

Reference: 06/21/0585/F

Parish: Great Yarmouth

Officer: Chris Green

Expiry Date: 13-9-21

Extension of time: 22-09-21

Applicant: Great Yarmouth Borough Council

Proposal: Proposed installation of 1no. 5 metre tall heavy duty steel column and associated feature lighting projection apparatus

Site: Town Hall (Land to North of) Hall Quay, Great Yarmouth.

REPORT

This application is brought before committee as the Borough Council is the applicant.

1. Background

- 1.1** This application is brought before Committee as the Borough Council is the applicant

2. Site and Context

- 2.1** The site is situated within the Great Yarmouth Development boundary.
- 2.2** The premises to be lit are the Great Yarmouth Town Hall, a mixture of use as offices (Use Class E) and (Class F2(b)) 'halls or meeting places for the principal use of the local community'. The site is within the Hall Quay/South Quay Conservation Area No 3.
- 2.3** This specific application is for a free-standing column to carry a lighting installation and is set in the south west corner of the triangular planted area to the north of the Town Hall, lighting the main public entry point.
- 2.4** The town hall is a Grade 2 starred listed building (27/06/53) (abridged). The formal listed building description is as follows:

Town hall. 1882. By JB Pearce after a competition. Red brick laid in Flemish bond and with terracotta details and sandstone dressings. Slate roofs. Built round a narrow courtyard. Queen Anne style. EXTERIOR: 2 storeys rising to 3

in the tower. Asymmetrical entrance front to the north-west. 7-window range. Rusticated ground floor and string courses between the floors. To the left are 3 bays of cross casements fitted with plate-glass horned sashes. The first-floor windows have 2 transoms. Small pediments in the balustraded parapet. These bays have paired pilasters right and left. The centre bay has one 3-light cross casement (with sashes) to each of its 3 floors. The right-hand 3 bays contain the round-arched principal entrance and two 2-light cross casements as before. Paired pilasters separate the first-floor cross casements which have the double transoms and now round heads. Swags in the parapet. A tower, square on plan, rises through 2 storeys to an ogeed lantern: open round arches over clock faces; glazed lantern. The south-west facade faces the river: symmetrical; 8 bays plus closing bays right and left. Cross casements fitted with sashes as before. Garlanded parapet and central segmental pediment. Hipped roofs with flat. INTERIOR: the entrance hall has pairs of panelled baluster piers on high plinths alternating with single piers running down the centre and attached as pilasters to the walls. Modified Ionic capitals. An Imperial staircase rises to the east: open string, twisted balusters over vases, moulded handrail. Pairs of painted glass windows light the stairs from a small internal courtyard. The whole of the west side of the first floor is given over to a ceremonial hall of 9 by 3 bays, the bays divided by fluted pilasters. The north wall has paired fluted columns and pilasters, the south wall has Corinthian columns set in front of pilasters. Heavy modillion cornice with leaf-trail decoration and deep coving below a barrel-vaulted roof with eared and shouldered raised panels. The south-east corner of the first floor was used until 1990 as a magistrates court with a complete set of fittings from 1882. Panelled bench and dock, the latter with an internal staircase dropping to a secure room and side entrance on the ground floor. The council chamber has a canopy at the west end and a gallery at the east end.

- 2.5 The building is not specifically identified in policy CS8 as a key tourism attraction, it is however a major attraction of cultural significance.
- 2.6 There are Council owned flats on the south side of the town hall. They are not in line of sight of the column and there are some residences in the former banking houses on Hall Quay where these are converted into flats, but these are at some distance from the site and there is an abundance of light sources in this urban environment. .
- 2.7 There is no existing floodlighting of the Town Hall. There are streetlights in the vicinity lighting roads around the Hall.

3. **Proposal**

- 3.1 The proposal introduces a (Prolights) Gobo projector and “Mosaica” wash light mounted on a new 5m-tall column on the corner of the planted area to the north of the Town Hall. (Gobo means Goes Before Optic, describing the position of the projected image in relation to the projection lens).
- 3.2 A computer modelled lighting survey has not been submitted in this case. Given background light levels here it has not been requested.

3.3 The lights will be timed to illuminate at dusk and turn off at 12:00 (midnight). There will be an over-ride operated by the Council's staff for special events.

3.4 Accompanying the proposal are the following documents:

- Planning Application Forms and Certificates of Ownership;
- Application drawings as detailed on the Drawing Register;

4. **Relevant Planning History**

The town hall itself has around 20 applications on record for minor works and repairs

For the lighting post site: 06/07/0944/F Erection of 2 flag poles 10m high

5. **Consultations:-**

All consultation responses received are available online or at the Town Hall during opening hours

5.1 No neighbour or public comments have been received.

Consultations – External

5.2 **Norfolk County Council – Local Highways Authority** – No objection providing conditions are attached for compliance with the lighting plan details as it will not cause glare beyond the site boundaries, in the interests of highway safety. Ongoing maintenance shall be agreed before commencement and no works shall occur before a legal agreement is concluded under section 50 of the Highways Act, for positioning and a further condition for the implementation of the maintenance to the agreed scheme. Finally a condition preventing additional lighting without further approval.

5.3 **Norfolk County Council – Ecology Service:** A preliminary Ecology Assessment should be prepared to assess the suitability of the building as a bat roost.

5.4 **Historic England** - (abridged). On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.

Consultation - Internal to GYBC

5.5 **Environmental Health – (contaminated land, noise, air quality)**

No objections or comments:

5.6 Conservation comments are within the report body

6. Assessment of Planning Considerations:

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

Relevant Policies:

Borough Local Plan 2001:

- BNV27 – Laser and high intensity light projection systems

Core Strategy 2013:

- CS8 – Promoting tourism, leisure and culture
- CS9 - Residential Amenity
- CS10- Safeguarding local heritage assets

Other material considerations:

National Planning Policy Framework (2021):

- Section 16

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

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

Policy C1: Community facilities

Policy E5: Historic environment and heritage

Principle of development

6.2 The proposal is considered to meet with the requirements of the National Planning Policy Framework as it applies to the economic and cultural wellbeing of place where paragraph 8 sets out that sustainable development is defined by the economic objective , the social objective - to support strong, vibrant and healthy communities and cultural well-being; and the environmental objective - to contribute to protecting and enhancing built and historic environment; including moving to a low carbon economy.

6.3 The proposal is considered to meet these objectives and the use of LED lighting delivery illumination around five to six times more efficiently than tungsten lighting, on average for a given colour.

- 6.4 Policy CS8 - Promoting tourism, leisure and culture: Encourages the upgrading and enhancement of existing visitor attractions and specifically at sub section c: Safeguards key tourist, leisure and cultural attractions and facilities.
- 6.5 This proposal will support the sustainable tourism sector in creating a modern and exciting environment that will attract more visitors to the Borough.
- 6.6 Emergent Policy C1: Community facilities - reinforces the core strategy policy by seeking the retention of existing community facilities
- 6.7 Retained Policy BNV27: Forbids the use of high intensity laser light projections and requires that: adverts or other potentially light intrusive devices do not create glare, inappropriate colours, harm to residents, highway users or public safety, be harmful to significant nationally recognised sites with regard to nature conservation or harm dark sky character.
- 6.8 The gobo projector proposed is not a laser device. It is a focussed projector that can project a pattern onto a surface. The policy as written seeks to prevent the employment of laser devices completely and raises concerns which are considered to be satisfied.

Residential amenity

- 6.9 Policy CS9 - "Encouraging well-designed, distinctive places" also considers matters of amenity both for existing and future residents. This relatively modest work to replace existing lighting with variable controlled lighting is considered to avoid an impact on residential areas given the siting away from dwellings.

Highways

- 6.10 The light column is an item of street furniture that will require agreement with the highway authority for power provision. The material planning consideration from a highway perspective is whether the proposal is harmful to users of the highway, for example a distraction. There is no intent to change the projected image during hours of illumination; in other words in terms of intensity and pattern it will not introduce movement. No objection is made, with a suggestion that a compliance condition referring to the submitted lighting design information be added. A condition will ensure static-state lighting is used – i.e. the illumination shall remain static not moving / flickering / rotating.

Historic Environment

- 6.11 This proposal is considered to be enhancing the area and setting of the listed building, with no additional harms occasioned to the listed building's fabric by the physical works.
- 6.12 Considered against the National Planning Policy Framework (2021) section 16 "Conserving and enhancing the historic Environment" : Paragraph 194 requires sufficient detail to be provided to describe the significance of the heritage asset proportionate to the assets' importance and the submitted report does provide

this information. Paragraph 197(a) 2. Directs LPAs to seek in applications the sustaining and enhancing the significance of heritage assets. The improved lighting is considered to achieve this and goes some way to facilitate the economic vitality of the theatre.

- 6.13** NPPF Paragraph 202 states “Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use”. The proposal is regarded as positive, there is public benefit to improved lighting of this building, in terms of demonstrating its architecture and encouraging theatre goers.
- 6.14** Policy CS10 Conservation of the Historic Built Environment expects applications to preserve or enhance heritage assets, here the illumination of the building will highlight the architecture of the building, in a positive way.
- 6.15** Emergent Policy E5: “Historic environment and heritage” also seeks to conserve and enhance heritage assets and positively contribute the character of the area.
- 6.16** Development proposals within conservation areas should take into account the special and distinctive character of the area and have regard to the relevant Conservation Area Appraisal and Management Plan.

Ecology

- 6.17** The new lighting introduces light in a location that is well lit and has limited potential to disrupt the patterns of use by bats. A precautionary condition is suggested.

Light pollution

- 6.18** The lighting is directed to the building at lower level with little spillage potential given the focussed nature of the projector and the wash light being of relatively limited beam angle.

Local Finance Considerations:

- 6.19** Under Section 70(2) of the Town and Country Planning Act 1990 the Council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant such as new homes bonus, or the Community Infrastructure Levy (which is not applicable to the Borough of Great Yarmouth). Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority, for example.

7. The Planning Balance

- 7.1 It is considered that the proposal is positive in enhancing the building.
- 7.2 The proposal will increase public awareness of the building.
- 7.3 No negative impacts appear to occur and any impacts from the siting of the pole as may affect the conservation area are outweighed by the benefits of the increased awareness and appreciation of the listed building and subsequent tourism offer.

8. Conclusion

- 8.1 The application is recommended for approval with conditions.

9. RECOMMENDATION: -

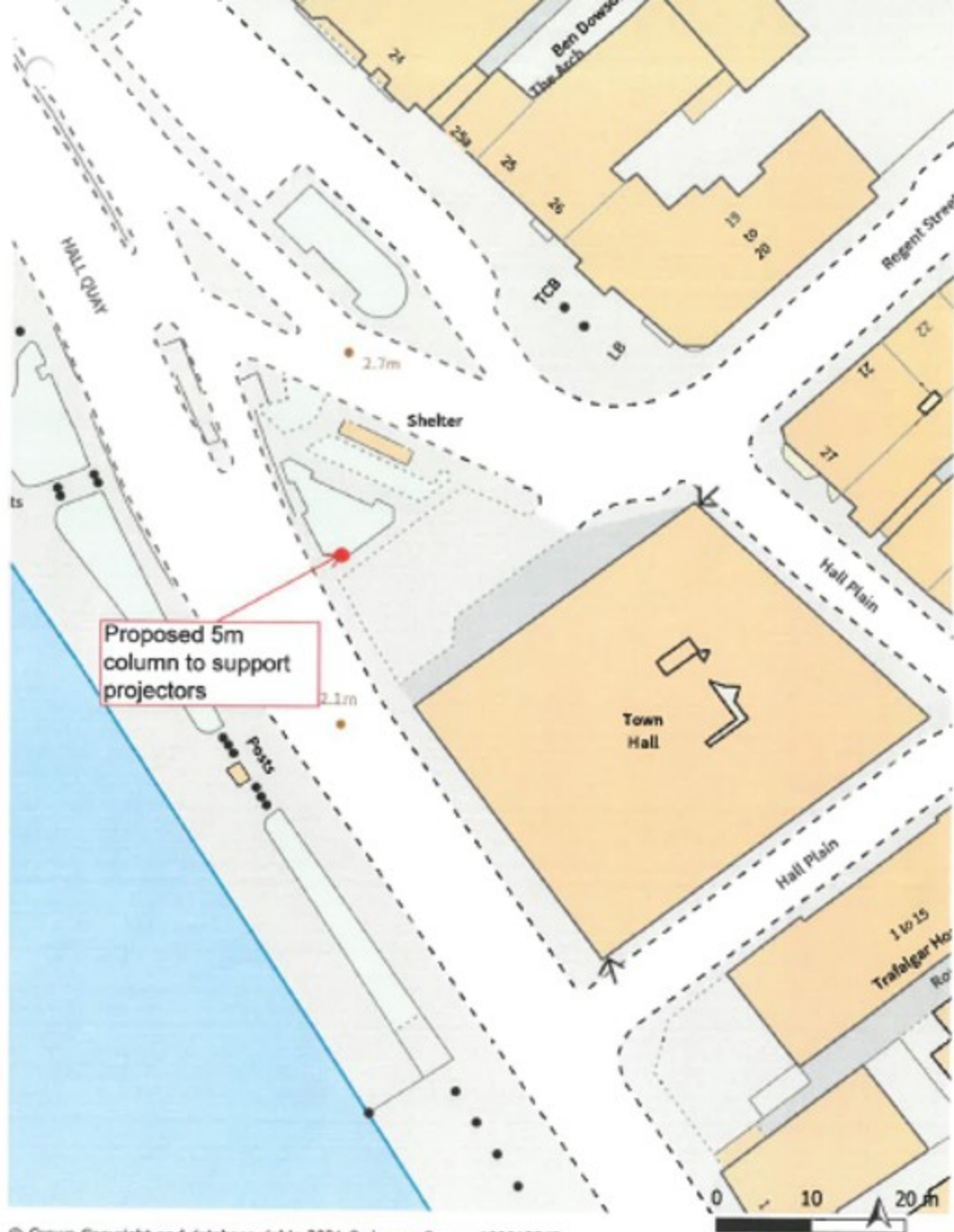
Approve subject to conditions for:

- Commence within 3 years
- Compliance with plans
- Timing of illumination
- Highways requirement to adhere to lighting specifications
- Static state lighting
- Precautionary bat protection measures.

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

Appendices:

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



© Crown Copyright and database rights 2021 Ordnance Survey 100018547

Town Hall
Projector Column



LB

LB

LB

10 m
40 ft

© Norfolk County Council 2021
© Crown Copyright and Database rights 2021 Ordnance Survey 100019340
© Mapbox and Bluesky International Limited 2021