

FULL Council



URN: 23-088

Report Title : Adoption of Hemsby Neighbourhood Plan

Report to: ELT (Full Council)

Date of meeting : 28 June 2022 (27 July 2023)

Responsible Director / Officer: Natasha Hayes (Executive Director - Place) / Nick Fountain (Principal Strategic Planner)

EXECUTIVE SUMMARY / INTRODUCTION

Hemsby Parish Council has prepared a Neighbourhood Plan for its parish. Following several rounds of consultation and independent examination, the plan was subject to a referendum (on 22 June 2023) for the villagers to decide whether they wanted the plan to help determining planning applications in the neighbourhood area. The result of the referendum was successful.

RECOMMENDATIONS :

That Committee :

Endorses the recommendation for Full Council to adopt the Hemsby Neighbourhood Plan

1. Introduction

- 1.1. Following the Full Council decision to accept the Examiner's Recommendations for the Hemsby Neighbourhood Plan on the 23 March 2023, the Neighbourhood Referendum took place in the local village hall on Thursday 22 June 2023. The referendum was open for voting to those that lived within the parish area.
- 1.2. In summary, the plan passed successfully through referendum. In accordance with section 61E(4) of the Town & Country Planning Act 1990 (as amended), plans must be 'made' (adopted) by the Borough Council. The only exceptions are if the plan would breach, or would otherwise be incompatible with, any retained EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998) in accordance with section 61E(8) of the Town and Country Planning Act 1990 Act as amended. It is not considered that this plan is incompatible with any of these pieces of legislation. Therefore, the recommendation would be to adopt the neighbourhood plan.
- 1.3. If adopted, the plan will formally become part of the Council's Development Plan. When determining planning applications, decisions must be made in accordance with the adopted policies of the Development Plan unless material considerations

indicate otherwise. As the plan has successfully passed referendum, the plan effectively already has full planning weight in decision taking.

- 1.4. As the plan area also falls within the designated Broads Area, the plan also needs to be adopted by that authority.

Local Plan Working Party

- 1.5. Throughout plan preparation and formal decision making, the progress of the neighbourhood plan has been presented to members of the Local Plan Working Party. Members have had opportunities to feedback ideas to officers to shape consultation responses, and in providing advice and guidance to the parish council. The recommendation to proceed to Full Council to adopt the neighbourhood plan was considered by Local Plan Working Party on 17 July 2023.

2. Neighbourhood plan results

- 2.1. The Hemsby Neighbourhood Plan Referendum took place on Thursday 22 June 2023, in the local village hall. The referendum was advertised in accordance with the Regulations, ensuring that residents had every opportunity to be informed what the plan was, and when and where the referendum would take place.

- 2.2. In summary, the Hemsby Neighbourhood Referendum Results were as follows:

- Total ballots 347 (representing a 12% turnout of the electorate)
- Total 'Yes' votes 279
- Total 'No' votes 68
- Plan passes with 80% majority

3. Impact / Next Steps

- 3.1. In accordance with the Regulations, the Council cannot make any other decision than to 'make' (adopt) the plan as part of the Development Plan unless it considers that the plan would breach any retained EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998) (under section 61E(8) of the Town and Country Planning Act 1990 Act as amended). There are no such reasons to prohibit the Hemsby Neighbourhood Plan from being formally adopted.
- 3.2. Upon adoption, the plan would need to be published and supported by a final decision statement setting out the reason(s) for the decision, where the decision and document can be inspected, and notifying those who have requested to be notified when the decision is made.

4. Financial Implications

- 4.1. The Borough Council has already received £5,000 for the first five adopted neighbourhood plan areas. This funding will support the payments required to appoint independent examiners.

- 4.2. The Borough Council has received a further Government grant of £20,000 having issued a decision statement to send the neighbourhood plan to referendum.
- 4.3. All costs associated with officer resources, the examination and referendum of the Neighbourhood Plans are expected to be covered by this Government funding.

5. Legal & Risk Implications

- 5.1. The Council has progressed the neighbourhood plan in line with the relevant legislation referred to above. The plan has been independently examined, with the Examiner's report finding that the plan meets the 'Basic Conditions' subject to modifications. The neighbourhood plan is supported by a screening report for Strategic Environmental Assessment and Habitat Regulations Assessment, screening out the need for full assessments to satisfy requirements under the Environmental Assessment of Plans and Programmes Regulations 2004 and the Conservation of Habitats and Species Regulations 2017. While this was published in April 2022, the content and conclusions are considered to be appropriate to determine that no significant environmental effects will result from the plan.
- 5.2. Following adoption, a person aggrieved by the Neighbourhood Plan, may under Section 61N of the Town and Country Planning Act 1990, make an application to the court to challenge it. Such an application must be made within six weeks of adoption.

6. Conclusion

- 6.1. Following a successful referendum result, the recommendation is to adopt the Hemsby Neighbourhood Plan 2021-2036.

7. Appendices

Appendix 1 – Hemsby Neighbourhood Plan

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

Consultations	Comment
Monitoring Officer Consultation:	Only on the process for adoption (LPWP & Full Council)
Section 151 Officer Consultation:	Is aware that £20,000 should be received from Government Grant (see section 4 above).
Existing Council Policies:	Local Plan Part 1: Core Strategy, Local Plan Part 2
Equality Issues/EQIA assessment:	N/A

Hemsby Neighbourhood Plan 2021-2036



Adoption Version July 2023

Table of Contents

1. INTRODUCTION	1
2. NEIGHBOURHOOD PLANNING	4
3. CONSULTATION AND ENGAGEMENT	5
4. VISION AND AIMS	6
5. POLICY CONTEXT	7
6. HOUSING AND DESIGN	8
AFFORDABLE HOUSING	8
TYPE AND SIZE OF HOMES	9
DESIGN	10
SUPPORT FOR PROPERTIES AT RISK FROM COASTAL EROSION	13
7. INFRASTRUCTURE	16
8. TRANSPORT	19
WALKING AND CYCLING	19
BRIDLEWAYS	24
PUBLIC TRANSPORT	24
CAR PARKING	25
9. TOURISM	27
10. FLOOD AND WATER MANAGEMENT	33
11. NATURAL ENVIRONMENT	37
BIODIVERSITY IMPROVEMENT AND GREEN CORRIDORS	38
LOCAL GREEN SPACE	40
12. IMPORTANT VIEWS	45
13. SERVICES AND FACILITIES	47
FACILITIES FOR YOUNGER PEOPLE	47
COMMUNITY FACILITIES	48
KINGS HEAD PUBLIC HOUSE	49
14. HISTORIC ENVIRONMENT	50
APPENDIX A: HEMSBY VIEWS ASSESSMENT	56

1. Introduction

1.1 Hemsby is a unique village, with an established and strong history of tourism which has been noted in the Domesday Book. The village is understood to have Viking origins but developed as a collection of farmsteads around the 14th century parish church. Hemsby village expanded significantly during the late 19th century as a seaside destination partly with the arrival of the railways, helping to establish a settlement pattern of key holiday attractions to the east of the village¹.

1.2 Hemsby falls within the Borough of Great Yarmouth, East of England and is identified as a Primary Village as set out in the Great Yarmouth Local Plan Core Strategy (2015). It is set in one of the more remote parts of East Anglia, and it is located 8 miles north of Great Yarmouth. It is one of the larger villages in the borough, with an approximate residential population of 3,275 (Census, 2011). A basic map of the designated Neighbourhood Area is shown below in Figure 1, with a detailed map provided on the Borough Council's [website](#).

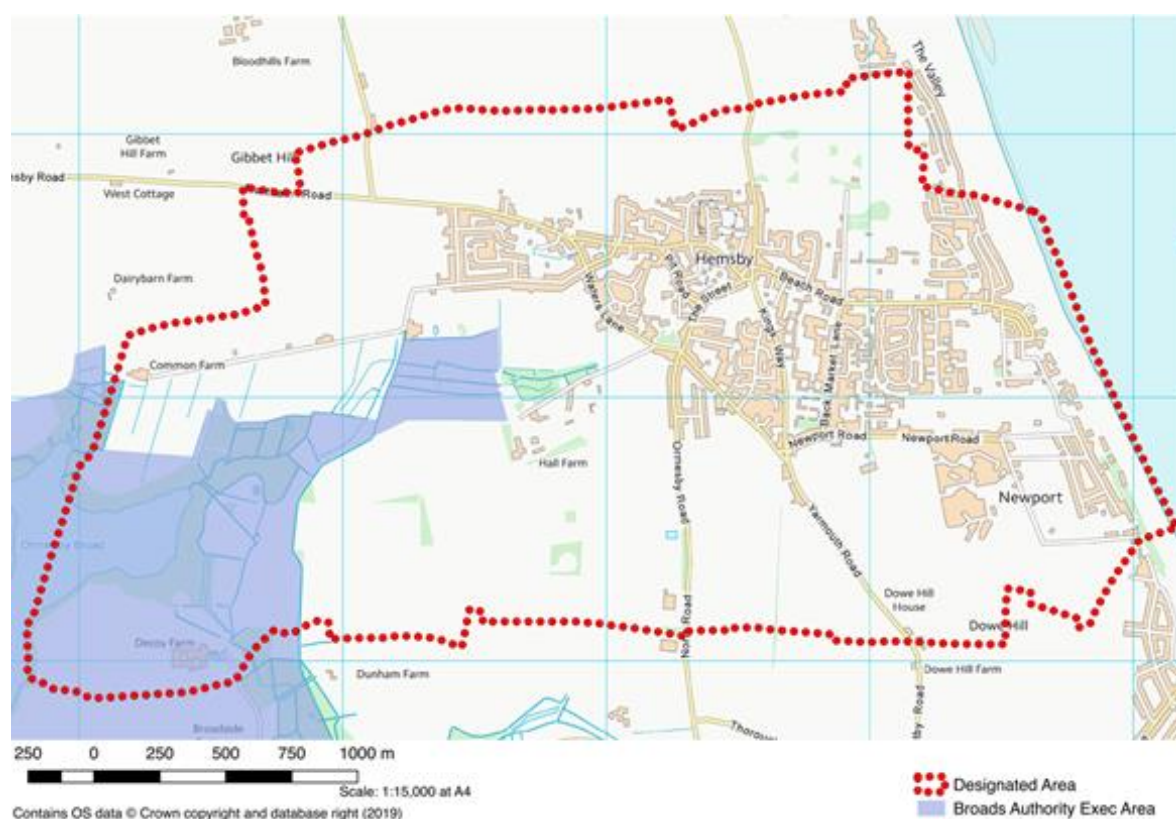


Figure 1: Hemsby Designated Neighbourhood Plan Area

1.3 Due to being a popular coastal village, the population increasingly grows in the summer months when it welcomes a variety of tourists and many returning families to our

¹ [Local Plan Part 2 \(2021\) \(great-yarmouth.gov.uk\)](#)

caravan and chalet parks and award-winning sandy beaches. Hemsby has established its own national presence as a seaside resort, contributing to the Borough's economy and playing a vital role through its history of tourism.



Example Pictures of Hemsby Beach

1.4 A lot of the tourist trade is located along the coastal stretch within the south-eastern area and many seasonal services are situated along both Beach Road and Newport Road. The village also has a reasonable range of services and facilities to offer including a primary school, small supermarket, post office, doctors' surgery and two public houses.

1.5 Hemsby parish falls within the Broads Authority Executive Area to the west of the main settlement, encompassing an area of the Trinity Broads (Norfolk and Suffolk Broads) which is an important wetland habitat and an area of species rich fen grazing. There are a vast range of landscape types which cover the Broads Authority area including tidal estuary, rivers, coastal dunes, estuarine marshland, grazing marsh, peat fens, the Broads and more which can be read in the Landscape Character Assessment². The landscape of the Broads is distinctive with bodies of open waters which vary in size and can either be isolated water bodies from the main rivers or lie on the line of the main river. A majority of these waters are located within the peat soils of the middle/upper reaches of the northern Broad rivers- Yare, Thurne, Bure and Ant. Whilst each broad has its own character, two characteristics (size and nature of vegetation) can provide a rough division of open and enclosed broads when combined. Over time vegetation including fenn/carr tends to encroach on the edges of the broads reducing their size and some being completely lost over time.

There are a range of national and international designations including:

- Broadland Ramsar/Special Protection Area (SPA),
- The Broads Special Area of Conservation (SAC),
- Hall Farm Fen Site of Special Scientific Interest (SSSI) and
- The Trinity Broads Site of Special Scientific Interest (SSSI)

Further detail can be found in the [evidence base](#).

² [LCA Part-2.pdf \(broads-authority.gov.uk\)](#)

- 1.6 Hemsby first began its journey with the Neighbourhood Plan in 2017 and the steering group have worked hard on this plan for creating a future for our village. The community have helped contribute to how we can have an influence on protecting important aspects of our village and how we want to shape such things as where residential and employment sites may be suitable in the future and how these should look.
- 1.7 The village is growing year by year with new developments enticing newcomers to the village with a reasonable range of services and facilities. Data has shown that home ownership is reasonably high in Hemsby (84%) compared to Borough and National percentages which range between 63-64%. The proportion of homes rented is 14% which is significantly less when compared to the borough at 34% and much of Hemsby's housing stock ranges between 2 to 4 bedrooms; with a lack of one-bedroom homes being available (5%) which is lower than the borough and national average (11-12%)³.
- 1.8 As seen in many seaside villages, the population profile has shown that there has been a 5% growth in the local population aged 65 or over, equating to an increase of 285 people from 2001 to 2011, which could create over the years a considerable upward pressure on demand for specialised housing for older people.
- 1.9 The Neighbourhood Plan Steering Group constitutes residents who are keen to shape the future of Hemsby and have been informed in this by various consultation events within the village. This has been more challenging during Covid-19, but this has been achieved through a variety of forums as explained in the chapter 3.
- 1.10 A neighbourhood plan is an opportunity for communities to have their say in the place they live, and it gives the plan weight to influence future developments and to give a strategic focus on how we wish to live in our village. For example, there was community feedback regarding green links between villages so people can walk safely and an identified need for more one bedroom housing.
- 1.11 **We would like to thank everyone who has contributed towards ensuring your voice is heard and shaping the future of your village.**

³ Hemsby Housing Needs Assessment, AECOM, July 2021

2. Neighbourhood Planning

- 2.1 Neighbourhood planning was introduced by the Localism Act 2011, with the legislation coming into effect in April 2012. Neighbourhood Planning has provided Hemsby residents with a unique opportunity to proactively set a positive and ambitious vision for the future of our parish. It has enabled us to consider what is really important to residents and how to tackle some significant issues faced by the community.
- 2.2 As Hemsby is located in the borough of Great Yarmouth its Neighbourhood Plan sits within the context of the Great Yarmouth Local Plan. The Local Plan consists of two parts: The Core Strategy (2015) and Part 2 which was adopted in 2021. A small part of the parish is also within the Broads Authority Executive Area, and so it is covered by the Broads Authority and its own adopted Local Plan.
- 2.3 The Neighbourhood Plan will be a document that sets out planning policies for the parish and these will be used, alongside the local plans, to decide whether planning applications are approved or not. It's a community document, that's written by local people who know and love the area.
- 2.4 Hemsby Neighbourhood Plan has to support the delivery of the strategic policies contained in the Great Yarmouth Local Plan and that for the Broads Authority, and so it cannot promote less development than set out in local plans. That is, the local plans set the overall strategic policies such as the amount of new development and the distribution of that development across the borough. The Great Yarmouth Local Plan makes one allocation in Hemsby, for 190 homes on the former Pontin's site. The indicative housing requirement for the Neighbourhood Plan is zero, as set out in Policy GSP2 of the Local Plan Part 2. The Broads Local Plan does not allocate land for housing in the parish. Despite this, the steering group did choose to engage with the community on allocating one or more sites for housing and specifically investigated the options for a roll-back site for people displaced by coastal erosion. However, after engagement with the community, the Parish Council decided against allocating a roll-back site in January 2022 and are not allocating any housing in this neighbourhood plan.
- 2.5 A neighbourhood plan can include non-strategic policies, such as the mix of housing if any comes forward, design principles for new development, conserving and enhancing the natural and historic environment, protecting local green spaces from development, and setting out other development management policies. Importantly, the Hemsby Neighbourhood Plan will contribute to the achievement of sustainable development as described in the National Planning Policy Framework.
- 2.6 Once a neighbourhood plan has been 'made', following consultation with residents and a local referendum, it becomes part of the statutory development plan and will be used by the borough council and Broads Authority in deciding on all planning applications in the parish.

3. Consultation and Engagement

3.1 Hemsby Neighbourhood Plan has been developed by a steering group on behalf of Hemsby Parish Council. An initial consultation was held in February 2020 to gauge interest in the community to see if a neighbourhood plan would be supported.

3.2 The priority of the Parish Council was to ensure that the plan was community led and that local views were collected and included at all stages of making the plan. The steering group has always had between 10 and 15 members including residents and members of the Parish Council.

3.3 Engagement with the local community has proved to be challenging due to the Covid-19 pandemic restrictions between 2020 and 2021; so, the steering group were creative in planning alternatives to any cancelled events to ensure that the community were always kept informed. Below is a summarised timeline of ways the steering group engaged with the community the full detail of how this entailed can be found in the Consultation Statement.

February 2020- Village Hall	<ul style="list-style-type: none">Discussions on beginning a neighbourhood plan
July 2020- Coastal Partnership East Survey	<ul style="list-style-type: none">Involvement in a Coastal Partnership East Survey on climate change and coastal erosion
September 2020- Options Survey	<ul style="list-style-type: none">The survey asked the local community about a variety of matters they believed were important to them and wished to protect.
February 2021- Third Survey	<ul style="list-style-type: none">Present the work undertaken so far, likely policy options and seek qualitative feedback from residents.
August 2021- consultation	<ul style="list-style-type: none">Displayed posters and advertised at a village event the work and policies that had been done so far for the neighbourhood plan
October to November 2021- Call for Sites	<ul style="list-style-type: none">Consultation on finding a suitable site for either the rollback policy and relocated residents from coastal erosion or first homes
December 2021 to January 2022- Site Survey	<ul style="list-style-type: none">Asked the community if they supported or not the one site put forward for allocation
Other engagements throughout	<ul style="list-style-type: none">Produced online videos, posters, surveys, updating the community on platforms such as Facebook, zoom and the parish council website.

4. Vision and aims

4.1 The vision for the village of Hemsby is to remain a small and safe community that is proud of its heritage and that embraces the natural beauty of its unique surroundings, with the North Sea and sandy beaches to the east. The village will be a social and recreational meeting point for parishioners and tourists alike with local facilities, activities, inclusive village events and beautiful nearby rural areas. The village will experience slow and sustainable growth; development will both respect the rural character of the village and be environmentally responsible, including seeking out opportunities for 'green' initiative projects such as electric vehicle charging points and reducing carbon emissions. The planning and development of the village will take into account the needs of the village and the environment within which the village is set.

4.2 The aims of the plan are to:

- A. Support year-round and day-visitor sustainable tourism.
- B. Protect and enhance Hemsby's rich heritage, including its cultural heritage and association with the holiday camps.
- C. Help people choose sustainable ways of getting around in Hemsby, as well as to neighbouring villages.
- D. Help to meet the housing needs of the community.
- E. Widen the use of community facilities, especially by younger people.
- F. Make sure future development will deliver the infrastructure needed for our communities and businesses.
- G. Ensure that new development, especially housing developments, are designed to a high standard and have a positive impact on local character.
- H. Protect and preserve those special qualities and features that are valued by the community, such as the sandy beaches and the Broads.
- I. Support the sensitive relocation of properties affected by coastal erosion.
- J. Improve wildlife habitat across the parish and especially in the green corridors.

5. Policy Context

- 5.1 Great Yarmouth Borough Council has an adopted Local Plan which is split into two parts, Part 1: The Core Strategy (2015) and Local Plan Part 2 (2021). The Local Plan Part 2 (2021) provides updates to the Core Strategy, new strategic policies, site allocations, and detailed policies. Part of the parish is also within the Broads, and so it is covered by the Broads Authority and its own recently adopted local plan. The policies in this Neighbourhood Plan need to be in general conformity with the strategic policies in these plans. In addition to the local plans, there is national planning policy, mainly in the National Planning Policy Framework. The policies in the neighbourhood plan need to have due regard to national planning policies.
- 5.2 The plans also contain non-strategic policies for the borough, and this emerging Neighbourhood Plan also contains non-strategic policies but just for Hemsby Parish itself specifically.
- 5.3 There is no need to repeat or copy the planning policy framework in place in the local plans and national policy. For example, there is no need for Hemsby Neighbourhood Plan to have its own general policy on the protection and enhancement of the natural environment and habitat, as this topic is covered in national policy and in the local plans, as well as in legislation. However, some specific detail could be useful, which is why the neighbourhood plan has a policy on green corridors linked to a map of those corridors, as this then shows where in Hemsby enhancement of the natural environment will be focused. The explanations that go alongside the different policy areas in this plan try to set out what is already covered by the wider policy framework.
- 5.4 So, where there are policy details missing that are important for Hemsby, or where it was felt that a slightly different policy is needed, then new policies were developed for the Neighbourhood Plan. Some of the matters addressed in the following sections are not strictly 'planning' related. Nevertheless, it was felt that they were important enough to include in the plan and be called 'Community Actions', being something that the local community and parish council will lead on.
- 5.5 The policies are intended to meet the vision and objectives set out above. They are aimed at guiding decision makers and applicants in order to achieve high standards of sustainable development. Development proposals should have regard to all the planning policies in this Neighbourhood Plan, and of course those in the local plans and national policy.

6. Housing and Design

Affordable Housing

6.1 Affordable Housing denotes those forms of housing tenure that fall within the definition set out in the current National Planning Policy Framework, such as social rent, affordable rent, affordable private rent, and is products designed to offer affordable routes to home ownership. As part of the Government's commitment to home ownership they have recently proposed to introduce First Homes that will provide at least 30% discount on new market housing for sale.

6.2 There is limited Affordable Housing (either to rent or for sale) within Hemsby at present. This suggests that some provision of Affordable Housing would offer a wider choice of homes for local residents, and may allow those on lower incomes including newly forming households and younger families to remain in or move to the area.

6.3 Affordable Housing is typically provided and made financially viable by its inclusion as a proportion of larger market developments, such as those guided by the local plans. Policy UCS4 in the Great Yarmouth Local Plan Part 2 in relation to Affordable Housing requires 20% of all new homes on sites of 10 dwellings or site area of 0.5 hectares or more to be delivered as Affordable Housing⁴. However, applications which fall within the Broads Area must accord with the threshold of the Broads Local Plan DM34 which takes an approach of developments of 6-9 dwellings will be required to contribute a commuted sum (off-site contribution) towards the provision of Affordable Housing, or, developments of 10 or more dwelling will be required to provide Affordable Housing in accordance with the requirements of the adopted standards and policies of the relevant District Council⁵ (which is Great Yarmouth). The expected level of delivery of affordable homes during the plan period does not meet the level of demand identified by either the Housing Needs Assessment (HNA)⁶ or local surveys of need. The HNA provides evidence of need for 395 affordable homes, split between 100 affordable homes for sale and 295 affordable homes for rent. This compares to expected delivery of 38 affordable homes. Nevertheless, it is worth noting that the split of tenures that will be delivered is also subject to the viability of development coming forward within this plan's period.

6.4 Government policy aimed at tackling the housing crisis continues to attach high priority to helping those on modest incomes and those unable to afford market housing for purchase, such as younger buyers, to access affordable routes to home ownership. The HNA identifies that the most appropriate tenures to help implement this policy intention locally are entry-level market rent, higher discounted market sales, 25% shared ownership, affordable rent and social rent.

6.5 As a starting point Great Yarmouth Borough Council will seek the following split in the affordable housing requirement – 90% affordable rent, 10% affordable home ownership, which is set out in Policy H1 of the Local Plan Part 2. The Housing Needs Assessment

⁴ [Local Plan Part 2 \(2021\) \(great-yarmouth.gov.uk\)](https://www.great-yarmouth.gov.uk/local-plan-part-2-2021/)

⁵ [Local-Plan-for-the-Broads.pdf \(broads-authority.gov.uk\)](https://www.broads-authority.gov.uk/local-plan-for-the-broads.pdf)

⁶ Hemsby Housing Needs Assessment (HNA), AECOM, April 2021

provides evidence of a more localised split of 25% First Homes, 10% shared ownership, 5% rent to buy and 60% affordable rent. Policy 1 sets proportions of affordable housing mix in line with this evidence. It categorises affordable housing in line with the glossary in the National Planning Policy Framework which combines rent to buy with shared ownership.

- 6.6 First Homes are a specific kind of discounted market sale housing and should be considered to meet the definition of Affordable Housing for planning purposes. Specifically, First Homes are discounted market sale units which must be discounted by a minimum of 30% against the market value and sold to a person or persons meeting the First Homes eligibility criteria, which is essentially a first-time buyer. The homes must also not exceed £250k in price after the discount. In terms of First Homes, the Housing Needs Assessment provides robust evidence that there is a need to require higher minimum discounts for First Homes at up to 50% because a discount of 30% only narrowly reaches those households on average incomes.
- 6.7 There are more proactive routes to boost the supply of affordable housing, such as allocating sites specifically for Affordable Housing, including specifically for First Homes. However, no sites have been put forward by landowners and without this it is impossible to allocate such sites in the Hemsby Neighbourhood Plan. A call for sites was undertaken in December 2021 and January 2022. If land does become available, then it is possible to have a focused review of the plan so as to allocate a site. In the meantime, Affordable Housing exception sites (so on land not allocated for residential development in the local plan or neighbourhood plan) would be supported if they comply with national policy. These can be Rural Exception Sites for people with a local connection, or First Homes/ Entry-Level Exception Sites.

Policy 1: Affordable Housing

As a starting point the following split in the affordable housing requirement for residential developments of 10 dwellings or more or on sites of 0.5 hectares or more will be sought:

- a) 25% first homes;
- b) 60% affordable homes for rent
- c) 15% other affordable homes

Alternative tenures may be accepted where applicants can adequately demonstrate the demand for other affordable housing products and that they are affordable in the local context.

First Homes will need to be provided at a discount from the prevailing market value of 50%, subject to site specific viability.

Type and Size of Homes

- 6.8 Hemsby's housing profile is dominated by detached houses which make up 62% of the overall housing stock. This is more than double the proportion of detached homes

across the borough, and nearly three times the national level. The quantity of semi-detached homes is about average but there are very few terrace properties or flats. The proportion of caravan and mobile dwellings is twice that of borough levels and four times that of national levels.

6.9 Data indicates that Hemsby's housing stock is skewed towards larger homes. There is a relative lack of one-bedroom properties and a relative abundance of four-bedroom homes. The proportion of two and three-bed properties is close to average.

6.10 Life-stage modelling undertaken as part of Hemsby's Housing Needs Assessment recommends that development involves the following share of dwelling sizes:

- 32.2% 1 bedroom
- 29.2% two bedrooms
- 35.5% three bedrooms
- 0% four bedrooms
- 3.1% 5 or more bedrooms

6.11 A neighbourhood plan can influence the size and type of new homes that will be built in the future. When asked about preferences for new homes the community indicated a clear preference towards smaller homes and affordable homes and no real support for larger homes. Smaller homes are more likely to meet the needs of younger residents as well as older residents looking to downsize.

Policy 2: Housing Type & Mix

Residential development proposals should provide a mix of housing types and sizes which reflect local housing needs on the basis of the best available and proportionate evidence. This should include, unless evidence is provided either showing a lower need is justified or the scheme is made unviable, a minimum of 60% of dwellings comprising two bedrooms or fewer.

Design

6.12 Design is another key area where a neighbourhood plan can have significant influence. The Government is raising the importance of good design with the development of national design guides⁷, and encourages neighbourhood plans to have design policies and design codes. Design, however, is more than just what the actual building looks like. It also relates to layout, density, environmental performance and how it incorporates habitat features and landscaping. The augmenting of biodiversity networks is a key feature of the plan, and all development will be expected to contribute to this.

6.13 There is a Conservation Area in Hemsby where there is a concentration of listed buildings including the Grade II listed Church of St Mary. There will be housing and

⁷ National Design Guide and National Model Design Code

holiday accommodation growth, such as at the former Pontins site. These factors highlight the need to have a policy on design, and with a view to retaining local character, especially historic character and the setting of historic assets, ensuring that it is not diluted through new development.

- 6.14 In earlier consultations with the community, there was strong support for having a design approach and requiring high standards for enhancing the natural environment. Specific issues have also been raised such as the need for electric charging points. Street lighting, or lack of it, has been raised as an issue, in particular with regard to personal safety, especially for women.
- 6.15 NPPF Chapter 12 sets out that design is key to sustainable development. It requires plans to have design policies that have community support and that pick up the defining characteristics and historic character of the area. Design covers not just appearance but how a place functions, but appearance is seen as critical with national policy explaining that, *“the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve.”* Although national policy supports development that is sympathetic to local and historic character, it also encourages innovative design and high levels of sustainability.
- 6.16 GYBC Core Strategy Policy CS1 sets out that development should create, *“Distinctive places that embrace innovative, high quality urban design that reflects positive local characteristics.”* CS9 requires well-designed places, setting out the general requirements such as safe access, and in keeping with the surrounding area. Policy CS4 – Delivering Affordable Housing – sets out that affordable homes should be designed to be well integrated with other housing. Policy H3 in the Local Plan Part 2 sets out a density of 30 dwellings per hectare for Hemsby as a minimum.
- 6.17 Policy DM43 of the Broads Local Plan has extensive design guidance covering the full range of general considerations such as accessibility, density, materials. In addition, the Broads Local Plan policy DM22 relates to light pollution and protecting the dark night skies. The Broads area has intrinsically dark skies that are protected through the National Planning Policy Framework, so any new development will need to be designed to retain this. **Policy 3** on design refers to this in relation to lighting design.
- 6.18 There is therefore already a considerable amount in existing policy on general as well as specific approaches to design for Hemsby, but the neighbourhood plan could usefully have a policy based on more specific Design Codes for the parish. AECOM has produced the Hemsby Design Codes (July 2022). This provides a baseline assessment of local character, views, historic assets, and natural infrastructure. For the development of design codes, it identifies five distinct areas across the parish: the historic core, Hemsby village, Hemsby beach, Beach front, and open countryside. These are explained below.

Area Type A: Historic Core

Corresponding with the oldest part of the parish, the historic core contains most listed and non-listed heritage assets, including St Mary the Virgin church and the commercial

core of Hemsby Village, with some convenience shops grouped around Kingsway roundabout. Dwellings reach two storeys in the area.

Area Type B: Hemsby Village

The residential bulk of Hemsby Village is largely comprised of one storey bungalows. The open character of the streets in Hemsby village is a consequence of the low profile of bungalows and the generous front gardens. Recent developments detract from this character by reaching two storeys with typologies that are not in keeping with the character of the area.

Area Type C: Hemsby Beach

The tourist-based part of the village lies along Beach Road and is commonly known as Hemsby Beach. It features funfairs, crazy golf courses and children's rides. The beach end of the road has cafes, shops and amusement arcades, while at the upper end are houses and accommodation parks, consisting mainly of chalets and caravans.

Area Type D: Beachfront

Large sand dunes form a natural barrier between the beach and the village behind it. Detached beach dwellings of different typologies develop along the front line before the sandy cliffs. Hemsby's dunes are affected by erosion, impacting the properties in this area.

Area Type E: Open Countryside

The surrounding arable fields and farmsteads.

- 6.19 An additional 'area', new developments (Area type F), is used in the design codes to refer to new developments in any of these areas. Design considerations are set out for each of these distinct areas, including density, movement, public space, the natural environment, energy, and sustainability, and built form. These design codes can be a valuable tool for securing context-driven, high-quality development in Hemsby, especially on potential sites that might come forward in the future. They will provide more certainty to both developers and the community in securing developments that are designed to the aspirations of the community.
- 6.20 A lack of clear and specific Design Codes prior to the neighbourhood plan has resulted in new development at odds with the surrounding area. Single storey (sometimes including a habitable pitch roof) is the most common building height in the area. Two-storey dwellings tend to be limited to the historic core and at the end of cul-de-sacs. However, large developments of two-storeys have been recently developed in the area, resulting in clashes with the representative lower profile of dwellings in Hemsby.
- 6.21 Another key characteristic is the density of housing, which is generally quite low, rarely exceeding 20 dwellings per hectare, with a feeling of space and openness of the street. It is recognised that Policy H3 of the Great Yarmouth Local Plan requires housing development in Hemsby to meet a density of 30 dwellings per hectare. It is accepted that this will help make the most efficient use of land and will be appropriate in many

locations. It is at odds with the current prevailing character of some parts of Hemsby however, as demonstrated in the Design Codes, which the community are particularly keen to preserve. Policy H3 in the Local Plan sets out that lower densities may be acceptable in sensitive locations, and Policy 3 identifies where this is the case through reference to the design code.

- 6.22 The Hemsby Design Codes do not apply to the Broads, but the general design principles set out in the policy are relevant to schemes in the Broads. For the purpose of the below policy, major development takes the definition from national planning policy, that being development where 10 or more homes will be provided, or where the site has an area of 0.5 hectares or more.

Policy 3: Design

All development, including extensions, should have regard to the Hemsby Design Codes in general, and specifically as they apply to the following distinct character areas:

- A. Historic Core
- B. Hemsby Village
- C. Hemsby Beach
- D. Beachfront
- E. Open Countryside

The Design Codes will be used to help assess all planning applications to determine their acceptability, although the Hemsby Design Codes does not apply to development in the Broads Authority Executive Area.

The following design considerations are especially important:

- a. New development should not cause unacceptable harm to the openness of the existing street scene. New development creating its own street network will need to be designed to have an open street scene unless this conflicts with the immediate area.
- b. New development should have due regard to the heights of other buildings in the area and the generally low profile of buildings.
- c. Major housing developments will be expected to incorporate a system of street lighting. Any lighting should be well designed so as to conserve and enhance the dark sky experience of the Broads.

Support for properties at risk from coastal erosion

- 6.23 The management of the coastline at Hemsby is covered by complex legislation and there are various agencies with differing responsibilities, not least in relation to the significant coastal erosion. This will have an impact upon residents who own homes close to the coastline, some of whom may lose their homes over the plan period. It will

also impact upon the local economy, especially where it leads to a loss of tourism facilities/ holiday accommodation, and associated infrastructure.

- 6.24 National policy sets out that local plans should reduce risk from coastal change by avoiding inappropriate development in vulnerable areas and not exacerbating the impacts of physical changes to the coast.
- 6.25 Core strategy policy CS13 directs development away from areas at risk of flooding or coastal change. The Great Yarmouth Local Plan Part 2 identifies a Coastal Change Management Area⁸ in Policy GSP4 and this includes part of Hemsby. New development is restricted in this area and Policy E2 in the Local Plan Part 2 sets out criteria for the relocation of residential and commercial development from within the Coastal Change Management Area, to sites both outside and inside the development limit.
- 6.26 This Neighbourhood Plan does consider it important to reflect the increasing pressures from climate change on coastal erosion and would like to support residents and businesses affected by enabling the roll-back or relocation of properties. Almost 70% of people in consultations for the Neighbourhood Plan supported a relocation policy for homes beyond the Coastal Change Management line, and 60% supported relocating businesses.
- 6.27 As part of developing the Neighbourhood Plan, an effort was made to identify land that could be safeguarded⁹ for rollback or the relocation of homes or businesses from the Coastal Change Management Area. It was felt that this would provide greater certainty and focus than the general criteria-based policy in the local plan.
- 6.28 One landowner did express an interest and put forward a site within the call for sites consultation in October 2021. The site is currently used for arable purposes as Land off Waters Lane. However, as detailed in the site assessment was rated Red for conflicting with Policy 16 of this plan, and excluded following consultation with the community.
- 6.29 There is also considerable community effort, mainly by the Save Hemsby Coastline group, to identify an appropriate sea defence and raise the funding. The Borough Council has indicated that the proposed rock berm defence accords with current policy and guidance and is supported in principle, but is subject to securing planning permission. If this is successful, then it could slow down the rate of erosion and so buy some time. The rate of erosion is uncertain anyway, and the added uncertainty as to whether additional sea defences will be implemented makes any forecasting very difficult.

⁸ Coastal Change Management Area: An area identified in plans as likely to be affected by physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion.

⁹ Protected from other inappropriate development

Community Action 1: Support for properties at risk from coastal erosion

A focused review of the Hemsby Neighbourhood Plan will be triggered if:

Three years after the adoption of this Neighbourhood Plan, the sea defences being progressed have not been implemented and are unlikely to be implemented; and

- a. A willing landowner makes appropriate land available to be safeguarded with a view to enabling properties to be relocated from the Coastal Change Management Area; or
- b. Funding is made available for the procurement of sufficient land for this purpose.

7. Infrastructure

- 7.1 New development such as housing can trigger the need for infrastructure. The National Planning Policy Framework states that local plans should make sufficient provision for infrastructure requirements including transport, waste management, water and energy supply, flood risk. In addition to the provision of community facilities such as libraries, schools and other cultural infrastructure. Planning cannot, however, address existing or historic infrastructure capacity issues, only the impacts associated with additional development.
- 7.2 According to the Borough Council's Core Strategy the definition of infrastructure is wide and includes a range of services and facilities provided by both public and private bodies. Infrastructure needed to support the delivery of development is of three main types:
- Physical such as transport (roads, pavements), flood management, water supply, broadband and telecommunications, and sewage;
 - Social such as schools, healthcare, affordable housing, and community facilities; and
 - Green such as open space and habitat.
- 7.3 Development needs to be delivered with adequate infrastructure in place and ensuring that any negative impacts of development can be mitigated. Developers are often required to contribute to the infrastructure. Statutory agencies, such as Anglia Water, are also responsible for meeting their statutory obligations and responding to growth by ensuring sufficient capacity is made available. As part of developing this Neighbourhood Plan residents raised concerns about the reliability of some infrastructure services in Hemsby, including electricity and water.
- 7.4 There are instances where the cumulative impacts of development requires more strategic infrastructure, such as a new link road or bypass, or a new medical centre. Indeed, a lot of social and physical infrastructure is planned more strategically as part of the local plan as the need is determined on a much larger scale than the parish or neighbourhood plan level. Other agencies look at the overall level and distribution of growth across the borough (and even wider) and try to identify what it means for their services. The Borough Council has prepared an Infrastructure Plan to support the implementation of policies in the Local Plan. The Infrastructure Plan assesses the existing networks of service provision, establishes current capacity problems, looking into future investment plans by the service providers and assessing additional infrastructure that will be needed as a result of the amount and location of new development proposed by the Core Strategy.
- 7.5 Growth in Hemsby and the surrounding villages is expected to have an impact on education capacity. Hemsby Primary School does not have the potential to be expanded within its current footprint. Financial contributions will be expected from developments toward increasing early years (pre-school) capacity as well as towards increasing capacity at Ormesby Junior School given there is little scope for expanding Hemsby

Primary School. This means that additional education needs created by housing growth in Hemsby will be absorbed by additional capacity elsewhere.

- 7.6 Medical facilities are also considered at a much larger scale than the parish. Financial contributions will be secured from developments to expand capacity at some existing facilities elsewhere in the borough as well as provide a new medical centre at Caister. Contributions will also be secured for other services such as libraries and fire and rescue.
- 7.7 The provision of community centres and communal rooms across the borough is generally good. The average standard of provision is 140sqm per 1000 people. Most of the rural villages have in excess of that provision. This includes Hemsby which has 351sqm per 1,000 people. However, this does not necessarily reflect specific demographic needs, and consultations have identified that facilities specifically for younger people are needed.
- 7.8 Utilities include water supply, wastewater collection and treatment, gas distribution, as well as electricity generation and distribution. There are no capacity or connectivity issues in the borough with respect to gas or electricity. There are also no critical or strategic water utility infrastructure requirements which need to be provided over the lifetime of the Great Yarmouth Local Plan Part 2. There might be localised water infrastructure issues related to specific developments, however. Such network improvements (on-site and off-site) are generally funded/part funded through developer contributions and the cost and extent of the required network improvements will be investigated and determined at the planning application stage. The network functions as a combined system (taking in both surface and foul water), and so therefore where possible, sustainable drainage systems (SuDS) should be implemented within the design of housing schemes to help remove surface water from the water recycling system, thereby protecting its capacity. The requirement for SuDS is national policy but is emphasised by **Policy 12** on Surface Water Flooding in this Neighbourhood Plan.
- 7.9 As indicated by the issue of SuDS, sometimes infrastructure is needed that is specific to a particular site, such as a new footway, improvement to a particular habitat, highway access, or a new connection to the foul water system. Policy I3 in the Local Plan Part 2 requires foul drainage provision and connections. This is normally addressed during the planning application process. New development will be expected to meet its own physical infrastructure needs. If the site is allocated in the local plan or the neighbourhood plan, these requirements can be set out as part of the policy too. Core strategy policy CS15 in the Great Yarmouth Local Plan covers the need for new infrastructure to be provided as part of growth and new development.
- 7.10 Broadband was raised as a local issue. Improvements to telecommunications, particularly Broadband speed, would be supported by the community and would be seen as beneficial to the economy. The 2011 Census shows that a number of people work from home and this is likely to have increased as a result of the Covid-19 pandemic. Policy I2 in the Great Yarmouth Local Plan (2021) and DM19 in the Local Plan for the Broads support new and improved telecommunications infrastructure. This

includes new developments needing to provide superfast broadband. Broadband Fibre to the Premises (FTTP) is the best way of provided super-fast broadband.

Community Action 2: Working with broadband providers

The parish will work with providers to secure improvements to broadband speeds.

- 7.11 Improved access to and provision of medical facilities in Hemsby was commonly raised during consultation exercises. Hemsby does have a medical centre, which is part of the Coastal Village Surgeries, and located in Kings Court in the village centre. Although Great Yarmouth Local Plan does not identify a need for an extension or improvements to Hemsby Medical Centre, with the level of planned housing growth, particularly redevelopment of the Pontin's site, residents are concerned that there will be additional pressure on this facility, which will lead to lack of availability. There are also issues, as detailed elsewhere in this Plan, in relation to parking outside the centre.

Policy 4: Hemsby Medical Centre

Proposals for expansion of Hemsby Medical Centre will be supported in principle.

- 7.12 Neighbourhood plans can play a key role by ensuring that infrastructure improvements, including by developers, are part of a cohesive plan rather than being piecemeal. For example, although any habitat improvement is useful, it is more useful if it is part of a network of nature sites and links. Similarly, an improvement for cyclists should be part of an identified cycle network. The following sections set out the neighbourhood plan's approach to ensuring such co-ordinated and cohesive infrastructure improvements.

8. Transport

8.1 Better facilities for public transport, walking and cycling, alongside a reduction in car traffic can create many benefits. This includes improved health, air quality and nicer public spaces. Alongside this these measures will help to meet environmental commitments. Latest figures indicate that the transport sector is responsible for approximately 34%¹⁰ of all CO₂ emissions, so reducing car usage can bring significant savings. In relation to health, Hemsby is amongst the most deprived neighbourhoods in the country, as determined by the health domain of the Index of Multiple Deprivation 2019¹¹. Achieving improved sustainable travel infrastructure and promoting its use are important measures to support improved health outcomes for the community and address inequality.

Walking and Cycling

8.2 Plans to improve walking and cycling connections support a low carbon economy and the health and wellbeing of residents by removing barriers to sustainable travel. The importance of walking or cycling for recreation is also recognised, and many comments were received in relation to this as part of consultation exercises.

8.3 There is significant opportunity to increase walking and cycling across the plan area. The area is fairly flat, so suitable for cycling. Almost a fifth of residents indicate that they travel less than 5km to work. Although the car is the most dominant mode of travel to work, just over 10% of people already walk or cycle¹². There are currently barriers to walking and cycling in the parish, such as busy roads, lack of signage and narrow or lacking footway.

8.4 There is an increasing trend for people to work from home as a result of the Covid-19 pandemic, and therefore many residents are now making use of their local shops and services on a more regular basis. The popularity of cycling has also risen sharply and nationally the government is promoting improvements to cycle infrastructure to support this.

8.5 The National Planning Policy Framework (Section 9) supports sustainable transport, including making walking and cycling access integral to design of new development. Great Yarmouth Local Plan Part 2 identifies the need to provide necessary infrastructure to support development through policy GPS8, including for pedestrians, and safeguards potential strategic cycling and pedestrian routes in policy GSP7. One of the strategic pedestrian and cycle routes links Hemsby with Ormesby.

8.6 NPPF chapter 9 supports walking and cycling being integral to design considerations. Also, development should maximise opportunities to promote walking and cycling.

¹⁰ HM Government (2020)

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/875485/2019_UK_greenhouse_gas_emissions_provisional_figures_statistical_release.pdf

¹¹ https://dclgapps.communities.gov.uk/imd/iod_index.html

¹² 2011 Census Data, www.nomis.web

8.7 GYBC Core Strategy Policy CS1 supports walking and cycling. CS17 also supports sustainable transport and reducing the need to travel.

8.8 A review of walking and cycle provision within the parish indicates:

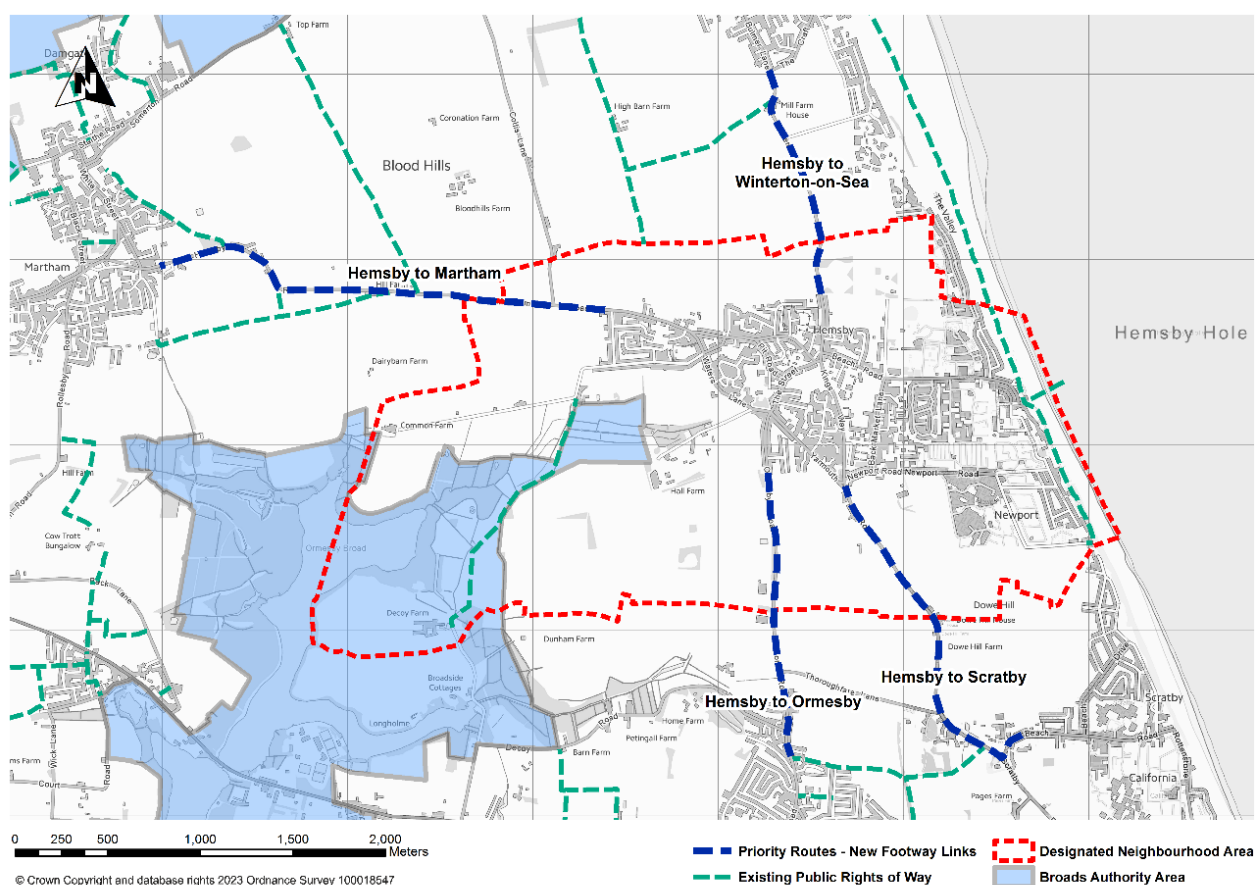
- Some footways are quite narrow;
- There is a lack of dedicated cycle routes and residents would like to see more;
- Some public footpaths have been lost over time and many of the paths used now are permissive along field margins;
- There is a lack of infrastructure such as footpaths linking Hemsby with surrounding villages where many residents travel to access services, with people having to walk in the road;
- Much better signage is needed.



Example of the narrow footway on Waters Lane

8.9 At consultation there was strong support for improving walking and cycling links. Improving links to nearby villages was most commonly suggested by residents in terms of where to focus action. It is only around 1.5 miles to Ormesby St Margaret and Winterton-on-Sea, and both are common destinations for residents accessing services. Some families in Hemsby send their children to Ormesby Primary School and this is increasingly likely as the village grows with the new Pontin's development receiving approval for 190 new homes together with tourism and retail facilities – some year groups are at capacity at Hemsby Primary School. A better and safer route to Ormesby is therefore essential. The road routes connecting the villages are busy and dangerous, and increasingly so during holiday season, and footpaths are currently lacking.

Figure 2: Priority Routes between Hemsby and Neighbouring Villages



8.10 The plan identifies four priority routes for improvement between Hemsby and nearby villages, see **Figure 2**:

- Along Ormesby Road to Ormesby St Margaret
- Along Winterton Road to Winterton-on-Sea
- Along Martham Road to Martham
- Along Yarmouth/Scratby Road to Scratby and California

8.11 The community would like these routes to be available to all, meaning families, cyclists, mobility scooters, wheelchair users and others. The preference is for routes along field margins adjacent to the roads. This will provide improved access as well as recreational opportunities, with access to not only other villages but green open space, which has so many physical and mental health benefits. The top priority is delivering a safe accessible route to Ormesby. This was supported by 75% of residents who responded to a survey as part of developing this plan. A route between Hemsby and Ormesby along the old railway line is also recognised as one of the potential strategic cycling and pedestrian routes in the Great Yarmouth Local Plan Part 2, as defined in the

Policies Map for both Ormesby and Hemsby¹³. Though it should be noted that this would not create a complete footpath.

Community Action 3: Improving walking and cycling routes between Hemsby and neighbouring villages

Opportunities will be sought to establish accessible walking/cycling routes along field margins between Hemsby and surrounding villages, with a route to Ormesby St Margaret a top priority. This will be achieved mainly by working collaboratively with nearby parishes and local landowners, especially farmers, to support better public access for all. Delivery should aim to create improved habitat adjacent to the routes.

8.12 This policy will need both funding and the support and cooperation of local landowners. Opportunities for this will be varied, but a key one will be the Agriculture Act 2020. This sets out that farmers may be given financial assistance for:

- Managing land or water in a way that protects or improves the environment; and
- Supporting public access to and enjoyment of the countryside, farmland or woodland.

8.13 This provides an excellent opportunity for the implementation of this community action. Making use of field margins would enable access without using the busy and narrow country road network. There may be concerns that opening routes for public access could have the unintended consequence of people wandering onto the farmland. A solution could be a clear separation of the public access routes from the farmland by means of new or improved planting which also provides wildlife habitat.

8.14 Most existing walking and cycling trips are likely to take place within the village as this is where people live and where local services and facilities are. It is also currently easier, with existing footways and the 30mph speed limit making these travel options safer and more attractive. This is where most new housing will be delivered – including the former Pontin's site, and so the number of people who will have good sustainable access to the local facilities will increase. Importantly, new developments also present opportunities to provide the necessary sustainable transport infrastructure improvements. For the purpose of the below policy, major development takes the definition from national planning policy, that being development where 10 or more homes will be provided, or where the site has an area of 0.5 hectares or more.

Policy 5: Walking and Cycling Improvements

New major development should provide suitable new or improved links to the network of footways, cycleways, and cycle parking in the built-up area of Hemsby to ensure that new and existing residents can have good sustainable access to services and facilities.

¹³ https://www.great-yarmouth.gov.uk/media/5069/Policies-Inset-Map-4-Hemsby/pdf/Inset_Map_4_Hemsby.pdf

Good sustainable access by walking will include consideration of personal security and whether the route to key services and facilities is well-lit by street lighting. Where it is reasonable to do so, new major development will be expected to support sustainable access by introducing street lighting on key walking routes. Any lighting should be well designed, to conserve and enhance dark skies in the Broads which is an intrinsically dark landscape.

Where appropriate and necessary development proposals adjacent to any of the priority routes shown in Figure 2 should support their improvement in line with creating safe, accessible, all-weather routes.

- 8.15 Developments will be expected to take all reasonable opportunities to provide for safe and convenient pedestrian and cycle access. This could include providing new or enhanced facilities as well as improving the physical condition of existing facilities. This is especially important for any development related to the school in the event of expansion.
- 8.16 Residents and visitors in Hemsby could feel unsafe after dark in poorly lit areas. As well as being an issue for safety, this could deter people from walking, contrary to the aims of the plan. A new government initiative, the Tackling Violence Against Women and Girls Strategy, cites the need for improved street lighting.
- 8.17 There is evidence from the consultations that local people support improved street lighting, especially in particular locations such as Back Market Lane and Newport Road to Kingsway, and this is in relation to feelings of safety, or lack of it. The Hemsby Design Codes require the provision of street lighting as part of new residential development in the built-up area of Hemsby, but this risks leaving existing issues. **Policy 5** above on Walking and Cycling Improvements should help to address this where linked with a particular new development, but there are non-planning ways for the community to improve street lighting. The Government initiative referenced above promotes a new fund to which communities can make applications. In implementing this locally, through planning or otherwise, schemes will need to be designed in a manner that protects the intrinsically dark skies of the Broads.

Community Action 4: Street Lighting

New street lighting will be acceptable on walking and cycling routes, and around bus waiting facilities, where this is shown to be of benefit in terms of promoting greater use of those facilities, especially through supporting feelings of safety and security.

Where feelings of personal security is an issue, new street lighting will be supported and this includes the following locations as a priority:

- Back Market Lane
- Newport Road to Kingsway

All street lighting must be well designed to conserve and enhance dark skies associated with the Broads.

The use of new street lighting in or adjacent to Green Corridors will only be acceptable if it can be shown that it will not harm the purpose of the Green Corridors in supporting wildlife.

Bridleways

8.18 Although there are no bridleways currently in Hemsby, there are aspirations to provide off road riding for the horse riders of the village. There are two equestrian livery yards within the village alongside private horse fields. In other villages such as Martham and Ormesby farmers have set aside field margins to support this alongside walkers. This supports rural life and the livery yards employment. The main fields of focus are those around Martham Road across to Winterton Road and the fields between Hemsby and Ormesby. Both of these would support linking up with set aside field margins in Martham and Ormesby.

8.19 There is an intention to work with the Broads Authority, who have powers to create Bridleways and upgrade local footpaths. Where the landowner is willing, a dedication agreement will be established and Norfolk County Council, as the highway authority, will be involved to create a legal event order and add it to the definitive map and statement.

Community Action 5: Bridleways

The community will work with local landowners, the Broads Authority and Norfolk County Council to identify and create bridleways within Hemsby parish, with particular focus on creating links with existing livery yards within the village.

Public Transport

8.20 Hemsby is currently served by a number of bus services that provide access to nearby villages and towns such as Great Yarmouth and Martham, mainly service number 1 and 1a (Coastal Clipper) by First Group.

8.21 To some residents these routes are lifelines, connecting them with higher order settlements including Great Yarmouth where there are onward travel opportunities to places such as Norwich. Bus services are also used by visitors to the parish. Their retention is important, alongside measures to encourage their use, which is essential in promoting a lower carbon economy and shift away from private car travel. With more people living in the village as a result of planned housing growth, investment in bus services and waiting facilities such as shelters, stops and information will be required. Existing shelters must be upgraded where appropriate, new stops and shelters installed, and support for more frequent services to key destinations sought. These measures are a critical part of ensuring bus travel offers a viable alternative to the private car.

8.22 Feedback from the community indicates they feel that the bus infrastructure being planned as part of emerging developments is not adequate. The proposed bus stop in Kingsway as part of the Pontin's development is not considered to be large enough to meet the needs of current and future residents in that area.

8.23 Section 9 of the National Planning Policy Framework sets out that in addition to locating new development in sustainable locations, opportunities to promote public transport are identified and pursued as part of development proposals. The Great Yarmouth Local Plan Part 2 requires larger housing developments to have streets designed to accommodate public transport as part of Policy A2: Housing Design Principles.

Policy 6: Public Transport Improvements

New major development likely to result in a significant increase in travel demand should, where appropriate, contribute to more frequent bus services to key destinations and improved bus waiting facilities, including new and upgraded stops and shelters, waiting areas with good quality seating and timetable displays and areas for people to leave mobility scooters and wheelchairs where possible.

Car Parking

8.24 Consultations on the Neighbourhood Plan identified a concern regarding the management of residential parking and parking provision.

8.25 It is now widely recognised that restricting the off-road space to park vehicles at home does not restrict car ownership, but instead leads to indiscriminate on-street parking.

8.26 The National Planning Policy Framework and Planning Practice Guidance now discourage the use of *maximum* parking standards unless clearly justified. The County Council's 2007 *Parking Standards for Norfolk* are therefore now out-of-date as guidance as these apply maximum standards. In light of the level of car ownership in the Parish, the modest public transport provision, and limited availability of local services and facilities, the use of minimum parking standards, where possible, in this Neighbourhood Plan is fully justified.

8.27 Evidence in Hemsby indicates that insufficient off-road parking in new developments has led to unplanned on-street parking, with consequences for the flow of traffic and safety, especially regarding pedestrians and cyclists.

8.28 The average number of vehicles per household in 2011 was 1.4. There were signs that this was increasing, and assuming the increase in ownership continues during the plan period, it is estimated that by 2041 it will be nearer two vehicles per household on average. Whatever minimum parking standards are adopted, it should result in the provision of an average of two vehicle spaces per household; fewer than this would result in too much on-street parking and more than this would be excessive.

Policy 7: Residential parking standards

New residential development should where practicable and feasible provide sufficient off-road vehicle parking to avoid significant impacts on traffic flows.

Where sufficient off-road parking cannot be provided or where there is a potential for on-street parking to occur because of the needs of visitors, streets will need to be designed to safely accommodate some on-street parking, which may include formal parking facilities such as laybys.

Landscaping should be used to avoid car parking being obtrusive in the street scene. Well-designed on street parking schemes on through routes that can be shown to function as informal traffic calming measures will be supported.

8.29 Consultations also highlighted some issues around non-residential parking, notably at the medical centre and at Kingsway.

Policy 8: Public car parking

Proposals that provide additional public off-road parking around the Medical Centre and Kingsway will be supported.

9. Tourism

9.1 Hemsby is known for its sandy beaches, family friendly bucket and spade holidays and its nostalgic appeal. In the 1920s one of the first UK holiday parks opened here. Recently it was voted as having the third most popular beach in the country¹⁴. As a result, it is an important tourist destination, and a large part of the area is dedicated to the tourism industry. Whilst this importance is self-evident, it is confirmed in the 2019 Economic Impact of Tourism Report for Great Yarmouth¹⁵ and the surrounding area. This found that tourism in the wider area, including Hemsby, accounts for a Total Tourism Value of £648,617,728, and 37% of employment. The importance of tourism for Hemsby can hardly be over-estimated.



9.2 The eastern part of the area towards the seafront is characterised by a very large cluster of holiday accommodation, stretching from the historic village core eastwards to the North Sea coastline. The capacity of this area makes Hemsby one of the largest coastal resorts in Norfolk and the East of England. The retention and enhancement of the tourism economy is key for the Neighbourhood Plan because much of Hemsby's employment and prosperity stems from the influx of visitors.

9.3 The closure of the Pontin's site in 2008 had a considerable impact on tourism in Hemsby with a reported decline in business over the following years during the nationwide recession. Despite the loss of the Pontins site, now allocated for mixed use, residential, tourism and leisure, Hemsby remains a popular seaside destination for tourists with a good range of facilities, eateries, shops and amusements, which are predominantly seasonal. These are clustered along Beach Road. Visitors and residents alike love the sandy beach at Hemsby and Newport, which is sheltered by the sand dunes. There is a wide selection of holiday caravan and chalet parks with direct access to the beach.

¹⁴ www.holidaycottages.co.uk survey, 2021

¹⁵ <https://gyta.com/?download=5526>

- 9.4 Most of the holiday accommodation in Hemsby consists of self-catered units on holiday parks. These typically take the form of 'chalets', small single storey buildings typically large enough to host one family. The chalets are run by holiday park companies which provide basic utilities and security but generally do not offer in-person hospitality services.
- 9.5 Hemsby largely appeals to families and its offering is currently geared towards this sector, such as providing facilities for children including playgrounds and amusement rides. However, the family sector is highly seasonal because of school terms. Appealing to different sections of the tourism market, including local day-visitors, would improve the resilience of the tourism sector and ensure that it becomes attractive year-round. The Broads, which has equivalent status of a National Park, extends into the neighbourhood plan area, and Hemsby could become a gateway into the Broads for visitors. Day visitors would ease economic issues caused by seasonal employment because some of the holiday accommodation is likely to still have quiet periods during cold weather or school term-time. The Neighbourhood Plan would like to support a diversification of tourism both in terms of facilities and accommodation type with a view to making it less dependent on that peak summer holiday period.
- 9.6 In the adopted Local Plan Core Strategy Policy CS8 is relevant. Policy CS8 (Promoting Tourism, Leisure and Culture) encourages new, and the enhancement of existing, tourist facilities generally, including outside of the holiday accommodation area. This includes traditional tourism offers but also facilities and opportunities related to culture, heritage, the arts, the natural environment, and education. CS8 encourages habitat-based tourism. Policy SP16 of the Broads Local Plan has a similar objective.
- 9.7 The Great Yarmouth Local Plan policies provide considerable protection of the designated Holiday Accommodation Area of Hemsby. The Great Yarmouth Local Plan Part 2 identifies the eastern part of the parish as a Holiday Accommodation Area in the Hemsby Policies Map. Policy L1 sets out the council's aims in relation to this area and the uses and development that will be encouraged and permitted. It sets out clear criteria that resists the loss of tourism accommodation in the Holiday Accommodation Area, but not elsewhere in the parish. However, Policy L2 does allow some flexibility to the expansion or creation of new tourist facilities outside of the Holiday Accommodation Areas or Development Limits if they meet the criteria set out in this policy. As well as this, Policy C8 of the GYBC Core Strategy offers some protection for accommodation outside of the Holiday Accommodation Area by referring to viability, the Neighbourhood Plan would like to strengthen this, especially by expanding on the matter of viability, given the importance of tourism and the potential growing importance of tourism away from the Holiday Accommodation Area. **Policy 9** below therefore aims to protect such accommodation that is outside of the Holiday Accommodation Area and would work in addition to Policy L2 providing more flexibility to new or existing tourist facilities.
- 9.8 Another relevant factor is the East Marine Plan, which as stated in the NPPF (2021) Para 170 "*coastal areas should take account of the UK Marine Policy Statement and Marine*

Plans". The East Marine Plan (2014)¹⁶ covers the Hemsby area and this falls within the character area 3- East Inshore. The East Inshore Marine Plan is a statutory document and has policies in place to support marine sustainable development including supporting economic growth (EC1, EC3) and consideration to tourism and recreation areas such as healthy beaches, good water quality and recreational boating routes (TR1, TR2, TR3). Since Hemsby is a seaside town with strong connections to tourism and recreation, it is important for planning applications which will come forward to support tourism on land, also pays attention to the east marine policies regarding the local marine environment too. Policy TR3 in particular states *"Proposals that deliver tourism and/or recreation related benefits in communities adjacent to the East marine plan areas should be supported."* TR3 gives effect to the Marine Policy Statement (3.11.5¹⁷) in proactively supporting tourism development including but not limited to:

- The general diversification of activities, particularly where they are accessible all year round.
- Adding to or improving existing tourism facilities and opportunities such as visiting heritage assets or areas of historic environment
- Sustainable tourism and recreation activities which incorporate improvements in the quality of the natural environment.

9.9 **Policy 9** also aims to support new tourism accommodation. Where new accommodation is permitted appropriate planning conditions will be applied to ensure the facility is genuinely available for holiday lettings, and to help manage any adverse impacts on the environment and the character and appearance of the countryside. Typically, these will take the form of a requirement for the removal of temporary structures at appropriate intervals, and holiday occupancy conditions placed on un-serviced holiday accommodation or sites. The Borough Council sets out its requirements for marketing evidence for tourist accommodation in the supporting text of Policy L1 in the Local Plan Part2.

Policy 9: Tourist Accommodation

The loss of holiday accommodation within the parish will only be acceptable in specific circumstances where the current use is demonstrated to be unviable due to:

- a. Vacancy of the accommodation of at least a one year period; and
- b. Marketing of the site for tourist accommodation or an alternative tourist use for at least a one year period; or
- c. The viability of an alternative tourist-related use of the site.

Proposals for new tourist accommodation will be supported where they are for short stay occupation on a rented basis for a substantial period of the year, not occupied on a continuous basis by the same people, and not used as a second home or for the main residence of the occupiers.

¹⁶ Marine Management Organisation. (2014). East Marine Plans. Source: [East Inshore and East Offshore Marine Plans \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/298441/East_Marine_Plans.pdf)

¹⁷ HM Government. (2011). UK Marine Policy Statement. Source: [10164_Marine Statement_Cov.indd \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/298441/10164_Marine_Statement_Cov.indd.pdf)

Any tourist accommodation should be of similar quality of design to residential dwellings.

9.10 One of the aims of the local plans is to support year-round, sustainable tourism, which is also an aim of this Neighbourhood Plan. Policy CS8 of the GYBC Core Strategy aims to safeguard key tourism assets, this appears to be mainly those in Great Yarmouth. Policy L1 in the GYBC Local Plan Part 2 aims to resist the loss of existing tourism uses in the designated Holiday Accommodation Area. Although there are clear criteria in relation to resisting the loss of holiday accommodation in the Holiday Accommodation Area, there are no criteria for resisting the loss of tourism facilities, and there are no policy criteria to resist the loss of such facilities outside of the Holiday Accommodation Area. This presents the Neighbourhood Plan with an opportunity to set out how the loss of tourism facilities will be resisted.

9.11 The loss of facilities is genuine. Recently a restaurant, amusement arcade and retail outlet was lost, and replaced by a car park as shown below.



Policy 10: Loss of Tourism Facilities

The retention of existing tourism facilities in the parish will be strongly supported. Proposals leading to the loss of an existing tourism facility to a non-tourism use will only be permitted where it is demonstrated that:

- a. It is to be replaced by a tourism facility of equal or greater quality in a suitable location; or
- b. The area currently served by the tourism facility would remain suitably provided for following the loss; or
- c. It is no longer viable or feasible to retain the premises in a tourism use, is supported by clear and robust evidence including a viability or feasibility assessment as appropriate.

- 9.12 During the first Neighbourhood Plan consultation exercise there was strong support from residents for more entertainment, eco-tourism and year-round opportunities. These were seen to help support the local economy as well as offering events and activities for residents to enjoy. The impact of Covid-19 also means that staycations will be popular in the coming years and the village will benefit from catering for additional tourists that may usually travel abroad.
- 9.13 Hemsby has a rich variety of history (see **Heritage Section**), from its Viking origins to the World War II defences which can still be found on the beaches. **Community Action 6** will allow for the delivery of a Wayfinding project, linking walking routes with heritage as part of the tourism offer in Hemsby. This will celebrate Hemsby's historic areas, notable figures, past archaeological discoveries and wildlife and include photographs and stories from local residents. It's important to retain these elements of our cultural heritage where they remain whenever possible so that these important aspects of our heritage are not lost to future generations and are promoted to further our own understanding of our local history and in attracting tourists who want to learn more about this special historic culture.
- 9.14 The village would also like to promote more open-air entertainment. In the past Hemsby has hosted a range of successful outdoor festivals, such as the steam fair at Highfield Equestrian Centre, Herring and Lifeboat days on the beach, and a Viking Festival. More recently there have been other activities, sometimes driven by local farmers diversifying; Hirsty's Family Fun Park offers attractions such as a maize maze, an outdoor amusement park, play equipment, cafe and seasonal Halloween activities. Elsewhere there has been an open air cinema. Farm diversification will need to be encouraged as a key area for tourism growth.
- 9.15 Tourism locally will also be supported by the wider policies in this Neighbourhood Plan. An improved natural environment and better accessibility to the natural environment, as well as development of a good cycle and walking network that links with the key holiday areas and places of interest will contribute to the overall tourism offer. **Community Action 6** (below) on wayfinding and heritage assets will also provide a visitor attraction. The preservation of existing heritage assets (see **Policy 20**) will also support this culture-based tourism offer.
- 9.16 Development proposals which can demonstrate a contribution towards enhancing sustainable tourism will be viewed favourably.

Policy 11: Tourism

The following development proposals which promote Hemsby as a visitor destination will be supported in principle:

- a. Those which facilitate the attraction of day visitors;
- b. Supports the appreciation and understanding of the heritage and history of the parish;
- c. Promotes the use of walking and cycling within the village and the wider area;
- d. Provides for year-round tourism rather than seasonal; or

- e. Promotes open air events within the village.

Proposals for tourist facilities in the countryside will be supported where the proposal supports farm diversification and subject to demonstrating that the use needs to be located in the rural area and that other impacts, such as on landscape, are acceptable.

Community Action 6: Heritage Wayfinding

A sign-posted network of routes for people walking and cycling will be identified that links together the key heritage and wildlife assets within the parish

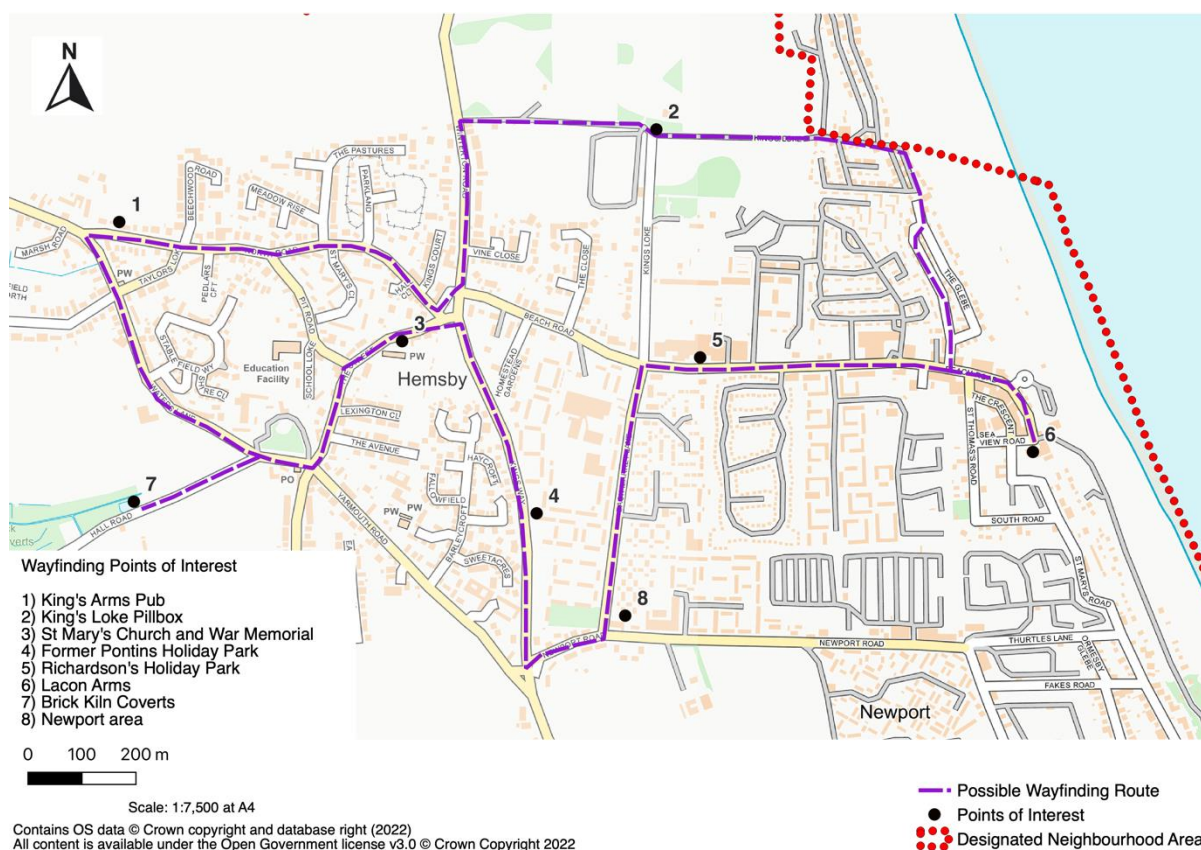


Figure 3: Example of a way finding map which could be used to support Community Action 6.

10. Flood and Water Management

- 10.1 Flood risk from rivers is covered comprehensively in the National Planning Policy Framework chapter 14. This also considers the approach to surface water management, with a focus on Sustainable Drainage Systems (SuDS). Core strategy policy CS13 directs development away from areas at risk of flooding or coastal change. This policy also covers the approach to developments managing surface water flood risk and use of SuDS.
- 10.2 Policy SP2 (Strategic flood risk policy) and DM6 (surface water run-off) of the Broads Local Plan set out requirements for managing flood risk and the use of SuDs, whilst policy DM5 limits development that can be allowed in flood risk areas.
- 10.3 Hemsby is identified as a Critical Drainage Catchment (CDC) in the Great Yarmouth Strategic Flood Risk Assessment. This is a discrete geographic area (usually a hydrological catchment) where multiple and interlinked sources of flood risk (surface water, groundwater, sewer and/or river) often cause flooding during severe weather thereby affecting people, property, or local infrastructure. The purpose of identifying a Critical Drainage Catchment is to acknowledge that all matters relating to drainage in that catchment have an effect on the downstream risk to people, property, and infrastructure. This identification is important to ensure that every opportunity is taken to reduce this downstream risk throughout the catchment, not just in the immediate areas at risk of flooding. It does not mean that all properties are at a high risk of flooding. As a consequence, the settlement is reliant on a pumping station to reduce the risk of flooding.
- 10.4 Evidence from the Great Yarmouth Strategic Flood Risk Assessment¹⁸ indicates that Hemsby has one of the highest recorded flood incidents in the borough, NR29 4 being one of the most frequently flooded postcodes. Mapping shows surface water flood risks consist predominantly of pockets of water ponding on roads, gardens and other open spaces throughout the village. In the 0.1% AEP event, an overland flow route begins to affect properties off The Street and Waters Lane and in the vicinity of Common Road. Areas also known for flooding locally include Yarmouth Road, Waters Lane and Winterton Road. There is additional sporadic flooding to properties across the settlement.
- 10.5 This is also the experience of residents who have provided photos of surface water flooding in Hemsby:

¹⁸ [https://www.great-yarmouth.gov.uk/media/2649/Great-Yarmouth-SFRA-Level-1-Report/pdf/2017s5962_Great_Yarmouth_SFRA_Final_v2.0_\(2\).pdf](https://www.great-yarmouth.gov.uk/media/2649/Great-Yarmouth-SFRA-Level-1-Report/pdf/2017s5962_Great_Yarmouth_SFRA_Final_v2.0_(2).pdf)



- 10.6 According to Lead Local Flood Authority datasets (extending from 2011 to 6 June 2022) there have been 63 records of internal flooding and 31 records of external/anecdotal flooding in Hemsby. In their feedback to the Regulation 14 consultation on the pre-submission draft of the Neighbourhood Plan the Flood Authority highlight the importance of considering surface water, ground water, and flooding from ordinary watercourses within the plan in the best interests of further development in the area.
- 10.7 A list of locations that frequently flood within the plan area include:
- Waters Lane, meeting The Street, adjacent the Post Office
 - Beach Road meeting Winterton Road
 - Yarmouth Road to Kingsway
 - Newport Road
 - Waters Lane / Hall Road
 - Martham Road / Mill Road
- 10.8 Strategic policies in the National Planning Policy Framework and local plans seek to minimise development in areas at risk from flooding, and reduce the risk of flooding associated with development, both on the development site and elsewhere. The Neighbourhood Plan aims to strengthen the recognition of local flood issues and ensure these are adequately considered in future planning proposals. The plan also seeks to ensure SuDS are incorporated as both an effective way of reducing runoff rates and delivering wider biodiversity, water and public amenity benefits.
- 10.9 Drainage systems can contribute towards sustainable development and improve places where people live and work. Approaches to manage surface water that take account of water quantity, quality, biodiversity and amenity are collectively known as SuDS. Traditionally piped drainage networks convey water much more quickly than natural processes. Flooding can occur when housing and other development such as paving increases the volume and speed of run-off. SuDS seek to manage rainfall in a way similar to natural processes, by using the landscape to control the flow and volume of surface water, prevent or reduce pollution downstream of development and promote recharging of groundwater. Natural vegetation, including trees, in SuDS helps attenuate flows, traps silts and pollutants and promotes infiltration.
- 10.10 There has been concern locally regarding the number of attenuation ponds that are simple open bodies of water, without any complementary planting or other measures that either soften their visual impact to improve them aesthetically or make better use of the habitat or amenity potential.
- 10.11 The use of SuDS will help to reduce the risk of surface water and sewer flooding and have wider benefits. The CIRIA¹⁹ guidance (or successor documents) provides useful information about integrating SuDS and biodiversity. In general, when seeking to implement SuDS schemes, developers should adhere to the guidance given in Anglian

¹⁹ <https://www.susdrain.org/resources/ciria-guidance.html>

Water's publication *Towards Sustainable Water Stewardship – A Sustainable Drainage Systems Adoption Manual* and the LLFA's *Guidance for Developers*.

- 10.12 Drainage ditches and dykes play a key role in flood management and better maintenance and care would improve their functionality. Through development of this plan, a lack of maintenance of some ditches has been a concern of residents and the link between this and flood events has been raised. Locally there is a desire to work with local landowners and statutory agencies to address this, which is reflected in **Community Action 7**.

Policy 12: Surface Water Flooding

New development proposals should have due regard to the risk of surface water flooding within the neighbourhood area. Where attenuation ponds are necessary they should be well designed to minimise risks to public safety, mitigate their visual impact and create additional habitat where possible.

Community Action 7: Maintenance of Drainage Ditches

The Parish Council will work proactively with landowners and statutory agencies, such as the Lead Local Flood Authority, to ensure that drainage ditches are properly maintained with a view to ensuring that they continue to play their role in the management of flood risk.

11. Natural Environment

- 11.1 Legislation and the National Planning Policy Framework (Chapter 15) affords considerable support for protecting and enhancing key landscapes and areas of value in terms of biodiversity. This includes the need for biodiversity net gains in developments, including through green infrastructure networks. Paragraph 174 supports the mapping of ecological assets and networks, including for enhancement and creation. Trees are recognised to make an important contribution to character and quality, and support climate change mitigation. Opportunities should be taken to incorporate trees in developments, with existing trees retained and new trees planted, streets should be tree lined. Furthermore, paragraphs 98-103 of the National Planning Policy Framework cover protection of existing green open spaces and creation of new ones. Of critical importance in achieving this is ensuring the 'right tree in the right place'. It is not as simple as planting trees in any space available, careful design and planning to get the right species in the right place will create a positive impact and where possible new planting should be targeted where there are existing trees and hedges.
- 11.2 The Environment Act (2021²⁰) Schedule 14 sets the requirement for mandatory biodiversity net gain (BNG) of at least 10% on development proposals. It is currently anticipated that this will become law in November 2023, with secondary legislation and detail yet to come. There will be three ways to deliver BNG, onsite within the red line, off site locally with biodiversity enhanced in conjunction with nearby landowners, or through statutory credits. The requirement for BNG is in addition to following the usual mitigation hierarchy to avoid, mitigate or compensate for biodiversity losses. Some developers are already designing net gain into their development projects and as set out above, the National Planning Policy Framework encourages the net gain approach, though the requirement to measure this or meet a particular level of BNG is not yet mandatory nationally or within the Great Yarmouth borough.
- 11.3 Policy CS11 of the GYBC Core Strategy, and Policies SP6 and DM13 of the Broads Local Plan reflect the NPPF in terms of conservation and enhancement of the natural environment, including ecological gains and creating improved networks, and the need for developments to retain existing natural assets. Policy GSP6 (Green Infrastructure) of the Great Yarmouth Local Plan Part 2 recognises the benefit of natural habitat and seeks to enhance green infrastructure networks. More specifically Policy E4 (Trees and Landscape) protects trees and hedgerow for their character, amenity and ecological value. Policy DM8 in the Broads Local Plan protects nature conservation designated sites as well as having a requirement for positive ecological gain from development and support for the creation of ecological networks.
- 11.4 Trees, hedgerow, copses and woodland perform several important roles in Hemsby, including biodiversity, shade, shelter, habitat for wildlife, health and wellbeing. In just 7 days a metre length of well managed dense hedgerow will consume the same amount of pollution that a single car emits during a 500-mile journey²¹. They also play a

²⁰ [Environment Act 2021 \(legislation.gov.uk\)](https://www.legislation.gov.uk/ukpga/2021/24/contents)

²¹ Blanuša, T.; Qadir, Z.J.; Kaur, A.; Hadley, J.; Gush, M.B. Evaluating the Effectiveness of Urban Hedges as Air

significant role in reducing the rate of climate change. Hedgerows contribute to services such as climate change, sustainable urban drainage and providing wildlife habitat. They also act as a barrier to windborne pests, and insects in the hedgerow pollinate crops, particularly bumblebees which need hedge banks.

- 11.5 Trees are the biggest plant on the planet, they give us oxygen, store carbon, stabilise the soil and give life to wildlife. Canopies of trees act as a physical filter trapping dust and absorbing pollutants from the air. Each individual tree removes 1.7 kilos every year²². Trees help to prevent flooding and soil erosion absorbing thousands of litres of stormwater.

Biodiversity Improvement and Green Corridors

- 11.6 **Policy 13** on biodiversity aligns with national plans to make biodiversity net gain mandatory within the planning process. Until national requirements and guidance on measuring biodiversity net gain is released, the latest Defra Biodiversity Metric, or equivalent should be used to assess changes in biodiversity value brought on by development or changes in land management. This is a habitat-based approach to determining a proxy biodiversity value and determining if the policy target of 10% gain has been delivered. Focus should be on creating greater ecological connectivity within the parish, linking habitat created as part of development with existing green corridors (as **figure 4**) or nature-rich sites and preventing fragmented habitats. Corridors of native habitat which are joined together provide opportunity for wildlife to move, and are more resilient to a changing climate.

Policy 13: Biodiversity Improvements

New development proposals should contribute to and enhance the natural and local environment and retain existing trees, woodlands, hedgerows and copses wherever possible. Residential development making use of soft boundary features will be supported.

Community Action 8: Trees and Hedgerow

Hemsby community will actively engage in a tree and hedgerow planting exercise both in public places, Local Green Spaces, streets and in private gardens.

- 11.7 As part of developing the Neighbourhood Plan for Hemsby Green Corridors²³ have been identified to connect areas of wildlife habitat across the parish. At this stage the location of the Green Corridors are indicative. Each Green Corridor will be a focus for

Pollution Barriers: Importance of Sampling Method, Species Characteristics and Site Location. *Environments* **2020**, 7, 81. <https://doi.org/10.3390/environments7100081>

²² <https://www.royalparks.org.uk/parks/the-regents-park/things-to-see-and-do/gardens-and-landscapes/tree-map/why-trees-are-important>. <https://www.theguardian.com/science/2020/feb/18/plantwatch-how-urban-trees-and-hedges-help-cut-air-pollution>

²³ A Green Corridor is sometimes referred to as an Ecological Corridor or Network, a Wildlife Corridor, or a Green Infrastructure Corridor. See <https://www.gov.uk/guidance/natural-environment#green-infrastructure>.

landowners and community groups to increase biodiversity and connectivity, for example, by planting more trees and hedges, by allowing grassland areas to grow wilder, and by installing features like bird and bat boxes. These will also be a target for BNG where developers in Hemsby need to deliver improvements offsite.

11.8 The indicative Green Corridors in **Figure 4** have been identified with support from Norfolk Wildlife Trust and Essex and Suffolk Water (as the landowners at the Trinity Broad) according to the following principles:

- Around the edge of sites which are designated for their wildlife importance to give them a buffer of extra protection e.g. Hall Farm Fen SSSI²⁴ and Brick Kilns Cove CWS²⁵.
- Between these designated sites, to enable high quality core habitats to be connected by corridors of habitat, e.g. between Hall Farm Fen SSSI in the west of the parish, and Winterton-Horsey Dunes SSSI in the northeast of the parish.
- In other locations where existing habitats such as woodland copses and hedges can be connected and augmented, and where popular walking routes, and newly created walking routes, can be enhanced with wildlife friendly natural features.

11.9 Green Corridors are important to Hemsby's residents. Their inclusion in the Neighbourhood Plan was supported by 96% of respondents to a survey, with comments received such as 'these corridors are hugely important' and 'how can we improve these areas as a local community'.

11.10 Green Corridors benefit wildlife and people. Mammal species such as hedgehogs and bats, many species of birds including barn owls and yellow-hammers, and numerous insect and plant species require continuous habitat features to thrive. The coastal environment also adds significant value as it supports biodiversity, including many rare species and internationally important populations of seabirds; it creates a buffer between the unstable coastline and community; and it acts as a carbon sink. Across the UK coastal margin habitats store at least 6.8 Mt Carbon²⁶, which is equivalent to approximately 10% of the UK's greenhouse gas emissions in a single year. Many wildlife species have reduced in abundance because of habitat destruction and fragmentation, and Green Corridors will go some way to reduce this trend in Hemsby.

11.11 In addition to wildlife benefits, there will be benefits for residents and visitors in Hemsby. Spending time close to nature is good for mental and physical wellbeing, and these Green Corridors would increase the opportunity for people to do this, either through recreation on publicly accessible land or through assisting with conservation activities. There is also evidence that Green Corridors can mitigate flooding by intercepting and slowing run-off in high rainfall events²⁷.

²⁴ SSSI is a Site of Special Scientific Interest, protected by UK law.

²⁵ CWS is a County Wildlife Site designated for its locally important wildlife.

²⁶ Alonso et al. (2012) *Carbon storage by habitat – Review of the evidence of the impacts of management decisions and condition on carbon stores and sources*. Natural England Research Reports, Number NERR043

²⁷ https://www.north-norfolk.gov.uk/media/5037/norfolk-green-infrastructure-mapping-project-july_18_v4.pdf

Policy 14: Green Corridors

New development proposals should recognise the indicative Green Corridors, including the Buffer Zones for Designated Sites, (see **Figure 4**) and consider the following:

- Development within or near to a Green Corridor should maintain and enhance the function of the corridor and where it is likely to have a significant impact it should address how it will mitigate any likely harm.
- Where developers are required to deliver biodiversity net gain offsite this will be supported where it is delivered within an identified Green Corridor.

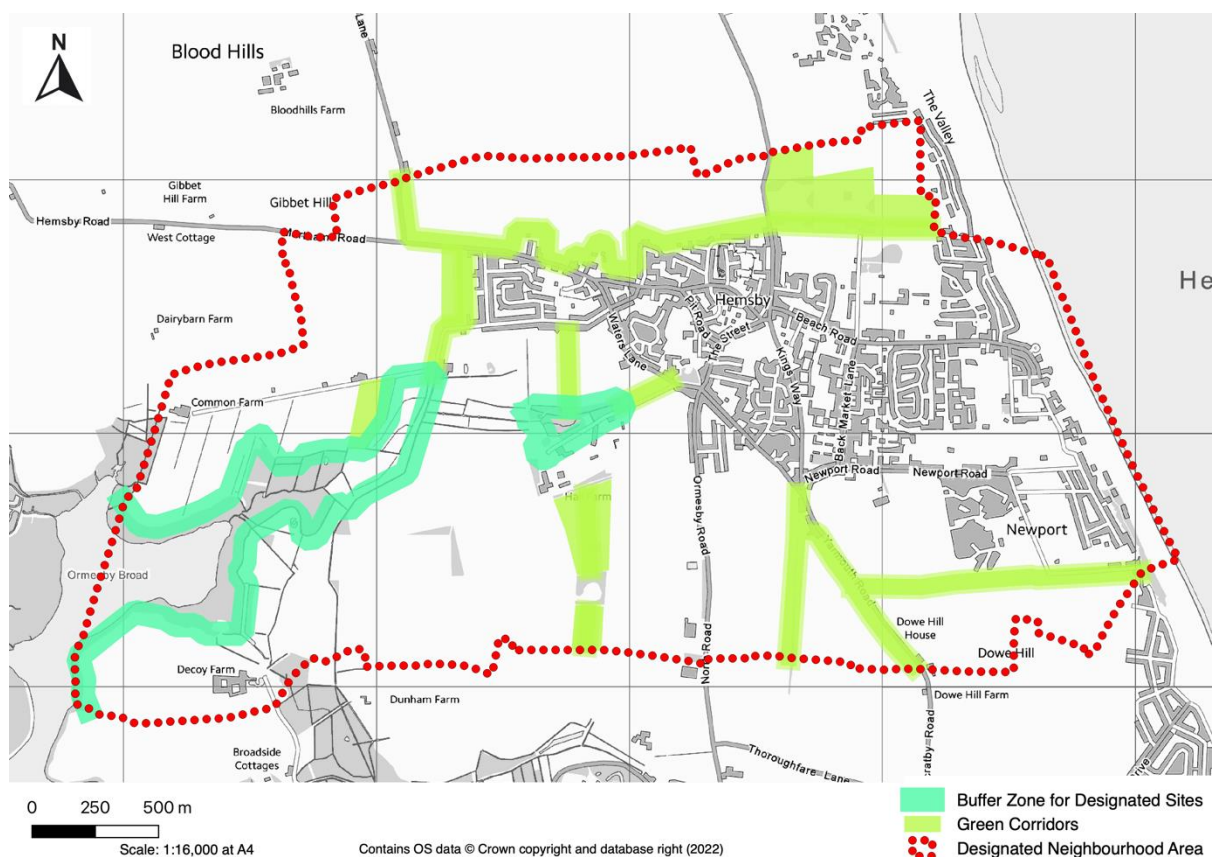


Figure 4: Hemsby's Indicative Green Corridors

Local Green Space

11.12 The National Planning Policy Framework sets out that specific areas of land that are demonstrably special to the local community may be protected against development through designation as Local Green Space. These are often found within the built-up area and contribute to the character of a settlement. These can vary in size, shape, location, ownership and use, but such spaces will have some form of value to the community and help define what makes that specific settlement what it is.

11.13 The designation should only be used where:

- The green space is reasonably close to the community it serves;
- The green area is demonstrably special to the community and holds a particular local significance, for example because of its beauty, historic significance, recreational value, tranquillity or richness of wildlife;
- The green area concerned is local in character and is not an extensive tract of land.

11.14 A robust process has been followed to determine which green spaces within Hemsby should be designated:

- a) Initial ideas were suggested by residents as part of consultation activities, with residents also asked to provide reasons as to why their ideas were special
- b) These were reviewed to consider at a glance whether they would meet the national criteria for designation. Some suggestions such as highway verge or public footpaths were removed at this stage;
- c) A site visit was undertaken by the steering group and further evidence gathered on each of the remaining green spaces;
- d) Landowners were contacted to make them aware that their land was being considered for local green space designation and to invite them to make representations;
- e) Further feedback from the community was sought on each of the green spaces that were assessed to meet the designation criteria to ensure that only those that hold particular local significance were identified for designation.
- f) A final decision was made by the steering group as to which green spaces to designate.

11.15 This Neighbourhood Plan designates 10 Local Green Spaces for protection, these are identified in **Figures 5-8**. These are important not only for the wildlife they support, but provide significant quality of life benefits to residents, for example through encouraging recreation. Justification for each Local Green Space is found in **Hemsby Neighbourhood Plan Local Green Space Assessment** document.

Policy 15: Local Green Spaces

The following areas are designated as Local Green Space (Figures 5 to 8) for special protection:

1. Waters Lane Playing Field
2. Green space at the junction of Pit Road and North Road
3. St Mary's Church and Hemsby burial ground
4. Hemsby allotments
5. Ryelands playground
6. Ryelands green space
7. Brick Kiln Covert
8. Hemsby Primary School playing field
9. St Mary's Close village green
10. Green space behind Medeswell



Figure 5: Local Green Spaces Map 1

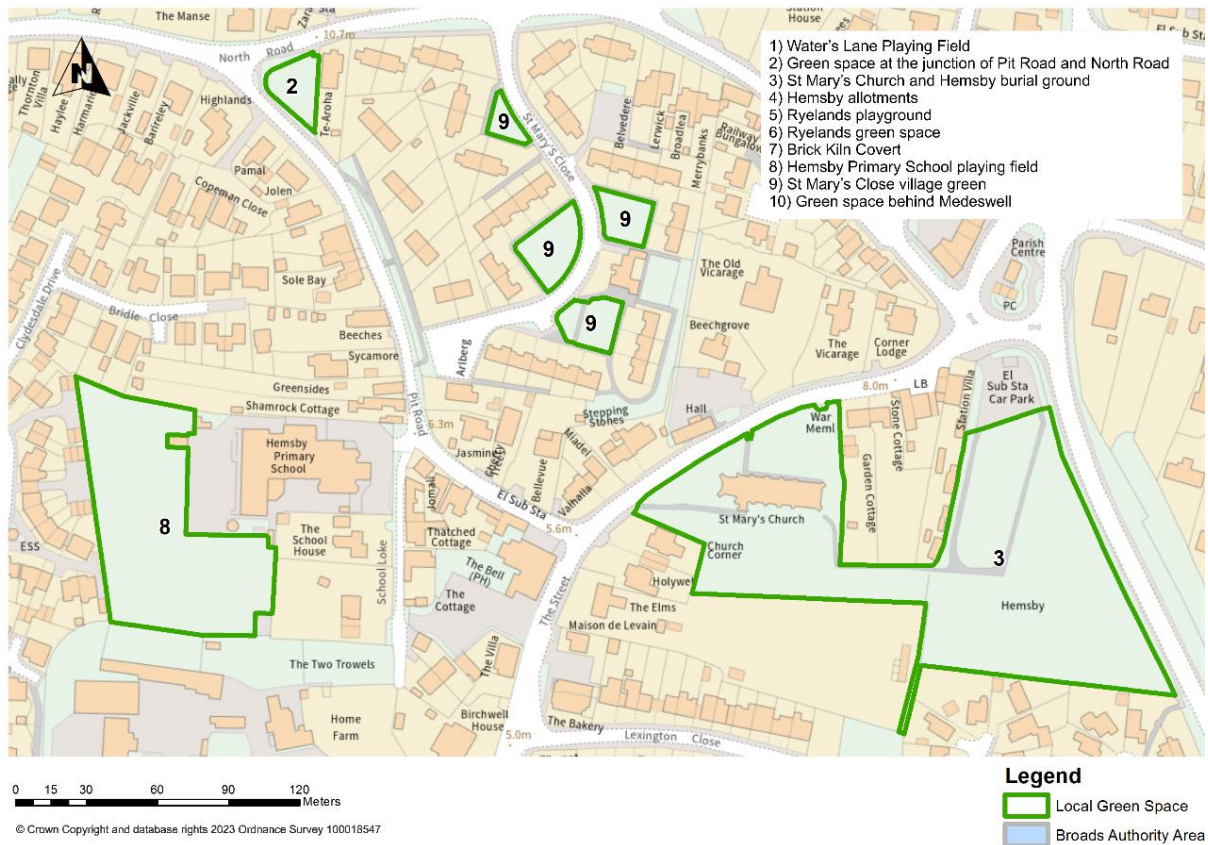


Figure 6: Local Green Spaces Map 2

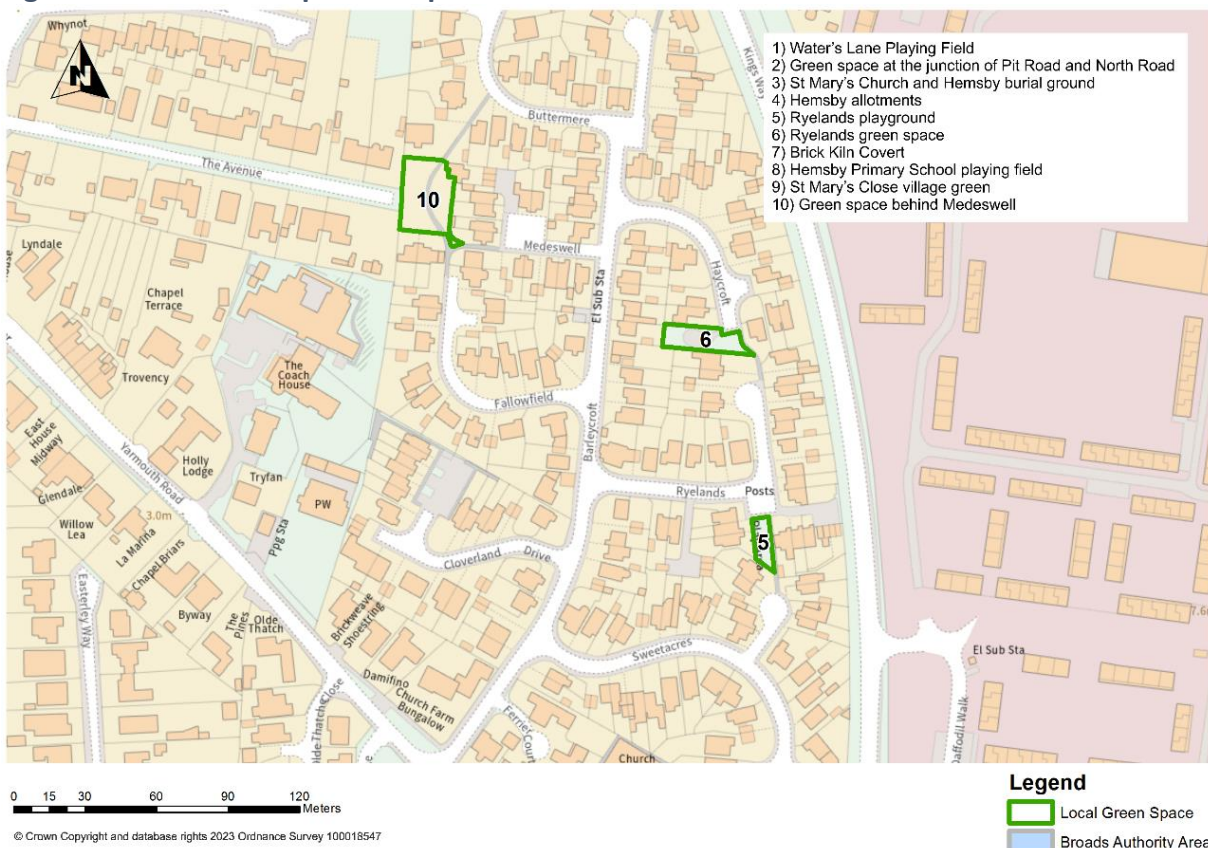


Figure 7: Local Green Spaces Map 3



Figure 8: Local Green Spaces Map 4

12. Important Views

12.1 The National Planning Policy Framework indicates that planning policies and decisions should protect and enhance valued landscapes recognising the intrinsic character and beauty of the countryside. The Great Yarmouth Local Plan Part 2 sets out design principles for new housing in Policy A2. This sets out that key views should be retained and new views of key natural and built features should be created. There are some specific views and vistas within the Hemsby Neighbourhood Plan area that are of particular importance to the local community. Building on national and local planning policy, Hemsby Neighbourhood Plan identifies these, provides justification for their significance, and seeks to protect them for future enjoyment.

12.2 Residents were asked to identify particularly special views as part of the first consultation exercise for the Hemsby Neighbourhood Plan. Overall, over 30 public views were suggested by the respondents. The views chosen were reviewed by the steering group, and further evidence and photos were gathered to determine whether any of the 30 public views should be included.

12.3 Overall, the Neighbourhood Plan seeks to protect four public views, many of which include local features of the landscape, key buildings and landmarks in the parish. Justification for each of the views is provided in **Hemsby Neighbourhood Plan Views Assessment** document. The intention is not to stop development within these views, but to ensure that their distinct character is retained. Development within the views listed in **Policy 16** that is overly intrusive or prominent will not be supported. Any proposals within these views will need to demonstrate that they are sited, designed and of a scale that does not significantly harm them.

Policy 16: Protection of important local views

The following four views (shown in **Figure 9** and described in **Appendix A** are identified as important public local views:

1. Coming into Hemsby down the hill from Martham
2. The view from Ormesby Road towards Hall Farm
3. View from Waters Lane recreation ground towards Hall Lane woodland
4. View of Long Beach

New development proposals which may impact on these views should be sited and designed to be of a form and scale that avoids or mitigates any significant harm to the view.

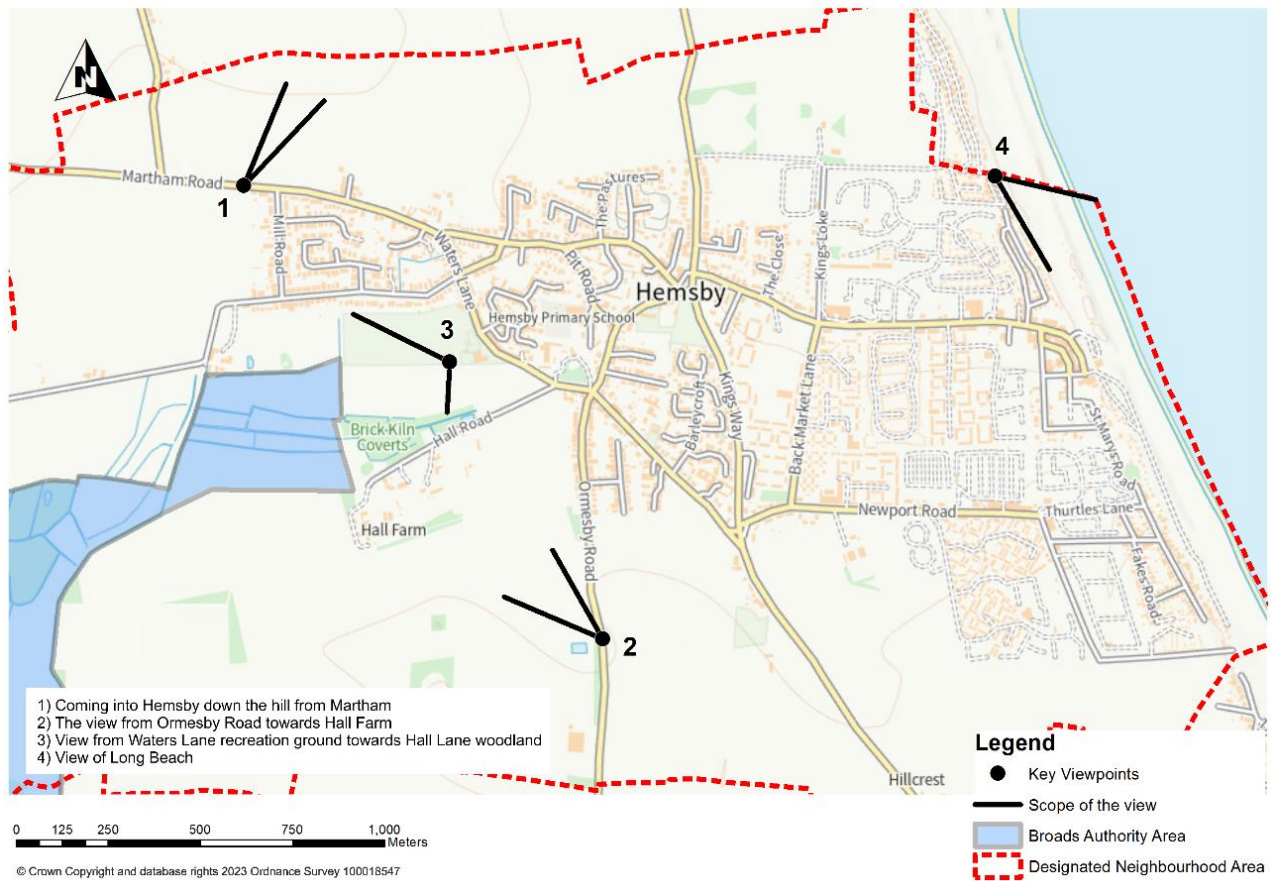
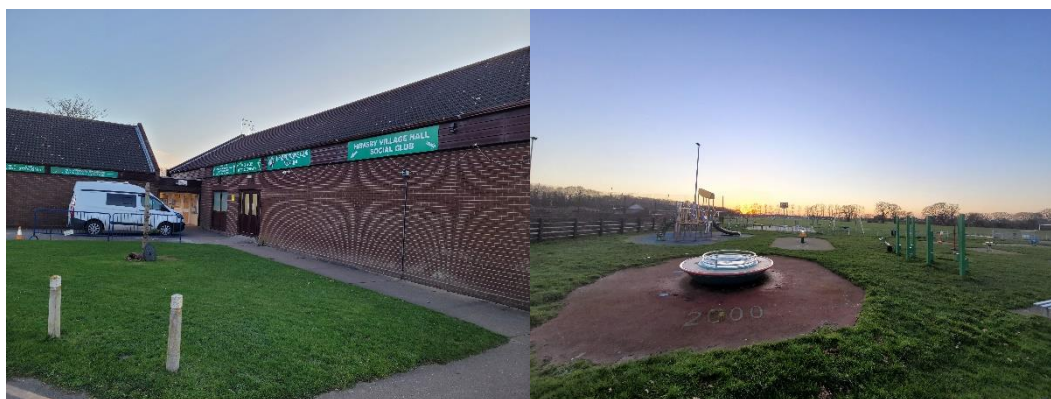


Figure 9: Important Local Views

13. Services and facilities

- 13.1. Hemsby has a reasonable range of facilities including a primary school, a small Cooperative supermarket, pharmacy, post office, Sports and Social Club with its playing field and outdoor gym, petrol station, hairdressers, butchers, Chinese restaurant, kebab/ pizza takeaway, village hall, doctor's surgery, fish and chip shop, and two lively public houses (The Bell and The King's Head): all within reasonable walking distance of residents. The Kings Head is currently an Asset of Community Value. A greater range of seasonal facilities are clustered along Beach Road serving the holiday trade, including another pub.



Examples of services including the Village Social Club and Playing Field

- 13.2. Kingsway is an area of the village which includes a cluster of these facilities. This is also the main pick up point for buses into Great Yarmouth and Martham. Kingsway is designated as a local centre in Policy R5 of the Great Yarmouth Local Plan Part 2. The policy gives some protection to existing uses that are typical of a local centre, such as retail and day to day services, and it also encourages additional business and facilities such as retail and leisure. Policy R5 sets out that, *“Within Local Centres, limited retail, leisure, community facilities and office development will be permitted where it is of a proportionate scale to provide essential services to the local community.”*
- 13.3. National Planning Policy Framework paragraph 92 supports the protection of existing village services and the delivery of new ones in order to maintain the vitality of rural communities. GYBC Core Strategy Policy CS1 supports thriving local centres and good access to local services and facilities. GYBC Core Strategy Policy CS7 aims to maintain and strengthen the role of local centres and local shops in the borough to better serve the day-to-day needs of local communities.

Facilities for Younger People

- 13.4. A key theme from the consultations has been the need to provide facilities and improved access to leisure activities for younger people, especially teenagers. In terms of existing facilities, Waters Lane Playing Field on the western edge of the settlement provides a large grassy area, including football pitch, with facilities such as football changing rooms, toilets and hire space available for Brownies and similar

activities in the adjacent Pavilion building. It is anticipated that redevelopment of the Pontins site will provide a new leisure centre, including a gym and swimming pool, which may provide further opportunities for younger people.

13.5. At present there are limited opportunities for younger people, particularly teenagers, to go out within Hemsby, and some travel by bus to Great Yarmouth to use the facilities there or rely on parents for lifts. A lack of youth facilities, such as clubs, somewhere to hang out and sports equipment, is having a detrimental effect on the community, and there has been an increase in anti-social behaviour in locations where younger people have started to hang out in the evenings.

13.6. This was the most commented upon issue at a consultation event in August 2021 and specific engagement with the local high school also indicated a lack of facilities locally. Consultation with younger people indicates that there is demand for a skate park, youth club or centre with activities such as table tennis or pool, a meeting space for younger people, an exercise strip at the local playing field, BMX track.

13.7. Whilst there are well-established standards for the provision of play space for children (i.e. local areas for play and equipped areas), there is an absence of such standards for youth facilities such as youth shelters, skate parks or physical space to run a youth activity. New leisure facilities could support youth clubs/services and activities. For the purpose of the below policy, 'young people' is defined as people under the age of 18 years.

Policy 17: Provision of leisure facilities for young people

Plans for new development that propose the provision of leisure facilities for young people will be considered favourably.

Major new residential developments should demonstrate that they have assessed the likely leisure needs arising from additional young people and sought to address these needs where possible.

Community Facilities

13.8. Community facilities serve the day to day needs of people that live and work within the village. It is important that where opportunities to enhance or provide new community facilities arise, that they are taken. Community facilities is a wide-ranging term but it could include local facilities such as doctors, schools, public houses, village halls and open spaces.

Policy 18: Community facilities

Proposals which assist with the delivery of new or enhanced facilities to the benefit of the community will be supported.

Kings Head Public House

- 13.9. The former Kings Head public house started trading in 1846, comprising two cottages joined together, it has a beautiful garden at the back. The pub closed in August 2019 but has recently reopened. In February 2021 it was registered as an Asset of Community Value. The community are keen, should the pub close again in the future, for it to be turned into a hub, such as a library or drop-in centre. This could be somewhere young people can safely meet or host local groups of all ages. In accordance with the below policy, such uses described above could be looked upon favourably.

Policy 19: Kings Head Public House

Proposals for the development of the Kings Head public house, an Asset of Community Value, into a community use will be supported if the public house closes within the plan period.

14. Historic Environment

14.1 The village is known to have had Viking origins but predominantly grew as a collection of farmsteads around the 14th Century parish church. The village expanded significantly during the late 19th Century, due in part to the arrival of the railways and the village's popularity as a seaside designation, the latter helping to establish a settlement pattern of major holiday resorts and attractions to the east of the village.

14.2 Norfolk Heritage Explorer lists 119 historic assets within the parish, including those dating back to pre-historic times. There are also finds relating to the Bronze Age, Iron Age and Roman times.

14.3 There is a Conservation Area in the village centre, centring on the Church of St Mary, and 13 Listed Buildings, including the Grade I listed Barn at Hall Farm, which is the oldest timber framed building in Norfolk and dates to around 1300. Excavations at the site of the village stores also uncovered evidence for a medieval clay extraction pit. There are several buildings that date to the post-medieval period, including Shamrock Cottage, Home Farm, The Chimneys and The Lodge. The 19th century Decoy Farmhouse was built near the site of the earliest duck decoy built in Britain.



Picture of St Marys Church

14.4 The Government's Planning Practice Guidance recognises that there are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions, but which are not formally designated heritage assets. In some areas local authorities keep a local list of non-designated heritage assets, incorporating those identified by neighbourhood planning bodies. Paragraph 197 of the National Planning Policy Framework determines that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application.

14.5 GYBC Core Strategy Policy CS10 sets out the general approach to conserving and enhancing the significance of the borough's heritage assets and their settings, such as Conservation Areas, Listed Buildings. Policy SP5 (Historic Environment) and Policy DM11 of the Broads Local Plan both cover heritage assets.

14.6 Non-designated heritage assets should be identified against a clear set of consistent criteria. A comprehensive review by the working group of designated heritage assets and the Historic Environment Record was undertaken prior to considering whether there were other assets of heritage value worth identifying in the Neighbourhood Plan. Residents were asked for their suggestions in relation to this as part of the first community consultation, and overall, almost 30 suggestions were put forward of heritage assets worthy of inclusion. Further evidence on these was collated by the working group and an assessment undertaken against Historic England's listing criteria. Those felt to meet the criteria were reviewed by Norfolk County Council's Historic Environment Service, who made recommendations regarding each asset's significance. Subsequently, as art of Regulation 14, the Conservation team at Great Yarmouth Borough Council also provided feedback.

14.7 Norfolk County Council's Historic Environment Team will continue examining new planning applications in the parish and recommending archaeological mitigation as required to protect, and when necessary, record buried archaeological remains before they are adversely affected by new development projects.

14.8 The following assets are identified in Hemsby Neighbourhood Plan as non-designated heritage assets, as shown on **Figures 10-13**. Further detail of how each of these assets meet Historic England's listing criteria is set out in **Hemsby Neighbourhood Plan Non-Designated Heritage Assessment**.

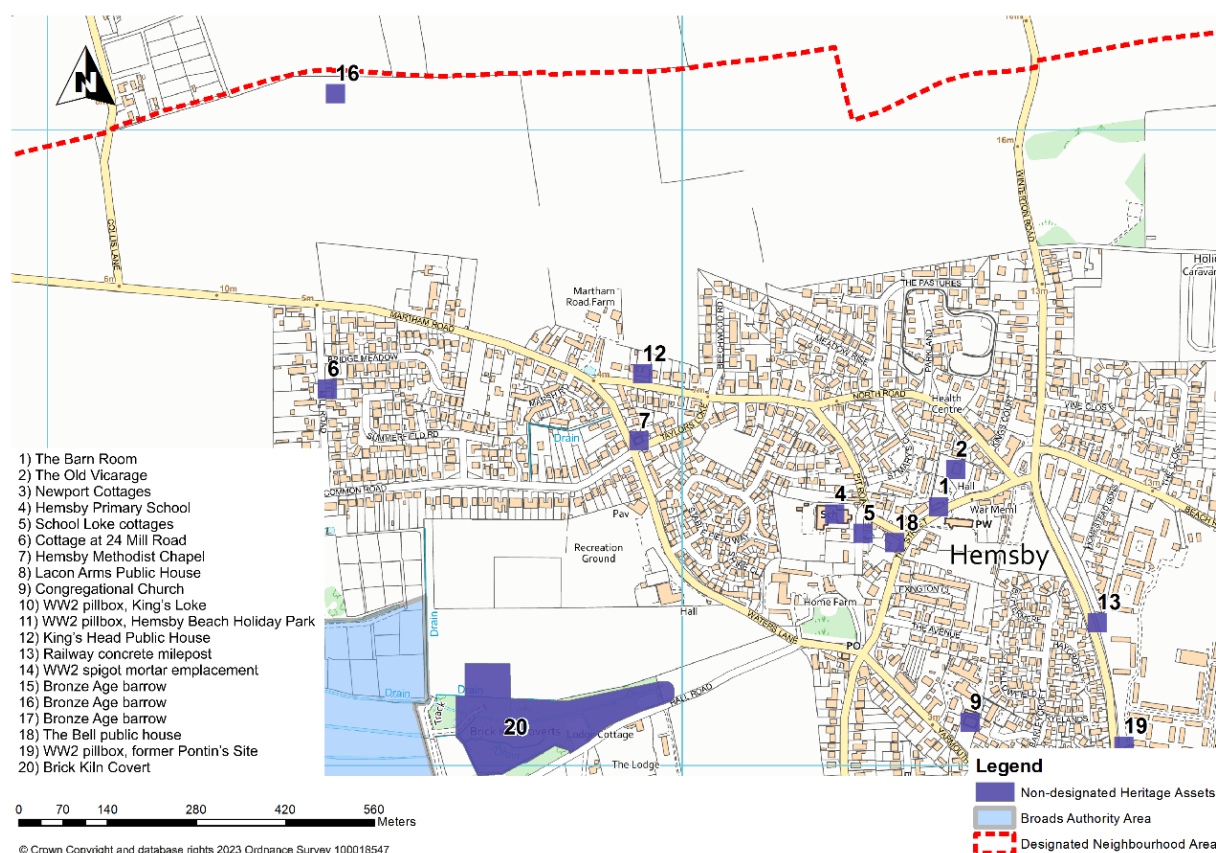


Figure 10: Non-designated Heritage Assets Map 1



Figure 11: Non-designated Heritage Assets Map 2

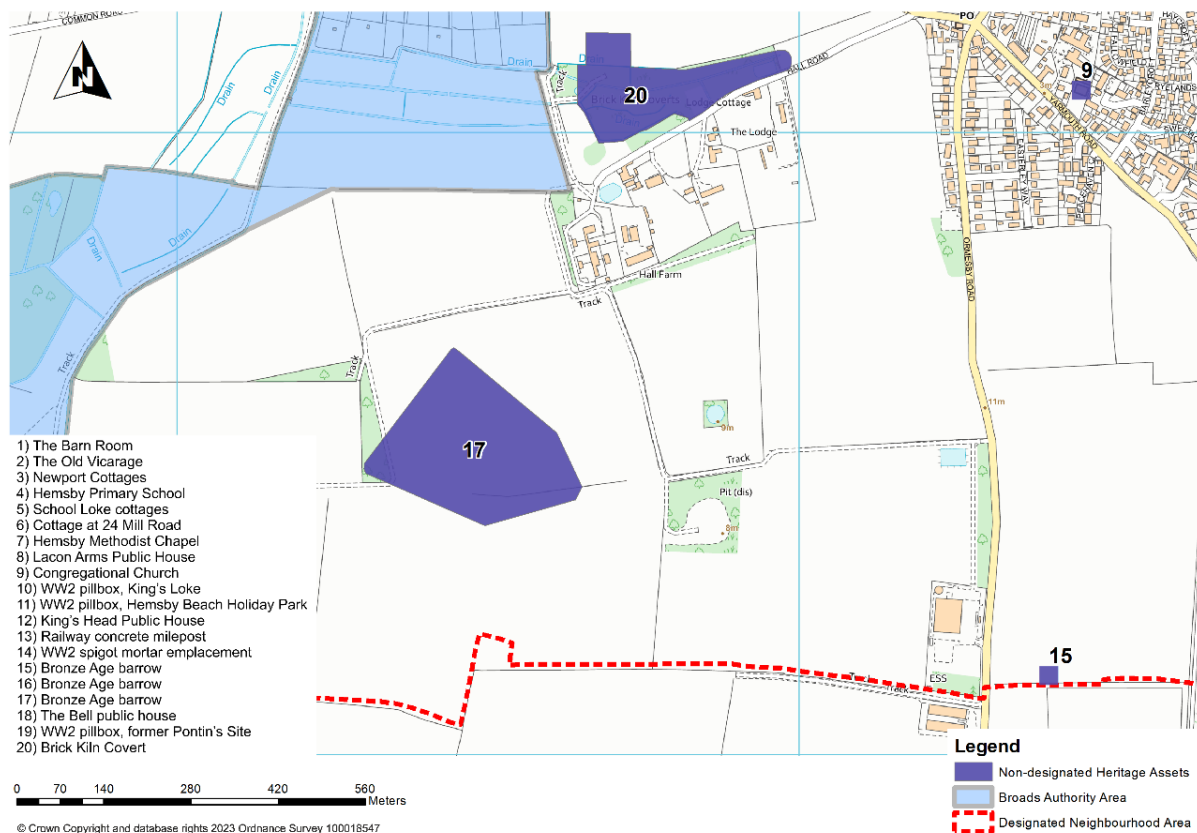


Figure 12: Non-designated Heritage Assets Map 3

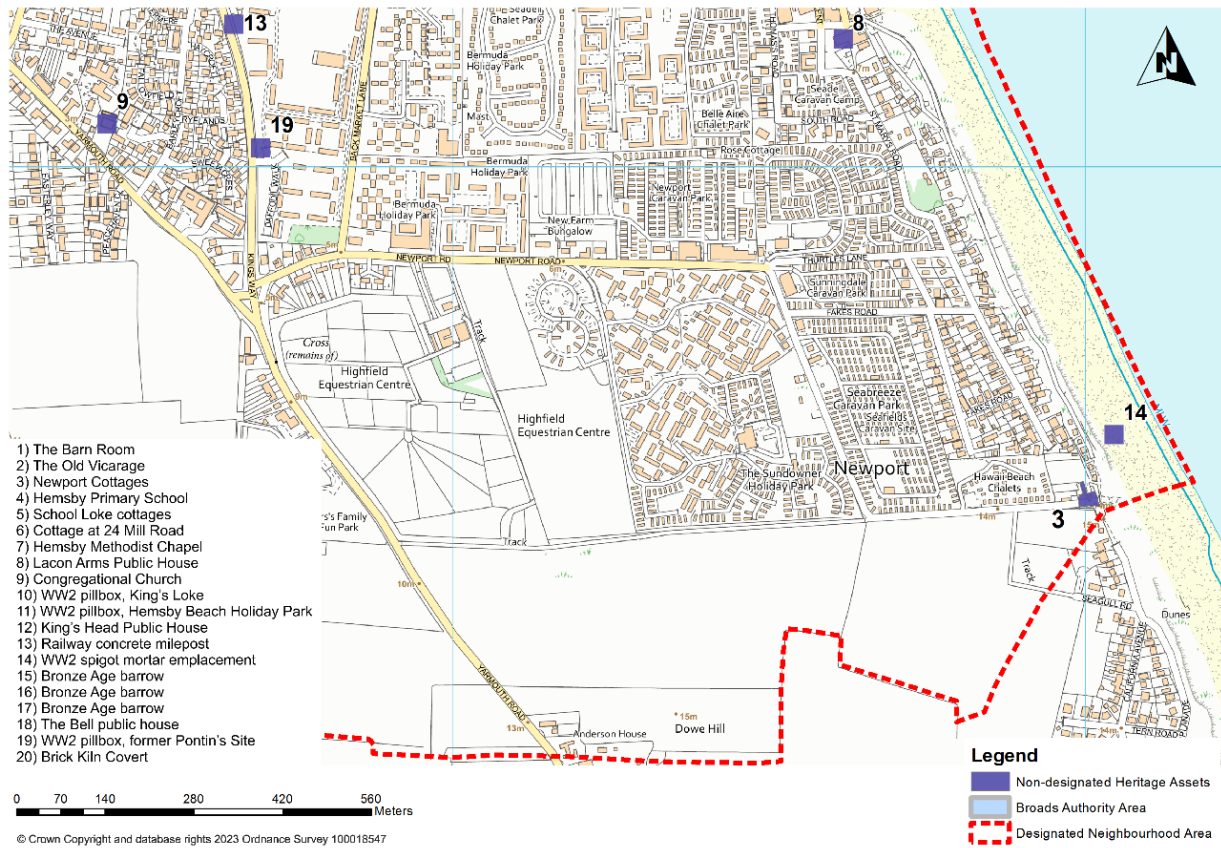


Figure 13: Non-designated Heritage Assets Map 4

Non-Designated Heritage Assets

- **The Barn Room:** This building, opposite St Mary's Church, dates back to the 17th century and was formerly the coach house for the Old Vicarage. Its primary use currently is as an events venue.
- **The Old Vicarage:** This is an early Victorian vicarage, built in 1845, which still retains the original architecture.
- **Newport Cottages:** These rows of terrace period cottages in the Newport area were built as a beach colony for locals who made a living from the sea. One of the buildings, The Cottage on the Cliff, was previously a Public House. Some of the cottage attics were once linked and there are rumours that smugglers used to run through them to escape Customs and Revenue.
- **Hemsby Primary School:** This was originally a two-room school built in 1902 as a board school for local children. Board schools were the very first state-run schools, introduced during Victorian times.
- **School Loke cottages:** This is a group of period cottages which are some of the oldest in the village. One of the houses, The Cottage, is over 200 years old.
- **Cottage at 24 Mill Road:** This cottage was originally a barn and outbuildings, parts of it are still thatched and it has some original features. The barn is shown on the 1840 Tithe map.
- **Hemsby Methodist Chapel:** This was built in 1879 and is part of the village's religious history. It is still used as a place of worship.
- **Lacon Arms Public House:** This beachfront public house was built in 1934 in the style of a Dickensian Posting Inn. The pub is part of the Lacon's history, a Great Yarmouth brewery chain which was founded in 1760.
- **Hemsby Congregational Church:** The plaque on its front indicates that this building dates back to 1862. It originally had a coach house, stables and copper house. The graveyard remains in use even though the church closed in 2009. George William Beech is buried here, and there is a commemorative blue plaque on Pit Road.
- **WW2 pillbox, Kings Loke:** Part of the village's WW2 defences, built in an irregular hexagonal shape with a flat roof.
- **WW2 pillbox, Hemsby Beach Holiday Park:** Part of the village's WW2 defences, built in an irregular hexagonal shape with a flat roof.
- **Kings Head Public House:** Two converted cottages joined together to form a public house which started trading in 1846. On the 1840 Tithe map.
- **Railway concrete milepost:** This borders the western side of the old Pontin's site and are left from the former Midland and Great Northern Railway which closed in 1959.
- **WW2 spigot mortar emplacement:** This type 22 concrete brick pillbox was part of the village's defences during WW2. It is currently completely buried by the sand, but was visible during a coastal survey in 2004.
- **Bronze Age barrows:** Various sites in the parish where there is evidence of Bronze Age Barrows, created sometime between 1100BC and 2200BC. These are round mounds often surrounded by a ring ditch from which the earth and stone for the mound was dug. Thought to be burial places.

- **The Bell Public House:** Originally called the 'Blue Bell' in 1811. It was bought in 1845 by Blue Bell Brewery then bought again in the latter half of Queen Victoria's reign. It was in the hands of Albert Thurtle and his family for nearly ninety years and became the Norseman, then back to The Bell in 1990.
- **WW2 Pillbox, Former Pontin's Site:** Part of the village's WW2 defences, built in an irregular hexagonal shape with a flat roof.
- **Brick Kiln Coverts:** The site of the former local brickworks. The kiln and tall chimney were standing here up until the 1960s, and was considered a local landmark.

Policy 20: Non-Designated Heritage Assets

The buildings and structures shown in Figures 10 to 13 are recognised as non-designated heritage assets with a local historic value and significance which should be addressed by new development proposals.

Appendix A: Hemsby Views Assessment

1. Hemsby is in the vicinity of several landscape areas with national and international designations for nature conservation.
2. Part of Hemsby parish falls within the Broads, which has equivalent status of a national park. The Broads Landscape Character Assessment identifies this part of Hemsby to be within the Muck Fleet Valley Trinity Broads character area. To keep the area special, care needs to be taken when landscape change occurs, specifically to ensure development proposals do not adversely affect the key landscape characteristics – including wooded and undeveloped skylines.
3. The Great Yarmouth Borough Landscape Character Assessment (2008)²⁸ divides the rural part of the borough into nine character areas with the intention of providing evidence that will inform future landscape policy. The parish falls into the East Flegg Settled Farmland (G1), Ormesby and Filby Settled Farmland (G3) and Winterton Dunes and Coastal Strip (E1) character areas.
4. Conserving the landscape setting for the Broads is an important strategic objective for areas G3 and G1, as is protecting the sparsely settled rural quality of the area and open views of the coast and gaps between settlements. A key objective of E1 relates to conserve, enhancing and managing habitats and visual qualities associated with the dunes, sands and coastal character, but also conserving existing views to and from the coast between settlements.
5. A set of criteria was used to identify such views:
 - Accessible from a public space;
 - A good reason for its inclusion within the Neighbourhood Plan which may relate to its recreational value, conservation interest, scenic quality, rarity or planning history; and
 - Have a specific reason for being important to the community.

²⁸ https://www.great-yarmouth.gov.uk/media/1236/Landscape-Character-Assessment/pdf/Landscape_Character_Assessment.pdf

Name/ location	Description and purpose	It the view publicly accessible ?	Quality of the view - Condition	Planning history	Scenic quality of the view	Conservation interest	Recreational value	Rarity
1. Coming into Hemsby down the hill from Martham	A vast countryside view looking across to Winterton Church.	Yes	The view contains heritage and environmental assets so is considered a fantastic quality view.	None	Considered one of the best views in the parish, much to look at, casting the village in a beautiful natural light.	Trinity Broads, SSSI area given National-Park status.	Fengate Farm offers equestrian services. A public footpath to Ormesby runs alongside the Broads.	The Broads are considered an asset unique in the world. Winterton Church and the lighthouse is not seen in the same light really from any other area.
2. The view from Ormesby Road towards Hall Farm	Standing on Ormesby Road near the Met Station, looking North-West towards Hall Farm and the site of Hemsby Hall and the tithe barn at the end of Hall Road.	Yes	The view is predominantly rural and has the potential to include various natural and heritage assets.	Hall road barn conversions, permitted and completed 2020.	A popular view for travellers between Ormesby and Hemsby, unbroken by contemporary development.	Many hedgerows, trees and the potential to see some of the older properties on Hall Road.	A now closed footpath from Ormesby Road to Hall Road can be seen.	The view of the Trinity Broads at the back of the view is considered rare as the Broads can only be seen from a few areas.
3. View from Waters Lane recreation ground towards Hall Lane woodland	Standing on the Southern side of the recreation ground on Waters Lane, looking West to Brick Kiln Coverts, all the way to the Broads.	Yes	The view is considered a favourite of many residents in the village who can't get too far out of the built-up area of the parish. It is still natural despite recent	Field North of Brick-Kiln Covert, recommended for housing by GYBC, no application made. Hall Road barn conversions, approved. Completed 2020.	The view is quite scenic and goes for a long way out from the village, taking in a lot of natural assets not really seen elsewhere in the built-up parts of the village.	Brick-Kiln Covert, County Wildlife Site. Hemsby Hall, The Stables, the Game Larder, various listed buildings behind Brick-Kiln Covert. The Broads back directly	The recreation ground is within view, Hall road is a popular route for dog walkers in the village.	A view of the Broads from the village itself is a rare view, as is Brick-Kiln Covert, in spite of its allocation as just a County Wildlife Site.

			surrounding developments.			onto the site.		
4. View of Long Beach	Standing at a bench at the bottom of Long Beach Estate, looking across the valley and dunes out to sea, as far as the Wind Turbines.	Yes	The view is considered a favourite of those particularly who live on the more coastal side of the village, it is predominantly natural when looking out to sea, save for the wind Turbines.	None	The view is vast, scenic and unbroken by any unattractive development.	The valley is a site of outstanding natural beauty, protected by Natural England.	There are a few camping and caravan sites immediately surrounding the view, as well as the Dolphin Bar and other tourist facilities.	The valley and dunes can only be viewed publicly from here and the Gap further to the South. The valley is largely unique in its character from anywhere else in the Parish.

