

Subject: Draft Hall Quay Planning Brief – Public Consultation

Report to: Policy & Resources Committee

5 February 2019

Report by: Adam Nicholls, Head of Planning & Growth

## **SUBJECT MATTER**

**Public consultation on the Draft Hall Quay Planning Brief**

## **RECOMMENDATIONS**

**That the Policy & Resources Committee:**

- 1) endorses the attached Draft Hall Quay Planning Brief for consultation (together with supporting documentation);**
- 2) delegates authority to the Director of Development to make minor amendments i.e. formatting, completion of appendices to the Draft Hall Quay Planning Brief prior to consultation;**
- 3) endorses the consultation approach as set out in this report.**

## **1 EXECUTIVE SUMMARY**

1.1 The draft Hall Quay Planning Brief provides further detailed policy and guidance to unlock the future potential of Hall Quay as a new restaurant/café based area within Great Yarmouth Town Centre, as promoted by the Council's adopted Great Yarmouth Town Centre Masterplan (2017), as well as promoting new public realm improvements, guiding new development opportunities and providing measures to help raise the environmental and historic quality of the area.

1.2 The Planning Brief has been prepared to provide supplementary planning policy to the Great Yarmouth Local Plan Core Strategy, part of the adopted Development Plan for the borough of Great Yarmouth. When completed, the policies and guidance within the document will be a material consideration when determining planning applications made within the Hall Quay Planning Brief Area, providing greater clarity and strategic direction to landowners, developers, residents and visitors of what the Council expects of future development for Hall Quay.

1.3 Members of the Great Yarmouth Town Centre Masterplan Working Group and Economic Development Committee received a presentation and verbal update, respectively, on the draft planning brief on 7 January 2019. Feedback received from members has subsequently been incorporated into the final draft Planning Brief, as attached to this report and will be presented to Policy & Resources Committee on 5 February 2019 to endorse the document for public consultation, as set out in this report.

## **2 THE DRAFT PLANNING BRIEF DOCUMENT**

2.1 The preparation of a Hall Quay Planning Brief forms one of the main outputs of 'Project E - Unlocking the potential of Hall Quay', one of six key implementation projects of the Council's adopted Great Yarmouth Town Centre Regeneration Framework & Masterplan (May 2017), the general aims being:

- Developing a general land use and planning concept for Hall Quay; and,
- Re-landscaping of Hall Quay.

This draft planning brief helps to guide future investment and development opportunities for Hall Quay and will provide guidance to implement major public realm improvements to both the highway and landscaping of Hall Quay.

2.2 As Members will be aware, in recent years Hall Quay has undergone a significant period of change. Noticeably, many of the former banks fronting the quay having consolidated/relocated to the Market Place, leaving many large, vacant premises in what was traditionally regarded as the town's civic and banking quarter, and as a consequence, there is a need to reinvigorate the area.

2.3 The Council already has a development plan policy in place within its adopted Local Plan Core Strategy (Policy CS7) which seeks to improve the vitality and viability of its retail centres by *inter alia*: encouraging a diversity of uses; promoting the short and long-term use of vacant buildings; and improving the early evening economy. However, this policy is strategic and applicable to all retail centres in the borough.

2.4 This Planning Brief has been prepared to provide further detailed policy guidance to more closely define the type, size and form of development that is both specific and potentially acceptable within the Hall Quay area. In doing so, this Planning Brief has undertaken an in-depth analysis of Hall Quay, appraising the existing use of individual buildings as well as the characteristics of the area i.e. heritage, highways, access, landscape as well as relevant land use policies applicable to Hall Quay.

2.5 The Planning Brief has also taken into consideration current or emerging projects and initiatives which may influence or shape the future development of the area, such as the Third River Crossing (which should significantly reduce traffic congestion in Hall Quay, creating a more conducive environment for restaurant/café type based uses), as well as those initiatives or emerging schemes which require a direct steer from the Hall Quay proposals, such as the draft highway reconfiguration and re-landscaping proposals for Hall Quay that are currently being prepared by Norfolk County Council (Highways).

2.6 As a result, the draft Planning Brief provides a number of planning considerations which could be used to help guide future proposals in Hall Quay, to help establish new food, beverage, and potentially hotelier uses in the area; major highway infrastructure improvements to Hall Quay; potential new development opportunities fronting Howard Street South; as well as providing measures to help raise the environmental and historic quality of the area.

### **3 OUTLINE CONSULTATION PROGRAMME**

3.1 Consultation on the draft Planning Brief needs to be carried out in accordance with legislation and be consistent with the Council's adopted 'Statement of Community Involvement'. The latter sets out how the Council will involve the public in its planning work.

3.2 Consultation is anticipated to begin on Monday 18 February 2019, and continue for a period of four weeks, closing at 23:59 Sunday 17 March 2019. Public notices will be issued via the press and the Council's website.

3.3 In consultation with the Council's Communications Officer, it is proposed that residents and businesses situated within the planning brief area will be directly notified on Tuesday 29 January of the Council's intention to consult on the draft planning brief. This coincides with the public release date of the Policy & Resources Committee paper and follows a similar approach that was undertaken when managing the draft Marina Centre proposals.

3.4 For the public consultation (commencing Monday 18 February 2019) direct notification will be sent (by email or letter) to local businesses, developers and property agents/estate agents in Great Yarmouth. A general letter drop will also be posted to local residents and business units within the Hall Quay Planning Brief area, as well as those businesses operating within the periphery i.e. North Quay, South Quay, Hall Plain, together with all other relevant statutory consultees (i.e. Historic England, Environment Agency, NCC Highways etc).

3.5 The draft Planning Brief (and accompanying supporting material) will be available during (and following) the consultation period:

- on the Council's website;
- in the Town Hall reception;
- at the public libraries in the Borough.

Electronic copies of the documents will be provided to each Borough Councillor. A poster display about the draft Planning Brief will be erected in the Town Hall reception for the duration of the consultation and members of the Strategic Planning Team will be available to answer any questions.

3.6 People will be strongly encouraged to submit their comments via the Council's consultation portal, but they may also do so by letter or email. All submitted comments, whether made online or otherwise, are made available for the public to view (with addresses/personal data redacted) via the consultation portal.

3.7 Following consultation, a report summarising the representations received, and recommendations of what changes should be made to the Hall Quay Planning Brief in light of those representations, will be presented to the Great Yarmouth Town Centre Members Working Group on 8 April 2019. Adoption of the Hall Quay Planning Brief as a

Supplementary Planning Document 'SPD', will follow, via Policy & Resources Committee in spring/summer 2019.

#### **4 FINANCIAL IMPLICATIONS**

4.1 The preparation of the Hall Quay Planning Brief has been funded through the Great Yarmouth Town Centre Initiative, with 50% match funding successfully secured via the Norfolk Business Rate Pool. In securing Norfolk Business Rate Pool funding, the Council is required to complete the (draft) Hall Quay Planning Brief by spring 2019.

4.2 The Great Yarmouth Transport and Infrastructure Steering Group (via New Anglia LEP Local Growth Fund) has allocated funding for the design and delivery of the planned Hall Quay junction improvements, subject to the outcome of public consultation.

#### **5 RISK IMPLICATIONS**

5.1 There is the potential that some of the intentions in the Planning Brief could restrict some forms of development coming forward. However, this is considered to be outweighed by the benefits of a more comprehensive approach to regenerating this key area of Great Yarmouth.

#### **6 CONCLUSIONS**

6.1 The draft Planning Brief provides a number of planning consideration which will be used to help guide future proposals in Hall Quay, to help establish new food, beverage and potentially hotelier uses in the area; major highway infrastructure improvements to Hall Quay; potential new development opportunities fronting Howard Street South; as well as providing measures to help raise the environmental and historic quality of the area.

6.2 The attached version of the draft Planning Brief is still subject to minor amendments i.e. formatting and completion of appendices which are not substantive to the content of the document. These will be completed prior to public consultation.

6.3 Public consultation on the draft Planning Brief is scheduled to commence on Monday 18 February 2019 for a period of 4 weeks, as outlined above.

6.4 Following consultation, a report summarising the representations received, and recommendation of what changes should be made to the Hall Quay Planning Brief in light of those representations, will be presented to the Great Yarmouth Town Centre Members Working Group on 8 April 2019. Adoption of the Hall Quay Planning Brief as a Supplementary Planning Document 'SPD' will follow, via Policy & Resources Committee in spring/summer 2019.

## 7 RECOMMENDATIONS

That the Policy & Resources Committee:

1. endorses the attached Draft Hall Quay Planning Brief for consultation (together with supporting documentation);
2. delegates authority to the Director of Development to make minor amendments i.e. formatting, completion of appendices to the Draft Hall Quay Planning Brief prior to consultation;
3. endorses the consultation approach as set out in this report.

## 8 ATTACHMENT

Draft Hall Quay Planning Brief

*Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated?*

Area for consideration	Comment
Monitoring Officer Consultation:	N/A
Section 151 Officer Consultation:	N/A
Existing Council Policies:	Corporate Plan; Local Plan Core Strategy; Great Yarmouth Town Centre Masterplan
Financial Implications:	Budgeted through the Great Yarmouth Town Centre Initiative. 50% match funded by Norfolk Business Rates Pool.
Legal Implications (including human rights):	Accords with relevant planning legislation.
Risk Implications:	As detailed under Section 5.
Equality Issues/EQIA assessment:	None.
Crime & Disorder:	None.
Every Child Matters:	None.



# DRAFT HALL QUAY PLANNING BRIEF

18<sup>th</sup> February – 17<sup>th</sup> March 2019

(Draft for Public Consultation – Regulation 13)



**GREAT YARMOUTH**  
BOROUGH COUNCIL

DRAFT

# Contents

## Executive Summary

<b>1</b>	<b>Introduction</b>	<b>6</b>
1.1	Objectives	6
1.2	Purpose of the planning brief	6
1.3	Engagement and consultation	6
1.4	Next steps	6
<b>2</b>	<b>Site Context and surrounding area</b>	<b>7</b>
2.1	Site description and location	7
2.2	Existing land uses & buildings	8
2.3	Scale and massing	10
2.4	Heritage and conservation	10
2.5	Highways, access & movement	12
2.6	Public realm and landscape	13
<b>3</b>	<b>Policy Context</b>	<b>14</b>
3.1	Great Yarmouth Corporate Plan	14
3.2	Great Yarmouth Development Plan	15
3.3	Local Plan Part 1 – Core Strategy Policies	15
3.4	Remaining ‘saved’ policies from former 2001 Borough Wide Local Plan	16
3.5	Relevant emerging policies	16
<b>4</b>	<b>Hall Quay Opportunities</b>	<b>18</b>
4.1	Great Yarmouth Third River Crossing	18
4.2	Hall Quay improvements	28
4.3	Other highway improvements	20
4.4	Wayfinding	20
4.5	Great Yarmouth Rows project	21
4.6	Shopfront Improvement Scheme	21
4.7	Food and beverage offer	22
<b>5</b>	<b>Planning Considerations</b>	<b>23</b>
5.1	Land use	23
5.2	Access and movement	23
5.3	Building design and conservation	25
5.4	Landscape and public realm	25
5.5	Flood risk	26
<b>6</b>	<b>Delivery</b>	<b>27</b>
6.1	Delivery	27

Appendix A – Site Location Map

Appendix B – Wider Context Map

Appendix C – Individual Hall Quay Building Summaries



## **Executive Summary:**

**The Hall Quay Planning Brief has been prepared to provide supplementary planning policy to the Great Yarmouth Local Plan Core Strategy, part of the adopted Development Plan for the borough of Great Yarmouth. This document will be a material consideration when determining planning applications made within the Hall Quay Planning Brief Area.**

**The Planning Brief provides further detailed policy and guidance, capitalising on major new highway-led investment such as the Third River Crossing, to unlock the potential of Hall Quay as a new restaurant/café based area for Great Yarmouth town centre, as promoted by the Council's adopted Great Yarmouth Town Centre Masterplan (2017).**



## 1.0 Introduction

### 1.1 Objectives

The Council is supporting and speeding up the transformation of the Hall Quay area of Great Yarmouth to:

- Grasp the opportunity to add to the town centre's food and beverage offer;
- Grow a cluster of uses which supports the town's early evening/night time economy;
- Encourage the development of new, high quality residential and tourist accommodation;
- Make the most of some fine, adaptable historic buildings (some listed)
- Reorganise the traffic layout, taking advantage of the planned reduction in throughflow traffic to create a space that appeals to pedestrians; and,
- Enhance the public realm and townscape of the area.

### 1.2 Purpose of the Planning Brief

This Planning Brief is intended to encourage and focus future investment and development in Hall Quay. It identifies development opportunities, provides guidance, sets out key planning considerations and development parameters to provide confidence for investors and others about the direction of change in the vicinity.

Landowners, developers, residents and visitors can use this Brief to understand the ambitions for Hall Quay, the development opportunities that exist, and the support and assistance the Council will provide to those seeking planning permission for changes of use and conversion of existing buildings.

This Brief supplements Local Plan policies, the most relevant of which are included in the remainder of this document.

### 1.3 Engagement and Consultation

Public consultation is an important part in both shaping the future vision for Hall Quay as well as building a consensus for change.

The Council has prepared this draft Planning Brief in consultation with individual landowners and Norfolk County Council in relation to the development of potential specific sites and a preferred movement and public realm strategy for Hall Quay. This Planning Brief also builds on consultation feedback received as part of the Council's Great Yarmouth Town Centre Masterplan (2017).

The Council is now seeking comments on this draft Planning Brief for four weeks from Monday 18 February 2019 from anyone who is interested in the future vision and development in Hall Quay.

**Comments must be received by 23:59 On Sunday 17 March 2019.**

### 1.4 Next Steps

When completed, this planning brief will be adopted as a Supplementary Planning Document "SPD", providing detail and guidance to policy already laid down in the Council's adopted Local Plan Part 1 (Core Strategy) and emerging Local Plan Part 2 (Detailed Policies and Site Allocations).

## 2.0 Site Context and Surrounding Area

### 2.1 Site Description and Location

Hall Quay is situated on the east side of the River Yare, is centrally located in the town, it is approximately 300m from Great Yarmouth's Market Place and is within a 5 minute walk of Great Yarmouth rail station (to the north west) and Great Yarmouth bus station (due east), with the seafront beyond about 15 minutes' walk away (a site location plan and wider context plan are included in Appendix A & B).

Hall Quay serves as a key gateway into the town, and other than the A47 Breydon Bridge crossing further north and along the river, is the gateway to Great Yarmouth town centre from Southtown, Gorleston, Bradwell and places further south and west.

The Hall Quay planning area is bound by the following: Stonecutters Way on its northern boundary (though this boundary varies to include the perimeter block which includes the Red Leaf Restaurant (4-5 Hall Quay); Howard Street North on its east side; Regent Street and Hall Plain on its south side and the River Yare on its western side.

The area can be broadly described in two parts. The first is the traditional terrace of commercial buildings such as the Star Hotel and former banks as well as the Town Hall for Great Yarmouth Borough Council. The second broad part is Hall Quay itself, characterised by the expanse of road surfaces, traffic infrastructure (lights, guard rails etc) and the Stonecutters Quay car park.

Hall Quay benefits from an attractive river side setting. The most striking feature of the character of Hall Quay are the many historic (listed) buildings that line the east side of the quay itself.

The existing highway network has a significant impact on the character of Hall Quay. While the current arrangements generally work well for the distribution of vehicular traffic, the quay itself is much less "friendly" to pedestrians, cyclists and those with disabilities. The level of highway engineering is partly due to the fact that there are currently only two bridge crossings into the town from the west, hence Haven Bridge, Hall Quay, North Quay and South Quay have to handle a considerable amount of vehicular traffic entering and leaving the town centre.

## 2.2 Existing Land Uses and Buildings

Within the boundary area of the planning brief, over 20 individual building front Hall Quay on its north, east and south sides, as well as Regent Street, Howard Street South and Stonecutters Way.

The area incorporates a number of commercial premises, traditionally regarded as the town's civic quarter as it is home to the Council's main offices (Town Hall) and formerly a variety of national banks, though today many have closed and remain vacant.

Table 1 and Figure 2 indicates the following uses located in Hall Quay at the time of preparing this brief, including any recent planning changes relevant to the buildings (further analysis of individual properties are provided in Appendix D).

Map Reference	Address	Current Use	Notes
A	No.3 Hall Quay	Estate Agents	
B	No.4-5 Hall Quay	Restaurant	Improvements to frontage funded by shopfront improvement grant
C	No.6 Hall Quay	Vacant	Former Estate Agency
D	No.7 Hall Quay	Estate Agents	
E	Slipper Baths, Stonecutters Way	Residential	
F	10-12 Stonecutters Way	Residential	
G	No.11 Hall Quay	Vacant	Former offices
H	No.12 Hall Quay	Office	
I	No.13 Hall Quay 'Dukes Head'	Pub/Restaurant	
J	No.14 Hall Quay	Vacant	Former Bank
K	No.15 Hall Quay	Vacant	Former Bank. Planning application (CoU mixed use ground floor and residential above) Not yet determined.
L	No.16 Hall Quay	Office	
M	No.17 Hall Quay	Estate Agents	
N	No.18 Hall Quay	Estate Agents	
O	No. 19-20 Hall Quay	Vacant	Former Bank. Planning approval (CoU ground floor to A1, A3 and A5, residential above).
P	No. 21-22 Hall Quay	Office	Planning approval (residential use on upper floors)
Q	No.23 Hall Quay	Vacant	Former Bank. Planning approval (CoU ground floor to A3 & A5, residential above)
R	No.24 Hall Quay 'Star Hotel'	Hotel	Re-opened 2017. Recently refurbished.
S	No.25A Hall Quay	Offices	
T	No.25 Hall Quay	Residential	
U	No.26 Hall Quay	Residential	
V	Town Hall, Hall Quay	Offices/Assembly	Multi-use facility i.e. in addition to GYBC's main office is also a wedding venue, conference uses.
W	No.76-77 Howard St South	Offices	
X	Brahams Court, Howard St South	Residential	
Y	No.72 Howard St South	Pub/Restaurant	
Z	No.69 Howard St South	Pub	

**Table 1: Existing uses in Hall Quay (correct at December 2018)**



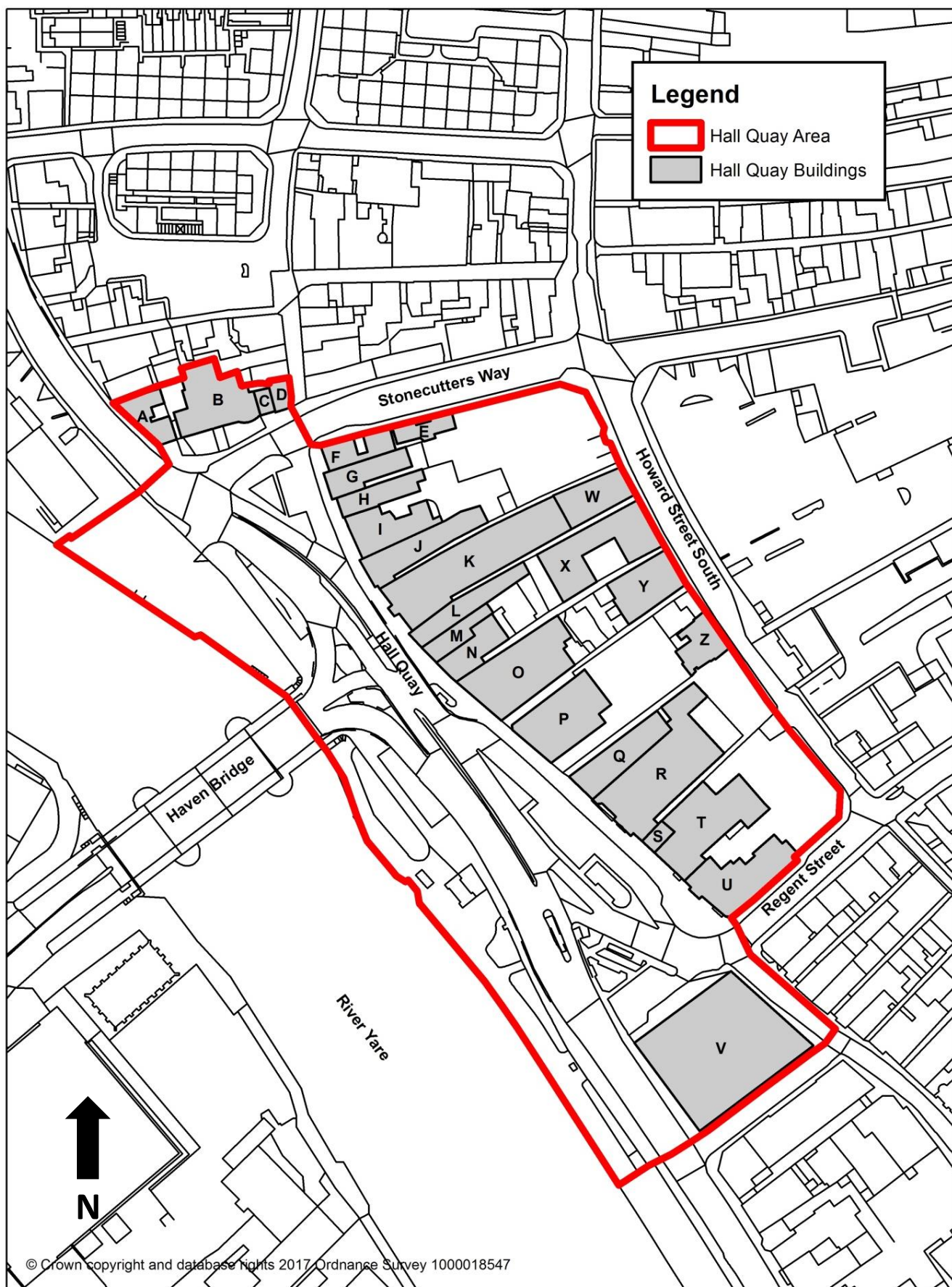


Figure 2: Existing uses at Hall Quay planning brief area

The rear of the main built frontage facing Hall Quay is the frontage to Howard Street South which is relatively free of building forms (with exceptions which include some fine historic buildings). Howard Street has traditionally supported servicing and car parking for those that front directly on to Hall Quay. This also applies to the frontage along Stonecutters Way where a surface car park occupies the junction with Howard Street South.

### 2.3 Scale & Massing

Hall Quay provides a lively and interesting variety of building scales and styles. Far from being plain or conforming to a single form or type, the buildings surrounding Hall Quay are varied in building height, style, width, façade treatment, fenestration and material.

The predominant building height is three commercial storeys with a wide variety of architectural expressions within building façades i.e. clear ground floor shopfronts and fascias, narrow frontages, larger floorplates and dormer windows within roof spaces.

Certain buildings have a strong heritage character and are statutorily listed (see Figure 3), whereas others are relatively plain or modern in style (and not listed). This interesting assemblage of buildings, taken together, provides an excellent backdrop to support new uses and activities in this quarter of the town centre.

### 2.4 Heritage & Conservation

Hall Quay, along with South Quay, has very important historical significance in the context of the town and contains some of the finest buildings. The quayside is reminiscent of an important period of maritime activity in the history of Great Yarmouth. Another historical feature of Hall Quay are the various rows that run in an east-west pattern towards the market and which are found between buildings facing the quay and are over-sailed by many of the more historic buildings fronting Hall Quay.

The Planning Brief area is entirely situated within a conservation area (No.3 Hall Quay/South Quay) and contains nine listed building which provide a high quality, historic character to the area and helps frame views and provide important landmarks (illustrated in Figure 3):

Map Reference	Building Address	Listed Status (and Norfolk Heritage Record ref)
B	4-5 Hall Quay 'former Conservative Club'	Grade II (NHER 12026)
C	6 Hall Quay	Grade II (NHER 34423)
I	13 Hall Quay 'Dukes Head'	Grade II (NHER 12027)
K	15 Hall Quay	Grade II (NHER 34424)
L	16 Hall Quay	Grade II (NHER 34425)
O	19 Hall Quay	Grade II (NHER 25981)
Q	23 Hall Quay	Grade II (NHER 34426)
R	24 Hall Quay	Grade II (NHER 34427)
V	Town Hall	Grade II* (NHER 28932)

Table 2: Listed buildings in Hall Quay



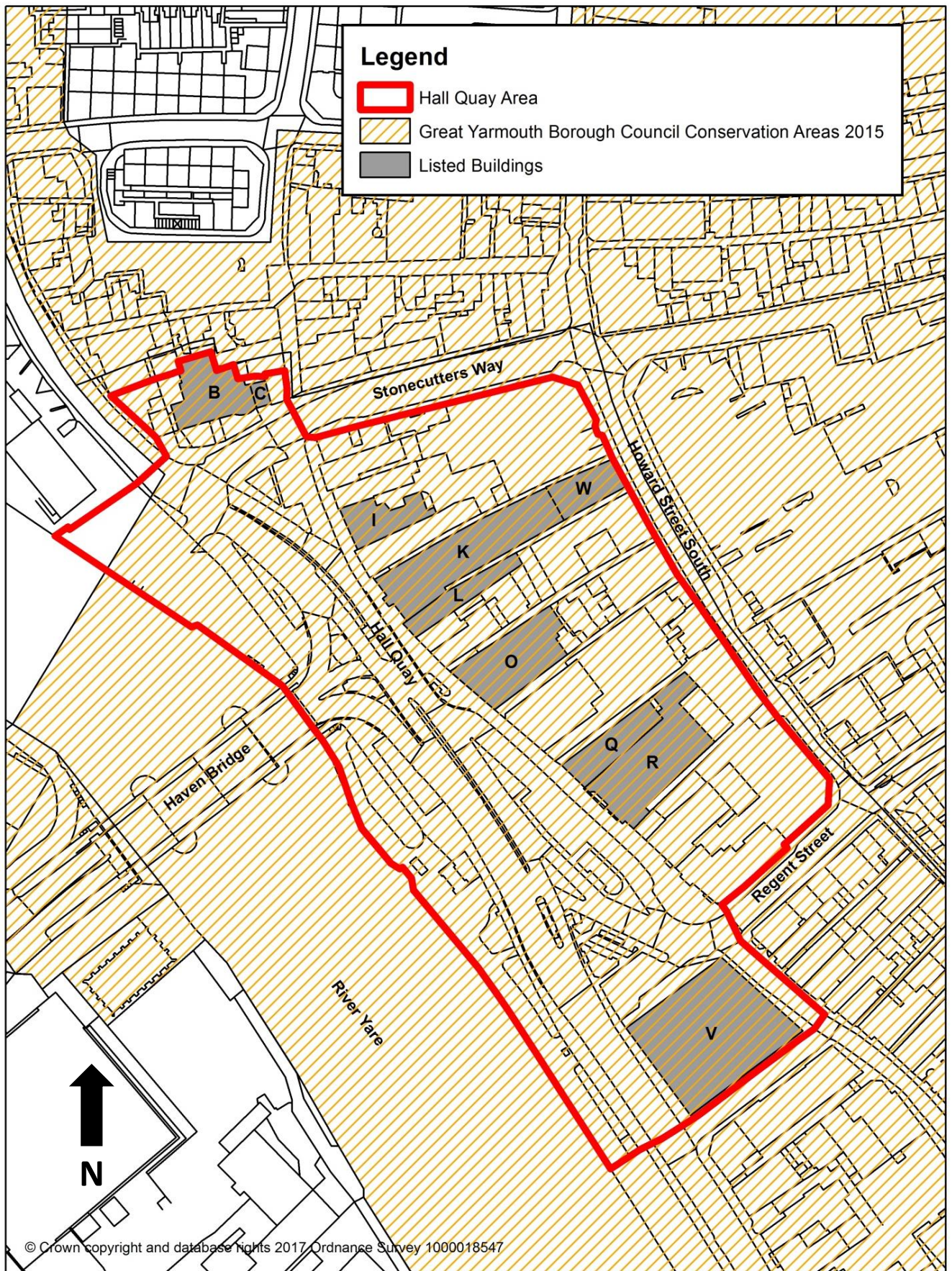


Figure 3: Hall Quay heritage constraints map



Hall Quay is dominated at its southerly end by the impressive Victorian Town Hall, a Grade II\* listed building built in red sandstone which is an important and grand 19<sup>th</sup> century town hall building. Its “bookend” on the northwest end of the quay is Havenbridge House, an imposing 20<sup>th</sup> century seven storey-office block which detracts from the historic setting and conservation area generally by virtue of its height, scale and form. Recent re-cladding has seen a marked improvement to its appearance.

The first road bridge over the river was constructed in 1829 and established the permanent river crossing that defines the western side of Hall Quay.

There is no single, predominant building material within Hall Quay; however the use of clay pantiles and slate on roofs as well as red brick, flint and some stone, stucco and terra cotta can all be seen. Howard Street South, which forms the easterly edge of the planning brief boundary, does not present a uniform frontage; however, there are still a few fine buildings along this street (see Fig 4 & 5).

Sea-faring vessels were historically moored on the east bank on the River Yare and this still occurs. During the 19<sup>th</sup> century a railway line was built which passed through Hall Quay between Vauxhall Station and South Denes. This line was mainly used for port related traffic (particularly fish) and the section through Hall Quay closed in 1959.

**Figure 4 & 5 (right) Uniform historic frontage along Hall Quay (left), compared to more piecemeal and 20<sup>th</sup> century frontage developments along Howard Street South (right)**



## 2.5 Highways, Access, movement & parking

Hall Quay is dominated by an existing network of road, land and engineering features. At its widest in front of No.25 Hall Quay, there is 45 linear metres of road space across the quay dedicated to motor vehicles. There are dozens of highway pieces of furniture i.e. pedestrian refuges, guard rails, raised central verges, traffic signals, posts and signage that further reinforce the dominance and prioritisation of motor based traffic. Access in and out of Hall Quay comprises the following “legs”:

- At its northern end is North Quay which provides north and southbound access to and from Hall Quay. North Quay facilitates access to The Conge, the rail station, the A47 and beyond.
- At the north-easterly corner of the quay is Stonecutters Way, which provides two-way access to/from the market and to Howard Street South.
- At the south-east corner is Regent Street which provides for a two way access/into and out of Hall Quay (although most of the part of Regent Street is restricted to buses and taxis only).

- At the southernmost part, the road becomes South Quay. This leg takes a major portion of the traffic using Hall Quay.
- The easternmost point leads over Haven Bridge. This too is a very busy junction with much traffic connecting to Southtown and the Harfreys A47 roundabout.

There is a short cycle lane which merges into Hall Quay from Stonecutters Way in a south bound direction along the frontages of No.s 10-13 Hall Quay. The majority of cycling at present is on-road cycling.

Most pedestrian movement is accommodated outside of the terrace of buildings along the east side of Hall Quay and along the edge of the River Yare to the south of Haven Bridge. Crossing of existing road lanes and islands can be more challenging. This is due to the need to navigate multiple separate crossings over lanes of vehicular traffic. Those with disabilities face significant challenges, albeit dropped curbs and blister paving are provided as part of the highway crossings (see Fig 6 & 7).



**Figure 6 & 7 (right): Heavily engineered highway features i.e. signal, pedestrian railing, multiple crossings.**

A dozen car parking spaces exist immediately outside of the Star Hotel and no.s 21-22 Hall Quay. The spaces are accessed via a layby which is frequently used as a cut-through. The bulk of car parking serving Hall Quay exists to the rear of the buildings. At the northwest end of Hall Quay is Stonecutters Quay Car Park which provides space for approximately 41 vehicles, including 2 for those with disabilities.



## 2.6 Public realm & landscape

The public realm of Hall Quay is comprised principally of highway features and provides a less than complementary setting for the fine historic buildings found within the space. Stonecutters Quay Car Park equally provides a relatively sterile environment and is disconnected from the rest of the quay by turning lanes on and off the Haven Bridge. The areas outside the Town Hall, along the east row of commercial buildings and along the river south of the bridge provide a better, more pedestrian-friendly environment. There is little in the way of established soft landscape (trees or hedges) within the quay other than groupings of trees along the river front south of the bridge, and outside the Star Hotel and the Town Hall.

**Q.1a) Do you agree with the identified characteristics in the draft planning brief?**

**Q.1b) Are there other characteristics that should be considered?**

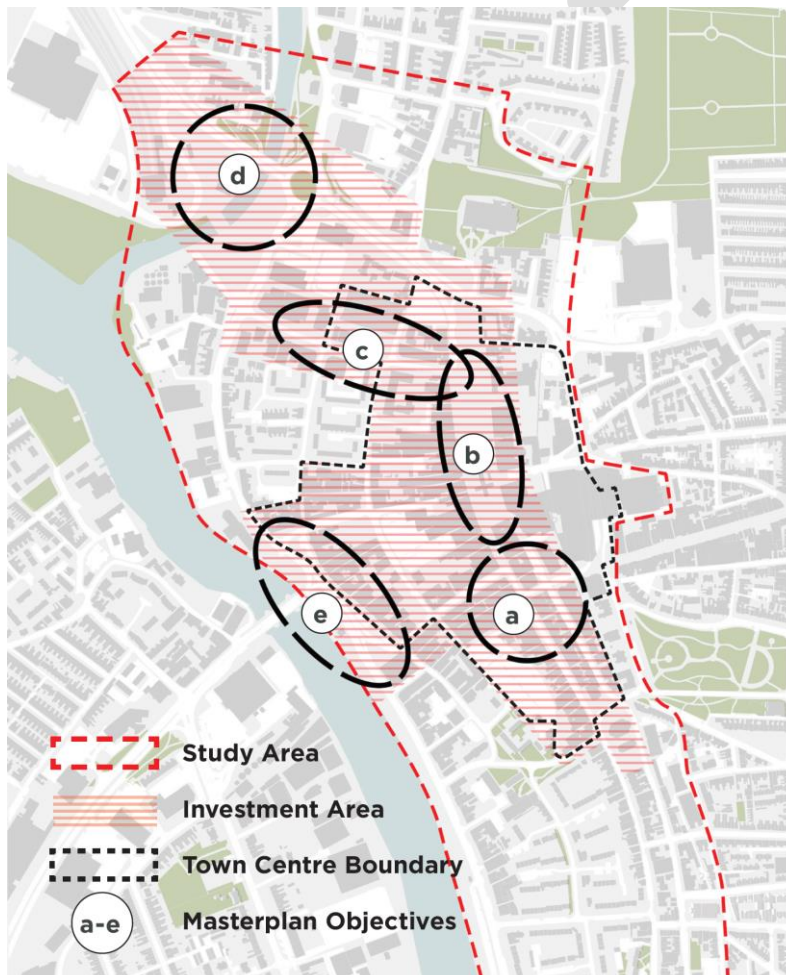
### 3.0 Policy Context

This section provides an overview of the existing policy context in which the area sits, summarising the key policy issues as they relate to the Brief area. The policies set out within them are not repeated in this brief.

#### 3.1 Great Yarmouth Corporate Plan

Developing and improving Great Yarmouth's Town Centre is a key priority in the Borough Council's Corporate Plan. The aim is to refocus interest in the town centre in the short term whilst supporting greater, long term transformational change towards a commercially attractive and viable town centre. It identifies a need for a long term strategy to plan key changes and guide investment in the area. This has been fulfilled through the Council's recently adopted Great Yarmouth Town Centre Masterplan (May 2017).

The Great Yarmouth Town Centre Masterplan identifies 6 priority areas (see "a to e" below) geared at generating new investment and employment opportunities in the town centre by 2025.



- Area "A"- Strengthening the heart of the Town Centre
- Area "B" – Improving the markets and Market Place
- Area "C" – Transforming the Conge
- Area "D" – Creating a sense of arrival at the Town Centre
- Area "E" – Unlocking the potential of Hall Quay
- Area "F" – Linking it all together

This planning brief encompasses Area "E" of the Great Yarmouth Town Centre Masterplan, the general aims being to adopt guidance that ensures existing buildings are conserved and developed appropriately and establishing a new food and beverage cluster in the area.

The full Corporate Plan and Great Yarmouth Town Centre Masterplan can be viewed from the Council's website.



### 3.2 Great Yarmouth Development Plan

The current Development Plan primarily comprises the Great Yarmouth Local Plan Part 1 (Core Strategy), adopted in December 2015. The Local Plan Part 2 (Development Management Policies and Site Allocations) is currently in preparation with a draft plan published for consultation in August 2018 and is anticipated for adoption early 2020. A small number of policies in the (largely) former 2001 Local Plan also remain 'saved' and in force pending the adoption of Part 2 of the current Local Plan.

The following outlines the relevant policies, particularly those pertinent to the Hall Quay planning brief area and its potential for development change.

### 3.3 Local Plan Part 1 – Core Strategy Policies

The following summarises the key relevant Core Strategy Policies. The full policies and their associated supporting text can be viewed from the Council's website.

- **Policy CS7 – Strengthening our centres**  
The Council aims to focus new development and investment, principally in Great Yarmouth town centre and seek to improve its vitality and viability through encouraging a diversity of uses, enhancing the evening economy, enhancing appearance, safety and quality and promoting the short and long term re use of vacant buildings.
- **Policy CS1- Focusing on a Sustainable Future**  
When considering development proposals, the Council will take a positive approach, working positively with applicants and other partners to jointly find solutions so that proposals that improve the economic, social and environmental conditions of the borough can be improved wherever possible.
- **Policy CS6 – Supporting the Local Economy**  
The Council will work to ensure that the conditions are right for new and existing businesses to thrive and grow, and to make the local economy less seasonally dependant
- **Policy CS8 – Promoting tourism, leisure and culture**  
The Council aims to support and encourage a year-round tourism offering, supporting proposals which meet changes in consumer demands
- **Policy CS9 – Encouraging well-designed, distinctive places**  
The Council will ensure that new developments are of a high quality and both draw inspiration and respect the location
- **Policy CS10 – Safeguarding local heritage assets**  
The Council will promote the conservation, enhancement and enjoyment of the historic environment
- **Policy CS13 – Protecting areas at risk of flooding or coastal change**  
The Council will ensure a sustainable and practicable approach to flood risk and coastal change and ensure development does not increase the risk of flooding elsewhere.
- **Policy CS14 –Securing appropriate contributions from new development**  
The Council will ensure that all new development militates against any extra pressure placed on existing infrastructure.
- **Policy CS16 – Improving accessibility and public transport**  
The Council will work together with partners to make the best use of and improve existing

transport infrastructure, with a focus on better management and the provision of sustainable transport options

### 3.4 Remaining 'Saved' Policies from the former 2001 Borough-Wide Local Plan

The following summarises the main relevant policies pertinent to the Hall Quay planning brief area and potential for development change. The full text of these policies can be viewed via the Council's website (Note: these policies will be superseded on adoption of Part 2 of the current Local Plan, anticipated early 2020).

- **Policy HOU7 – New residential development**

Hall Quay is within the urban area of Great Yarmouth where the Council will generally permit residential development.

- **Policy SHP15 – Hot food take-aways**

The Council may permit hot food take-aways (that are not situated within the main shopping frontages) where it does not result in an overconcentration, nor adversely affect adjoining or neighbouring occupiers or affect the character of the local area.

- **Policy TCM20 – Urban public parking improvement**

Hall Quay is situated within the Urban public parking improvement area where the Council will work towards improving the public parking provision through the identification of new parking sites, potential part and ride and temporary parking areas.

- **Policy BNV12 – Great Yarmouth town centre medieval streets and rows**

The Council will maintain the town's medieval street network and rows and encourage, where possible their reinstatement where previously lost as a consequence of development.

- **Policy REC11 – Protection of community and street scene**

The Council will refuse proposals which would erode the provision of land which contributes positively to the community or street scene, particularly in areas identified on the proposals map

### 3.5 Relevant Emerging Policies

During August and September 2018 the Council consulted on a range of emerging policies that are relevant to the Hall Quay Planning Brief Area as part of a wider public consultation on its Draft Local Plan Part 2 (Development Management Policies, Site Allocations and Revised Housing Target).

Most relevant to this draft planning brief is proposed policy **GY3-dp: Hall Quay Development Area**. This draft policy sets out the main approach to facilitating new development and environmental enhancements within the area. The draft policy is set out in full (opposite).

No objections were received on the draft Hall Quay Development Area policy during the LPP2 public consultation, therefore moderate weight could be applied with respect to its application when determining relevant planning applications in the planning brief area. Note that whilst the precise wording of the future policy may be subject to change, it does provide a clear indication of the Council's current direction of thinking for the Hall Quay area.

Other relevant draft policies, which have been subject to public consultation through the Local Plan Part 2 are provided opposite.

- **Policy UCS7a-dp – Change to Great Yarmouth Town Centre Boundary**  
This proposed change to the Great Yarmouth Town Centre Boundary would include the entire area of Hall Quay up to the Rive Yare. The current town centre boundary does not include the area west of the curtilage of the buildings fronting Hall Quay.
- **Policy R1-dp – Location of retail development**  
This proposed policy specifies where new town centre uses, in particular retail uses will be encouraged. This seeks to specifically encourage food and beverage type 'retail' uses within the proposed Hall Quay planning brief area.
- **Policy R5-dp – Food and drink uses**  
This proposed policy specifies where new food and drink uses will be encouraged, and specifically supports their contribution in areas such as the Hall Quay planning brief area.
- **Policy GY13-dp Hall Quay/Haven Bridge Area visitor mooring facilities**  
This proposed policy seeks to encourage improved short stay mooring facilities/information in the general vicinity of Haven Bridge and Hall Quay.

#### **Hall Quay Development Area (Emerging Policy Option)**

The key aim for Hall Quay is to create an exciting new sense of place, to improve the image of the town and its offer to residents and visitors.

In order to achieve this, a mix of uses, developments and environmental enhancements will be facilitated that will help to:

1. Address a gap in the town centre's food and beverage offer, principally focused on promoting new café's and restaurants; but not A5 (hot food takeaways) use;
2. Complement and improve the wider town centre's early evening/night time economy;
3. Provide new, high quality hotels (C1 use) to support the town's growing tourist and visitor economy;
4. Provide high quality residences; and
5. Renovate and convert existing buildings to appropriate uses, and bring buildings back into permanent active use, and make the most of listed and other heritage buildings.

The following measures will be applied in furtherance of this, particularly in relation to buildings fronting onto Hall Quay:

- A. Cafés and restaurants (A3 use), drinking establishments (A4 use) and hotels (C1 use) will be positively encouraged;
- B. Other uses (including A1, A2 and B1) will be supported where they provide an active ground floor frontage (i.e. window displays, entrances, and views of internal activity); and
- C. Residential uses will only be supported above ground floor level

To help deliver the objectives for the Hall Quay Development Area, projects will be undertaken and influenced to:

- i. Reduce the dominance of traffic and highway uses along Hall Quay;
- ii. Improve the public realm and townscape of the area; and
- iii. Improve pedestrian linkages with the rest of the town centre, including The Rows, where possible.

A Supplementary Planning Document will be produced to refine the proposals, guide the process of achieving the above ambitions, and more closely define the type, size and form of development.

**Q.2a) Do you consider that the draft planning brief is compliant with the Great Yarmouth Local Plan?**

**Q.2b) Do you have any further comments relevant to the Policy Context?**

## 4.0 Hall Quay Opportunities

The following headings list's emerging or proposed investments in the locality of Great Yarmouth Town Centre which may directly inform or shape future planning proposals within the Hall Quay Planning Brief Area.

### 4.1 Great Yarmouth Third River Crossing:

No single opportunity is likely to do more to boost the regeneration of Hall Quay than the proposed Great Yarmouth Third River Crossing. This new, double-leaf bascule bridge is proposed to span the River Yare, linking the A47 at Harfreys roundabout on the western side of the river with South Denes Road and the port and outer harbour on the eastern side of the river.

The new bridge will ease traffic congestion, shortening journey times and improve journey time reliability, as well as provide a much needed connection between the existing strategic road network and the fast growing energy related Enterprise Zone along the South Denes Peninsula.

In November 2017 the Department for Transport awarded £98 million towards the anticipated £120 million cost of the total project. Norfolk County Council is currently preparing an application for a Development Consent Order, anticipated for submission in spring 2019. Subject to gaining development consent from the Secretary of State, construction is due to start in late 2020 with the bridge completed and operational by early 2023.

#### Key opportunities for Hall Quay Planning Brief:

- Major reduction in traffic throughflow (peak times) congestion
- Redefine existing street hierarchy and rationalisation of (then) superfluous highway furniture
- Improved public realm i.e. better air quality, reduction in traffic noise, potential land-take for enhanced pedestrian activity.

### 4.2 Hall Quay Improvements

Norfolk County Council is currently developing a new highway-led improvement scheme to deliver a new right hand turn over Haven Bridge (south-bound approach from North Quay) and removal of additional spur roads which currently exist along the eastern side of Hall Quay to provide new landscaped areas for pedestrianised uses.

The scheme is in the early stages of design and feasibility (see Figure.8) and is funded by the New Anglia Local Enterprise Partnership 'Local Growth Fund'. The scheme is anticipated to begin construction in late 2019.

#### Key opportunities for Hall Quay Planning Brief:

- Major new relandscaping proposals to provide additional pedestrianised areas to those buildings fronting Hall Quay
- Reconfiguration of Hall Quay highway network, potentially rationalising highway furniture, pedestrian crossings etc







### 4.3 Other major highway improvements

During the past two years, Norfolk County Council and Great Yarmouth Borough Council have invested heavily into improving the highway network to improve flow, reduce congestion, as well as providing better pedestrian connectivity around the town centre.

Upgrades to the Great Yarmouth rail station forecourt, as well as the link between the Market Place and rail station (via The Conge) were completed during 2018 providing improved pedestrian/cycling, wayfinding and junction facilities, as well as improved lighting, seating and soft landscaping at the rail station.

The scheme cost £2.2m and was funded from the New Anglia Local Enterprise Partnership 'Growth Deal' funding pot, which is to help to improve transport and infrastructure across the county.



### 4.4 Wayfinding

The Council is working alongside Norfolk County Council to implement a new wayfinding scheme in Great Yarmouth town centre. It is funded as part of the £8.8m congestion relief scheme in Great Yarmouth from the New Anglia Local Enterprise Partnership to help people navigate their way around the heart of Great Yarmouth.

The Wayfinding project is expected to provide a consistent 'branded' series of fingerposts, 'megalith' (information boards) at key locations in the town, as well as rationalising superfluous highway signage. It is expected to be fully implemented by March 2021 and some early improvements have already been made (see Figures 9 & 10).



**Fig 9 & 10 (right): Examples of newly installed wayfinding 'megalith' and 'fingerposts'**

#### Key opportunities for Hall Quay Planning Brief:

- Establishing key points of interest within Hall Quay for the town centre walking 'circuit'
- Provides a guide for a new palette of public realm design i.e. street furniture, interpretation panels etc

#### 4.5 Great Yarmouth Rows Project

The Rows project is a project led by the Great Yarmouth Preservation Trust and funded by the Great Places Scheme. The purpose of the project is to enhance the Rows, a series of historic narrow alleyways connecting the town centre to the riverside, through repairs and artistic interventions.

A major output of the project is the installation of cast iron name plates bearing the historic names of the Rows (see Fig 11 & 12). To date this has included the installation of six new name plates along the following Rows running between Hall Quay and Howard Street South:

Row No.53 'Bank Paved Row' (formerly Turner's Bank Row)

Row No.55 'Turner's Bank Row South'

Row No.57 'Carpenter's Row' (formerly Sarah Martin Row)

Row No.59 'Woolhouse Row'

Row No.61 'Popinjay Row'

Row No.63 'Church's Row'

Further improvements to the Rows i.e. better lighting, interpretation panels with historic information are also being implemented.

**Figure 11 & 12 (right): Examples of newly installed cast iron name 'Row' plates.**



#### Key opportunities for Hall Quay Planning Brief:

- Potential for improved connectivity between Hall Quay and the Market Place (linked to wayfinding project)
- Potential to improve quality of the urban area i.e. lighting, improved perception, better opportunities to access new residential conversions off the Rows.
- Potential to encourage active ground floor/key building uses where the Rows and Hall Quay intersect.

#### 4.6 Shopfront Improvements Scheme

The Council launched its Shopfront Improvement Scheme in early 2017 to offer shop owners a way of injecting investment into poor quality shopfronts (at a maximum of £3,000 and 25% match funded by the shop owners) with the intention of improving the overall appearance of the area to entice further investment and spend in the town.

To date the scheme has helped to directly improve about 20 shopfronts in the town centre, most notably funding façade refurbishment of the Star Hotel and 4-5 Hall Quay, a prominent three storey historic building at the northern end of Hall Quay (see Fig. 13 & 14). The shopfront improvement scheme is expected to continue throughout 2019 and open to other small and medium enterprise businesses in Hall Quay.



**Figures 13 & 14 (left) 'China Diner' 4-5 Hall Quay – before and after illustrations showing the extent of façade improvements after a successful Shopfront Improvement Grant application by the owners**



#### Key opportunities for the Hall Quay Planning Brief:

- Visible improvements to key facades (e.g Star Hotel, 4-5 Hall Quay) in planning brief area – similar improvement elsewhere could be sought.
- Committed public sector investment to raise the quality and value of the area.

#### **4.7 New food and beverage offer**

Great Yarmouth Town Centre has a clear role to play in driving the development of the Borough into the future; however, in an ever competitive retail environment, the town centre must seek to re-balance the retail offer to continue to hold market share against other competing centres such as Norwich and Lowestoft, as well as online competition.

A qualitative need assessment undertaken to inform a Great Yarmouth Retail Study, concluding that the town centre would

benefit from and improvement and widening of its food and beverage offer and that opportunities to encourage new 'clusters' within the town (especially where the needs of tourist and locals interlap) should be explored.

A gap analysis was undertaken in support of this Planning Brief, to further explore the current health of the town centre, current retailer requirements, as well as the type and quality of new food and beverage uses which should be explored in Hall Quay. These are summarised below. The full gap analysis is available as a supporting document to the draft Planning Brief.

#### Key opportunities for the Hall Quay Planning Brief:

- Increasing the provision of restaurants (and range of cuisines) especially multiple operators
- Increasing the number, range and quality of café units. Potentially introducing a chain/boutique hotel to diversify choice and offer within the Town Centre.

**Q.3a) Are there any further emerging or planned projects/opportunities relevant to the Hall Quay area which should be considered in the planning brief?**



## 5.0 Planning Considerations

### 5.1 Land use

As set out in the emerging Local Plan Part 2 policy, new café and restaurant uses (A3, A4) will be positively encouraged on ground floor units and specifically within the following buildings below to establish a new food and beverage cluster in the town (see Figure 15.i 'Hall Quay Framework')

- 4-5 Hall Quay;
- 15 Hall Quay;
- 19-20 Hall Quay;
- 23 Hall Quay; and,
- 24 Hall Quay.

There are potential opportunities to establish a new high quality boutique hotel within Hall Quay to support the town's growing tourist and visitor economy. This might be achieved through the conversion of the former Conservative Club (4-5 Hall Quay), subject to the satisfaction of amenity issues. (See Figure 15.ii 'Hall Quay Framework') The Star Hotel will continue to be retained in C1 use.

Ground floor retail and commercial premises (A1, A2 and B1) uses will continue to be encouraged in Hall Quay and particularly supported where they provide an active ground floor frontage.

High quality residential units will be supported on upper floors only.

Existing car parking to the rear of Hall Quay should generally be retained to help provide parking for businesses, residents and tenants.

Potential opportunities to improve short stay mooring facilities along Hall Quay in the vicinity of Haven Bridge will be explored by the Council (see Figure 15.iii 'Hall Quay Framework').

### 5.2 Access & Movement

The existing road network and level of highway engineering work in Hall Quay should be simplified. An emerging concept is illustrated on page 19, and should be developed to achieve:

- New public open space to facilitate outdoor seating and dining area by converting the layby and parking bays in front of the buildings situated between 20 and 26 Hall Quay (this should also seek to maintain an access to the rear of 21-22 Hall Quay)
- New public open space in front of 10-14 Hall Quay by removing and re-landscaping one-way spur off Stonecutters Way (this should also seek to maintain an access through to the rear of 13 Hall Quay)
- Improve the pedestrian crossing in front of the Town Hall
- Rationalisation of highway infrastructure, signs and lines to improve the pedestrian crossing experience

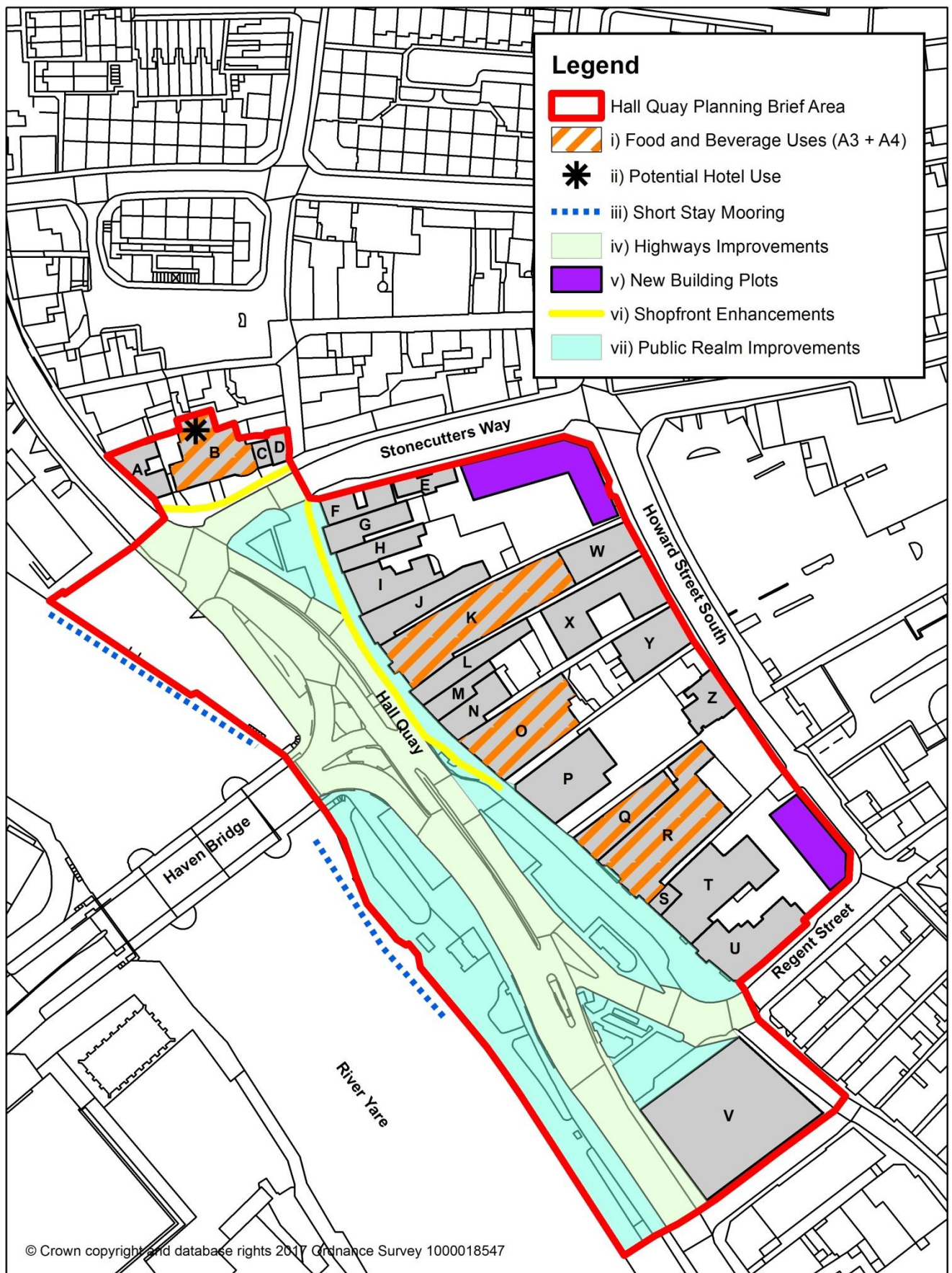


Figure 15 Hall Quay Framework Diagram

### 5.3 Building Design and Conversion

New built development may be supported on surface car parking to the rear of 10-13 Hall Quay and rear of 25-26 Hall Quay (see Figure 15.v 'Hall Quay Framework'); where it is:

- Limited to three residential stories in height, with potential for a fourth recessed storey in form of a 'lightweight' storey or floor space in the roof
- Of a high quality design, complements nearby heritage assets and is both respectful and complementary to their setting
- Provide for on-site residential parking provision
- If existing parking needs to be retained, the design should consider incorporating undercroft parking on the ground floor level.

Conversions or changes to use to buildings fronting Hall Quay, specifically those buildings included and situated between 3 to 7 Hall Quay and 11 to 20 Hall Quay, and those which intersect with The Rows, will be encouraged to improve the façade of the building to help raise the quality and value of the area (See Figure 15.vi 'Hall Quay Framework'). This could include consideration of:

- Inappropriate replacement windows and doors being replaced with timber windows to the original patterning (if known)
- Replacement roofing materials being returned to the original material
- Further large flat roofed dormer windows being discouraged
- Use of cast iron rainwater goods being encouraged
- Removal of paint and other inappropriate surface finishes from brickwork

Principal points of access to both ground floor and upper floors should be maintained from Hall Quay (rather than Howard Street South) to help maintain/create active frontages to Hall Quay.

When considering building conversion where planning permission and/or Listed Building Consent is required, it is recommended to consult the Council before submitting an application to establish key issues and requirements that require detailed consideration. Pre-application advice is free for listed building matters.

### 5.4 Landscaping & public realm

The landscape approach to Hall Quay should provide a relatively uniform surface treatment to unify the character and appearance of the whole space. This should specifically encourage, or at least, not preclude, the facilitation of an outdoor seating/dining experience outside of the buildings between 21-26 Hall Quay to help establish a new food and beverage cluster (see Figure 15.vii 'Hall Quay Framework').

Space for new soft landscaping should be provided and avenues of trees planted along the river's edge to reduce noise, enhance tranquillity and better define this part of the space.

Hoarding at the corner of Stonecutters Way and Howard Street South should be replaced or enhanced with more appropriate forms of enclosure (in the absence of new development) and softened with tree planting.

Historic directional signage and interpretation panels should also be encouraged in Hall Quay at key nodal points informed by the Council's current Wayfinding Strategy and Rows Project.

The alignment and integrity of The Rows must be retained and any proposals that may impact on their use and setting i.e. access to rear buildings and/or conversions should be assessed carefully.

### **5.5 Flood risk**

Design and construction of new schemes for public highway will need to safeguard as much as possible against the risk of flooding by using appropriate surfacing, storage and storm water outfall measures at the detailed design stage.

Sustainable Drainage techniques (SuDS) should be adopted in any new surface and landscape design.

For new buildings or building conversion, advice should be sought in relation to required finished floor levels, drainage requirements and mitigation measures at the design stage from the Borough Council, Norfolk County Council and the Environment Agency as necessary.

**Q.4a) Do you agree with the draft planning considerations outlined in this section?**

**Q.4b) Are there any further planning considerations that should be included within this section?**

## 6.0 Delivery

### 6.1 Delivery

This planning brief has identified a series of critical objectives to implement future change within the Hall Quay area, of which, many are predicated on the timely delivery of both emerging and committed schemes which directly relate to Hall Quay or will help to shape proposals on the periphery.

The table below identifies the key deliverable objectives this planning brief is seeking to achieve and provides further information as to how and whom these will be achieved by and during which timescales.

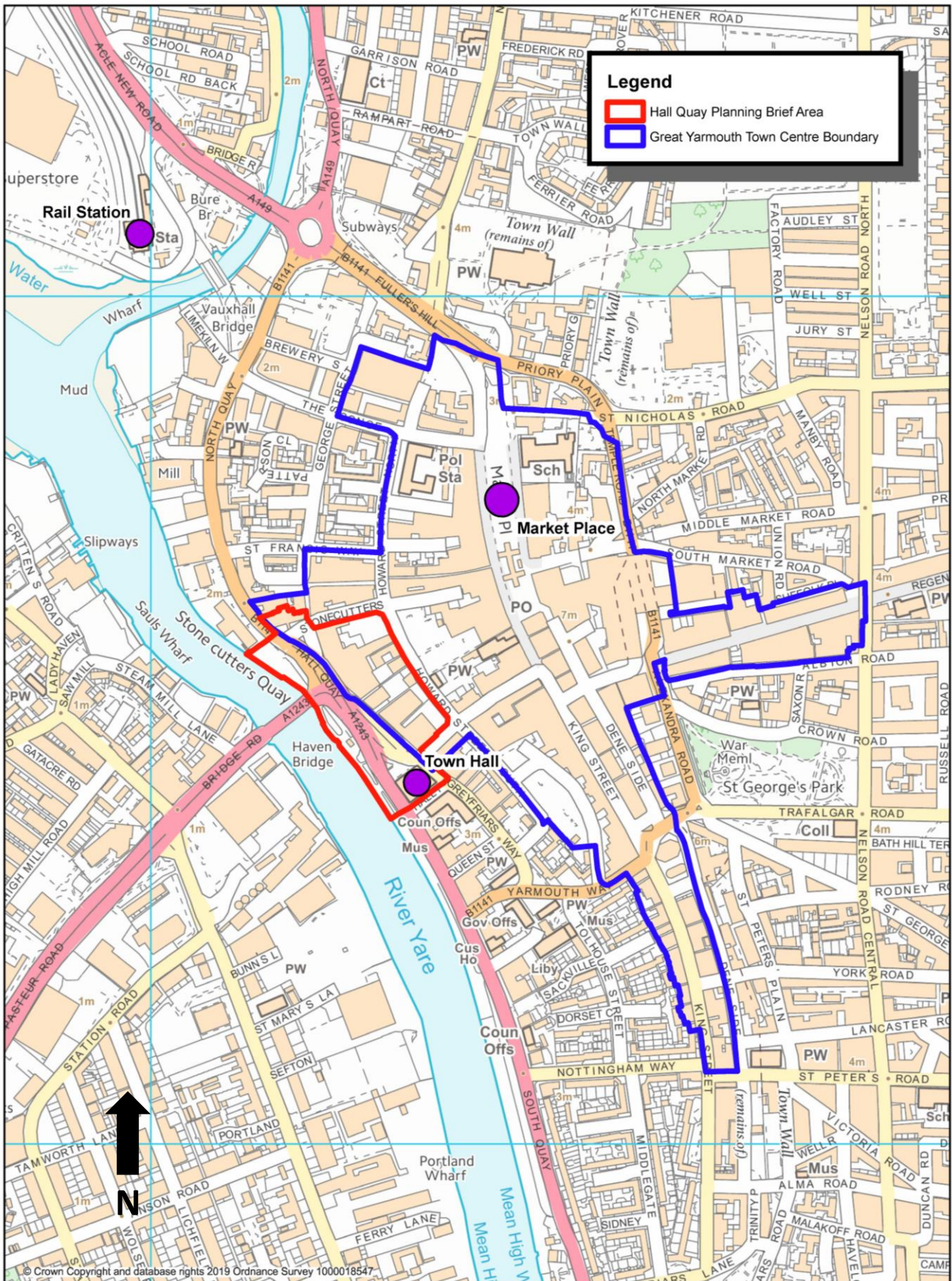
Key Deliverable Objectives	How will it be achieved?	By what timescales?
Reducing dominance of highway uses and street furniture running through Hall Quay	Plans for new right hand turn over Haven Bridge and re-landscaping of Hall Quay is currently being prepared.  Exploration of other funding streams to facilitate higher quality urban environment, i.e. Heritage Lottery, Arts Council, Coastal Communities	Scheme delivery scheduled for October 2019 (funded by NALEP Local Growth Fund)  On-going.
Establishing new food and, beverage 'clusters'	Proactive Council engagement with interested or prospective retail, restaurant, cafe operators and vendors.  Providing business support/guidance to prospective start-ups  Marketing and re-branding of Hall Quay as new 'quarter' through local (i.e. Great Yarmouth Business Improvement District, Press, Chamber of Commerce) and national (i.e. REVO, MIPIM) promotional vehicles	On-going.  On-going.
Improved public realm facilities	Ongoing liaison with Norfolk County Council to position new wayfinding facilities  Continued liaison with Great Yarmouth Preservation Trust e.g position of Row Improvement project infrastructure i.e. signage, interpretation boards, sympathetic public realm furniture	Scheme funding available 2018/19 (NALEP Local Growth Fund). Scheme implemented by 2019  Cast iron named plates already installed within Hall Quay 'Rows'. Interpretation panels currently being manufactured
Enhancements and improvements to Hall Quay building frontages	Continued promotion of Shopfront Improvement Grant or similar Council-led incentives  Responding to individual planning applications, providing pre-application advice. Liaison with conservation team,	Current Shopfront Improvement Grant scheme likely to be available until late 2019  On-going.



Key Deliverable Objectives	How will it be achieved?	By what timescales?
	<p>Historic England. Securing improvements via planning conditions.</p> <p>Council issuing Section 215 notices where condition of buildings is having harmful effect on the area.</p>	When required.
Providing new, improved short-stay mooring facilities	Liaison with Broads Authority, GY Port Authority, local highway authority, GYBID, GYTBIA to better understand desirability and potential constraints.	

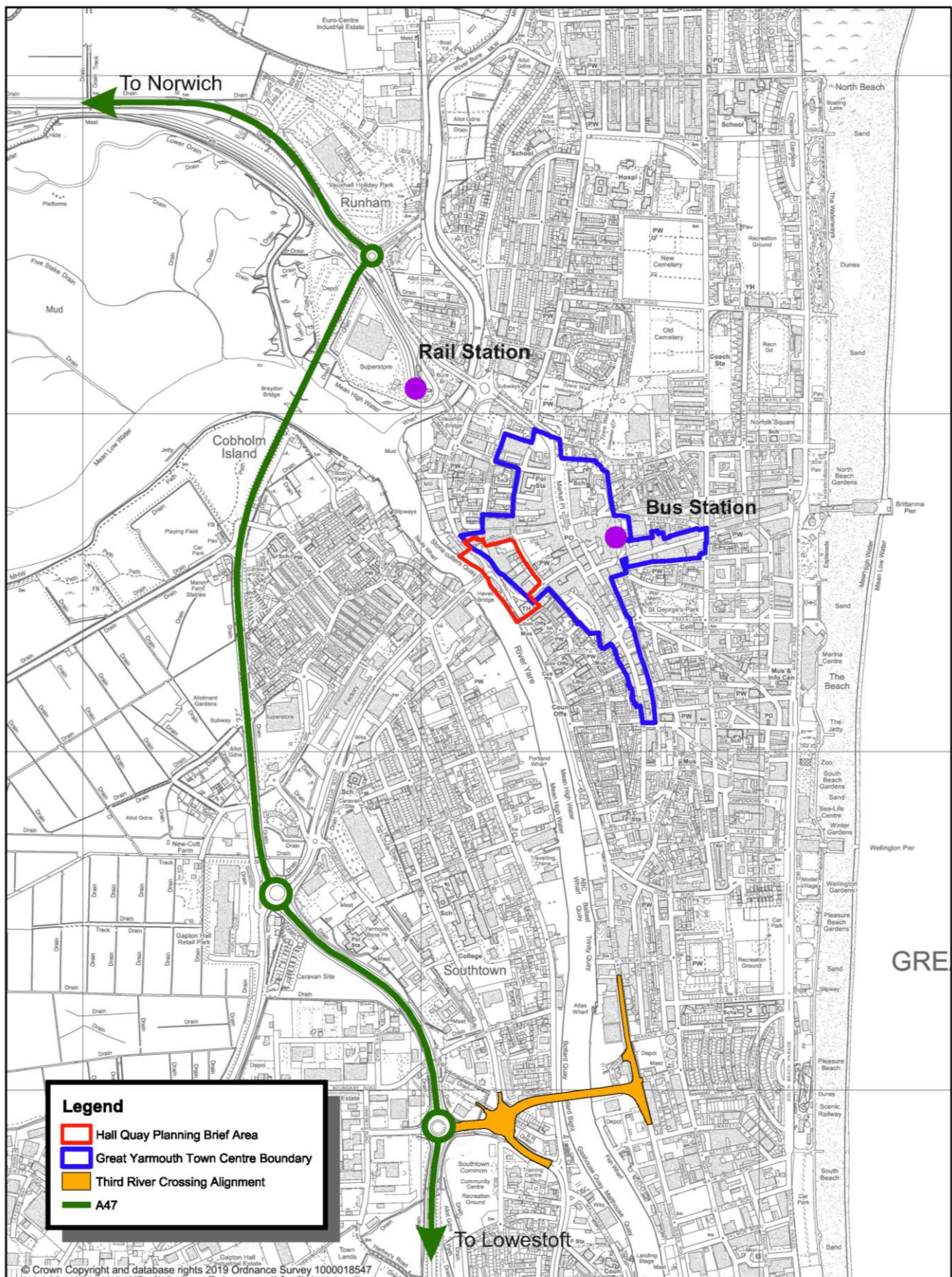
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## Appendix A – Site Location Map





## Appendix B – Wider Context Map



**Appendix C – Unit Summaries (to be completed prior to consultation)**

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