - from each of these there is a direct visual connection to the opposite side of the market place.

Design

5.15 Various elements have been amended. The internal layout better reflects the buildings that surround the market and provide clear east-west permeability across the building.

5.16 The roof eaves the ridge line has been developed further with the roof stepping up towards the Minster. Each of these 'steps' relate to an east-west crossing within the building.

5.17 This is further reflected in the roof where each crossing point is glazed, this also occurs along the central aisle with high level glazing along the ridge. the large overhangs to the north and south have been removed and more focus has been placed on the structural columns.

5.18 The external material has been amended to timber following comments and the structural columns are articulated more clearly. The 'V' columns when viewed externally indicate entrance points and crossings around the building.

Visualisations

5.19 Further visualisations of views through the building demonstrate the enhanced permeability and relationship with Market Row, as a result of the realignment and the proposed massing and permeability of the market structure as seen from Row 46 and from Row 44

5.20 Also clearly demonstrated is the larger public space proposed to the south due to the main structure moving north and the minimal visual impact of the proposed market. is much larger and more open.

5.21 Views are also shown from inside the building showing the framed view of the Minster to the north of the market

5.22 The further views of Historic England will be reported to the Committee on the revisions and updated information.

Setting of Listed Buildings and Conservation Area

5.23 In consideration of the impact of the of the nearby individual Listed Buildings have raised no specific concerns. However, there is the potential due to the size, massing and permanent nature of the building, to cause some low level harm to the setting of the buildings and the Conservation Area.

5.24 There are elements of the existing structure that are broadly the same as the existing structure but overall there is an increase in massing of the new structure by comparison. This has been addressed by moving the building away and particularly the ridge away from the west to the less sensitive east side of the Market Place. This allows for more space between the market building and the listed buildings on the west side of the market place. The building also maintains the existing and historic connects both -north-south and east-west.

5.25 The building will take up a large area of this part of the Market Place, but this has to be considered in the context of the existing structure and land use. The building has a lightweight, open and transparent feel.

5.26 The visualisations also show the views of the Minister also be maintained. Due to the nature and of the proposal and the separation distances between the Minister along with the existing vegetation and structures it is considered that the that the effect upon the on the setting and significance of the Minister is neutral as suggested by the applicants Heritage Statement.

5.27 Taking into account the amendments proposed to the structure and the additional information my conclusion is that there is some low level modest harm to the Conservation Area and setting of the Listed Buildings. The impact of the proposed development on the significance of the designated heritage assets, is my view, less than substantial harm to its significance.

5.28 In weighing the harm as required by Paragraph 196 of the NPPF, I consider that the harm to the setting of the listed buildings and conservation area is outweighed by the considerable public benefits of the proposal in terms of improving the attraction of the market place and economic benefits and contribution to the regeneration and character of the area that will result.

Ventilation and Extraction Strategy

- 5.29 The document identifies and provides a strategy to ensure that the concept for the proposed new six day market is acceptable in terms of noise, visual appearance and issues relating to food smells that might be generated by the proposed uses.
- 5.30 The proposed building is naturally ventilated as during the day as stalls are open to the elements. Stalls are designed to support a wide variety of uses, including food-based businesses. As such, this strategy sets out how the food stalls will not adversely affect the enjoyment of the space regarding noise and smells.
- 5.31 The stalls are designed into groups of units that relate to proposed trader uses. Services are retained within each unit and the need for rear servicing yards that are difficult to keep clean are removed. because the use of each stall may vary over its lifetime, each stall has connections to ducting above the ceiling line.
- 5.32 Where the stall will be a food based one, it will connect to this system and comply with the building performance strategy in relation to extraction, air quality and odour control. All the extract and ventilation will be contained at high level above the ceiling line and will not penetrate the roof.

- 5.33 Power feeds shall be run on purpose made trunking to serve equipment and lighting provisions and earthing shall be designed and installed to suit each stall accordingly. Lighting shall be design not to provide light pollution spills outside of the stall unit. This section covers the design performance and installation strategy of the ventilation plant and equipment to provide dedicated extraction above cooklines within the stalls.
- 5.34 The strategy as proposed is considered is considered to comply with the aims of the environmental objectives of the NPPF which states “Planning policies and decisions should contribute to and enhance the natural and local environment by...preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air quality”.
- 5.35 Visually, the strategy represents a coherent approach that the in my view does not interrupt the roof line of the building. Subject to appropriate controlling conditions the strategy is considered to comply with the aims of the.NPPF.

Drainage

- 5.36 The application form states that the drainage with utilise the existing drainage system whilst referring to the drainage strategy.
- 5.37 Three drainage options have been developed
- Foul and surface water to the public combined sewer
- a) This option discharges all of the foul water to the public sewer and the roof surface water to soakaways.
 - b) This option discharges all of the foul water to the public sewer and surface water to soakaways. This would reduce and the reuse of the surface in a grey water system.
- 5.38 A permeable paving feature is proposed is proposed to be used with pipes and crate system.
- 5.39 The responding drainage bodies have no objection to the proposal subject to submission and agreement of the final details. Anglian Water have suggested an appropriate condition to cover this should the application be approved.

Highways

- 5.40 Norfolk County Council has the highway authority raise no objection to the proposal subject to the conditions set out in the report at 2.3 above.

Archaeologically

- 5.41 No there is no objection from Historic Environment Officer but as set out in the report there is potential that heritage assets with archaeological interest (buried archaeological remains) will be present at the site and that their significance will be adversely affected by the proposed development. Therefore, any approval should include the conditions set out in Paragraph 2.13 above

Representations

- 5.42 The representations of the market traders is critical of the publicity given to the planning application stating that publicity for the application was limited. For clarification the plans, site notice and press advert were all erected/ published with the plans on the 26 June being available not 8th July as stated in the letters of representation.
- 5.43 For the most part the representations are concerned with the process, timing of the submission of the application and the overall need for the proposal and the cost associated with proposal which in the main in this town centre location is not a planning matter. Concern has been raised about the use of glazing in the roof where potentially food is sold but in the main this is an operational matter.

Local Planning Policy – the Development Plan

- 5.44 The proposal is situated within the adopted Town Centre Boundary of Great Yarmouth, as defined by Core Policy CS7. Core Policy CS7 has a strategic emphasis to focus new development and investment within the defined centres of the retail hierarchy. With Great Yarmouth Town Centre designated as the 'Main Town Centre' for the borough, the principle of the development is supported in this location.
- 5.45 Policy CS7(d) sets out a number of qualitative measures that the Council will undertake in order to improve the vitality and viability of the designated centres, including enhancing the appearance, safety and environmental quality of the centres; encouraging a diversity of uses within each centre; supporting small and independent business, including retaining and enhancing important local markets; and, enhancing the early evening economy. It is considered that this proposal will broadly meet the aims of this policy.
- 5.46 In terms of Policy CS1, the proposal will support the local economy, it has the potential to improve accessibility, and will encourage a more distinctive and attractive environment to shop and eat. The design of the proposal is more sympathetic and compatible to its historic surrounds within the Market Place

Conservation Area located amongst several listed buildings, and this is supportive of the aims of Policy CS10 in safeguarding local heritage assets.

5.47 The proposal meets the requirement of Policy CS9 'Encouraging well designed, distinctive places' by:

- Responding to the historical and communal context of the market place but also its relationship to significant historical buildings such as the Grade II* Listed Minster and Grade I Listed Fishermen's Hospital
- The potential for the new structure to itself become a key feature of the Town Centre, enhancing local character
- The siting, form, layout and design of the proposal is focussed on accessible, safe and convenient routes to navigate the town centre
- Protecting the amenity of existing, new and users and adjacent businesses by considering impacts from fumes, odours, and lighting etc.

5.48 In order to address Policy CS12 'Utilising natural resources' the proposal has considered efficiency through its use of materials, building services and potential for local renewable energy generation. The Supporting documents to the application explain that the building will be principally constructed by locally sourced materials with a low embodied carbon footprint.

Emerging local planning policies

5.49 The Local Plan Part 2 has recently been submitted to the Secretary of State for examination (under Regulation 22). At this stage, the policies can hold significant weight in the determination of a planning application where there are no unresolved objections. Of those listed below, emerging Policy E5 can be afforded significant weight. The remaining policies have limited weight owing to objections to at least part of the policies. Emerging policies of particularly relevance include:

- Policy GY1 – Great Yarmouth Town Centre Area
 - Supports proposals to enhance or expand the Market Place
 - Supports measures or enhancements which improve the appearance, safety and environmental quality of the area and public realm
- Policy R1 – Location of Retail Development
 - Sets out Council's sequential approach to main town centre use development
- Policy R6 – Kiosks and Stalls
 - Sets out the Council's detailed policies to manage the location of stalls in relation to public footways and highways; design of stalls in context of the surrounding environment, particular attention to conservation areas, listed buildings and key views; consider adequate provision for refuse storage (out of sight) and litter bins.
- Policy E5 – Historic Environment and Heritage
 - Sets out Council's detailed policies to manage proposals and their relationship to the historic environment – specifically proposals with conservation areas should take into account the special and distinctive character of the area.

- Requires proposals to be supported by Heritage Impact Assessment where proposal has potential to impact on Heritage Assets or their settings.

5.50 The proposal has provided sufficient information and incorporated design/mitigation measures to be considered broadly compliant with the emerging policies.

National Planning Policy

5.51 In terms of the National Planning Policy, the proposal is compliant with chapter 7 in ensuring the vitality of the town centre. Being located within the town centre, this replacement facility will strengthen the area.

Other material considerations:

Great Yarmouth Town Centre Masterplan (May 2017)

5.52 The Great Yarmouth Town Centre Masterplan was endorsed by the Council in July 2017 with the aim of setting out six key strategic objectives to aid the regeneration of the town centre by 2025. 'Improving the Markets and Market Place' was identified as one of the main strategic objectives, with the aim of improving trade and custom in both the six-day and two-day markets and 'supported by new stalls and service facilities and by the newly-paved Market Place which has created a beautiful setting for an expanded programme of outdoor events and improved building frontages'. The proposal largely addresses these objectives in more detail, taking account of the latest policies and responding to changes in market forces.

National Design Guide (2019)

5.53 The proposal positively addresses most aspects of the National Design Guide. The proposed development performs particularly well in respect of the following characteristics:

- Context – enhancing its surroundings
- Identity – attractive and distinctive
- Movement – accessible and easy to move around
- Public spaces – safe, social and inclusive

Conclusion

- 6.0** The proposal is broadly compliant with the existing and emerging local plan and national planning policies. The development provides an opportunity to visually and practically enhance the heart of the town centre, improving access and flexibility of use, with the new design of the market place forming a central and vibrant part of the economic and visual enhancement of the town centre compatible with its historic surrounds.

7.0 Recommendation: - That the application be Approved subject to the revised plans, conditions set out in the report and consideration of the further consultation response from Historic England.

Background Papers: 06/20/0217/F







