



**Local Plan for the Broads  
Residential Moorings note  
September 2018**

1. Introduction

1.1. Following the discussion on PUBDM36 on Day 2 of the public hearing on Tuesday 3<sup>rd</sup> of July 2018, the Authority would like to provide information on an emerging source of 12 residential moorings (section 2), discuss amendments to criterion a) of PUBDM36 (section 3) and share some facts with the Inspector (section 4). In section 5 there is an update in relation to the proposed allocation at Greenway Marine, Chedgrave.

2. Potential residential mooring sites

2.1. Further to the discussion around PUBDM36 (New Residential moorings) the Inspector has asked for a note about a potential additional site for residential moorings. Since the July examination hearings, a planning application has been submitted: BA/2018/0210/OUT.

2.2. Marina Quays is a waterside site in Great Yarmouth, located on the east bank of the River Bure. It comprises mainly a narrow strip of land measuring 10m deep at its widest point in the central section, narrowing to 2m width at the southern extent and which extends for 770m on a north-south alignment. This entire area is hard surfaced, primarily concrete. Forming part of the site to the east there is also a broadly rectangular area measuring approximately 30m x 50m and a further strip of land which links to the main A148 Caister Road. There are a number of derelict buildings located in the central area with the remainder of the area unbuilt. In terms of surrounding uses, there is a public park to the north and east, residential dwellings to the south and south east and open marshes on the land opposite beyond the river.

2.3. The site is located close to the administrative boundary with Great Yarmouth Borough Council to the east, and the boundary between the two areas forms the southern boundary of the site. The housing to the south and south-east of the site is in the Broads Authority's area, but the housing beyond is within Great Yarmouth. The area within the Broads is not within a development boundary, however the land which is within Great Yarmouth's area is designated as a development boundary and the extent of the development boundary follows the administrative boundary between the two areas. The character and form of the residential housing in both the Broads area and the Borough's area are comparable.

2.4. The site is the subject of the specific policy PUBGTY1, which seeks to support redevelopment. The policy is non-specific in terms of uses, but broadly identifies river and other leisure uses, or other appropriate redevelopment.

2.5. The Authority has been in discussions with the site owner regarding a comprehensive redevelopment of the site. This would comprise 2 x residential units to the rear of the site, up to 6 x holiday units and 12 x residential moorings, with visitor and private moorings up- and down- stream of the residential moorings. The moorings element would be sold and managed separately and a local operator is involved in the application; he advises that he has a waiting list of moorers for the residential berths.

2.6. It is acknowledged that the site is not within a designated development boundary; however it is adjacent to the development boundary in the Borough's area at its most southerly point. Whilst it is not proposed to site the residential moorings in this part of the site (to protect the amenity of existing residential properties), the Authority would look at the site and the proposals on a comprehensive basis and the proximity to the development boundary would be considered to apply to the entire site. It is also noted that the area is well served for local facilities, with a school and shop within 0.5km and a GP surgery at 0.6km, and good public transport links into the town centre from bus stops at the end of River Walk. The site therefore meets a number of sustainability criteria.

2.7. See Appendix A for a map of the area

### 3. Development boundary criterion

3.1. For the avoidance of doubt, the Authority considers it important to retain the requirement for residential moorings to be within or adjacent to development boundaries in the interest of directing residential moorings to settlements with facilities like shops etc. These kinds of facilities are regularly used by people who are resident somewhere. As shown in the Indices of Multiple Deprivation Paper (EB15)<sup>1</sup> section 7 about the barriers to houses and services, the map which rates the "geographical barriers" sub-domain of deprivation in the Broads highlights a very high level of barriers to local services. The Authority wishes to avoid directing residential moorings to areas that don't have suitable access to services and facilities, because of the risk of increasing deprivation and social isolation.

3.2. At the hearings, it was implied that all people living on boats needed was access to services and facilities as stated in criterion a) of the policy which says "the mooring basin, marina or boatyards providing an adequate and appropriate range of services and ancillary facilities". The reference to 'services and ancillary facilities' in this instance is meant to be in relation to electricity supply and potable water; it is not about every day services and facilities such as shops, schools, public transport. That is to say that as currently written, access to services and facilities like shops is not in the policy twice (through mention of 'development boundary' and reference to 'services and ancillary facilities'). Access to services and facilities like shops are only included through the reference to development boundaries. This could be made clearer if it is causing confusion and an amendment is proposed. The following is the proposed wording change to criterion a) of PUBDM36 to clarify reference to

---

<sup>1</sup> [http://www.broads-authority.gov.uk/data/assets/pdf\\_file/0005/764474/The-Index-of-Multiple-Deprivation-Topic-Paper.pdf](http://www.broads-authority.gov.uk/data/assets/pdf_file/0005/764474/The-Index-of-Multiple-Deprivation-Topic-Paper.pdf)

potable water and electricity (and to incorporate proposed change 173). For clarity, the proposed additional changes relating to ancillary services and facilities are in bold and the change 173 is not in bold.

Policy PUBDM36: New residential moorings

Applications for permanent residential moorings will be permitted provided that the mooring: Is in a mooring basin, marina or boatyard that is within or adjacent to a defined development boundary ~~and . if more than one residential mooring is proposed, the proposal is commensurate with the scale of development proposed for that settlement (as a whole).~~ Furthermore, that the mooring basin, marina or boatyard provides an adequate and appropriate range of ~~services and~~ ancillary facilities on site to meet the needs of the occupier of the residential moorings (for example potable water, wastewater pumpout, and electricity) or provides adequate access to ~~local~~ these ancillary facilities in the vicinity of the residential mooring;

*After the criteria:*

If more than one residential mooring is proposed, the proposal must be commensurate with the scale of development proposed for that settlement (as a whole). Converting an entire boatyard to residential moorings would be judged on a case by case basis to reflect the impact on infrastructure in the area such as highways and that the economy policies of the Local Plan will also be of relevance.

- 3.3. If the development boundary requirement is removed, taking into account what the wording for the policy is intended to mean as discussed previously, there will be nothing in the policy to direct proposals for residential moorings to locations with or within walking distance to every day services and facilities such as shops, schools, and public transport. The effect of this would be that rather than directing residential moorings to locations with every day facilities and services like shops etc, they could be allowed anywhere in the Broads (subject to other policies in the local plan) potentially adding to the social exclusion issue as shown in the indices of multiple deprivation.
- 3.4. It could be that the term 'development boundary' is replaced with other suitable wording that seeks locations with access to shops etc. and this is something the Authority could consider. Because safety would be a key consideration, a utilisable walking route would be a key consideration, both in terms of the actual provision of a suitable footway as well as the distance needed to walk. Of relevance the actual route used to access services or facilities is the subject of appeal reference number APP/X1118/W/18/3197276 and APP/Q1153/W/18/3198937.
- 3.5. If the Inspector is minded to amend the policy to remove reference to development boundaries, the Authority considers it important to have another location criterion that refers to the quality of the walking route.
- 3.6. If the Inspector requires that the reference to development boundaries is removed, some proposed amendments to the policy have been drafted with reference to access to services

like shops and public transport, although the Authority does not consider this change to be as strong and as clear as the reference to development boundaries. Indeed as set out in the Settlement Study, those places with development boundaries have much more variety of services available than the places that would meet the location criteria proposed. To be clear, the proposed changes that follows include clarifying ancillary services and facilities as discussed previously in section 3.2 as well as removing 'development boundary' and replacing it with some other wording relating to access to services and facilities. The change relating to the development boundary reference is in bold.

Policy PUBDM36: New residential moorings

Applications for permanent residential moorings will be permitted provided that the mooring: Is in a mooring basin, marina or boatyard that is within ~~or adjacent to a defined development boundary and~~ **800m/10 minutes walking distance to three or more key services (see reasoned justification) and the walking route is able to be used and likely to be used safely, all year round.**~~if more than one residential mooring is proposed, the proposal is commensurate with the scale of development proposed for that settlement (as a whole).~~ Furthermore, that the mooring basin, marina or boatyard provides an adequate and appropriate range of ~~services and~~ ancillary facilities on site to meet the needs of the occupier of the residential moorings (for example potable water, wastewater pumpout, and electricity) or provides adequate access to ~~local~~ these ancillary facilities in the vicinity of the residential mooring;

*After the criteria:*

If more than one residential mooring is proposed, the proposal must be commensurate with the scale of development proposed for that settlement (as a whole). Converting an entire boatyard to residential moorings would be judged on a case by case basis to reflect the impact on infrastructure in the area such as highways and that the economy policies of the Local Plan will also be of relevance.

*Additional reasoned justification*

**The key services referred to in the policy could be three or more of the following. These key services reflect the Housing and Economic Land Availability Assessment methodology:**

- **A primary school**
- **A secondary school**
- **A local healthcare service (doctors' surgery)**
- **Retail and service provision for day to day needs (district/local shopping centre, village shop)**
- **Local employment opportunities (principally existing employment sites, but designated or proposed employment area in a local plan will also be considered)**
- **A peak-time public transport service to/from a higher order settlement (peak time for the purposes of this criterion will be 7-9am and 4-6pm).**

3.7. Further to the above, it is our understanding that the removal of the development boundary criterion was being considered by the Inspector because of the under delivery of 12 residential moorings against the need of 63 (subject to the approval of residential moorings

at Horning and Somerleyton). The discussion at the hearings implied that with only three development boundaries in the Broads Executive area, and four other sites deemed to be within or adjacent to development boundaries for the purposes of PUBDM36, allocating sites for 51<sup>2</sup> residential moorings could not be met adequately. The Authority thinks that the need for residential mooring will be met within the Plan period (to 2036). However, if the development boundary requirement is removed from criterion a) and no other location criteria are put in the policy, the Authority would need to better understand what would happen once all the 63 residential moorings have been provided and the need is met.

#### 4. Waveney River Centre

4.1. The permission on appeal at Waveney River Centre was referred to in the hearing session on Tuesday 3 July 2018. It may be relevant to understand the context.

4.2. The temporary permission given by the Authority<sup>3</sup> reflected the applicant stating that residential moorings would assist in the viability of the scheme and the provision of year round facilities. So whilst acknowledging it was contrary to the locational criteria of the policy, it was allowed on a temporary basis so as to determine the impact of the residential moorings on the viability of the business. This condition was appealed and in the appeal decision, the viability issue is discussed and so too is the isolated location<sup>4</sup>.

4.3. In summary, viability was a material consideration relating to this scheme but its location contrary to the requirements of the policy (DP25 which is now PUBDM36) was acknowledged in the Planning Committee decision and the Inspector in the appeal decision.

#### 5. Greenway Marine, Chedgrave update.

5.1. The issue of the access to this site from the main road was discussed again with Norfolk County Council as Highways Authority and also the owner of Greenway Marine.

5.2. Norfolk County Council maintain that any increase in vehicular traffic using this access is not likely to be acceptable because of the poor visibility splay which could be impacted by the occupiers of the house on the corner potentially placing a hanging basket or potted plant for example near their door at the front of the property. There is no condition or legal

---

<sup>2</sup> See following section for details, but if Greenway Marine allocation cannot be continued to be allocated the initial number of allocations for residential mooring of 51 becomes 46. With the newly submitted residential moorings at Marina Quays, the completed ten at Waveney River Centre and the allocations in the Local Plan, this totals 58 residential moorings allocated, permitted or subject to a planning application. The total need is 63 residential moorings between 2015 and 2036.

<sup>3</sup> Reference: BA/2015/0251/FUL and the Planning Committee report is here: [http://www.broads-authority.gov.uk/\\_data/assets/pdf\\_file/0010/659053/BA20150251FUL-Waveney-Inn-and-River-Centre-Staithe-Road-Burgh-St-Peter-pc041215.pdf](http://www.broads-authority.gov.uk/_data/assets/pdf_file/0010/659053/BA20150251FUL-Waveney-Inn-and-River-Centre-Staithe-Road-Burgh-St-Peter-pc041215.pdf) with the minutes of that meeting from page 4 here: [http://www.broads-authority.gov.uk/\\_data/assets/pdf\\_file/0007/681937/PC-Minutes-041215.pdf](http://www.broads-authority.gov.uk/_data/assets/pdf_file/0007/681937/PC-Minutes-041215.pdf).

<sup>4</sup> Appeal Ref: APP/E9505/W/17/3174937

agreement in place to prevent this from happening. A legal agreement could theoretically be produced. The junction could be reconfigured, but this would likely be cost prohibitive.

5.3. Greenway Marine implied that as they were not seeking residential moorings for monetary gain per se, but rather to help with increased security on site, they could not afford the legal fees to produce a legal agreement. They suggested yellow lines could be an option opposite the access. In response to this however Norfolk County Council does not consider this option would address the visibility splay concerns.

5.4. Whilst at this time the landowner does not seem able to justify expenditure to secure the visibility splay, the plan period runs to 2036 and the circumstances of the landowner could change or the boatyard could change hands to an owner able and willing to spend funds on securing the visibility splay. The policy does actually refer to a satisfactory solution to addressing the visibility splay. The Authority would therefore support the policy's retention.

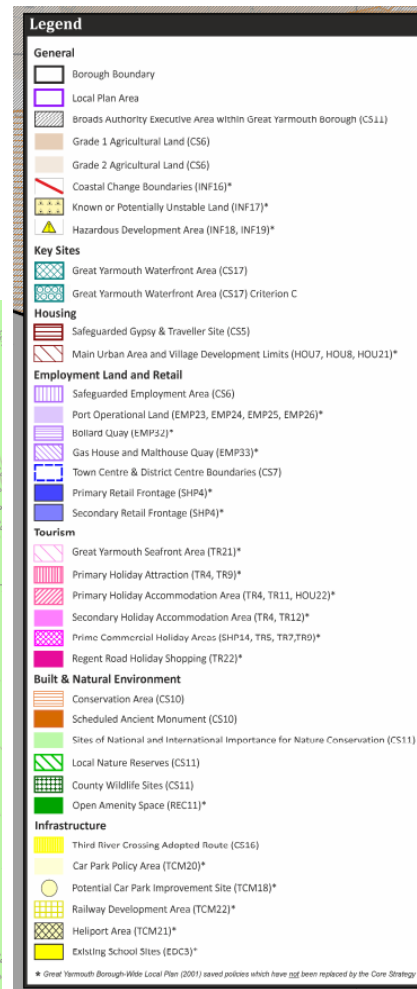
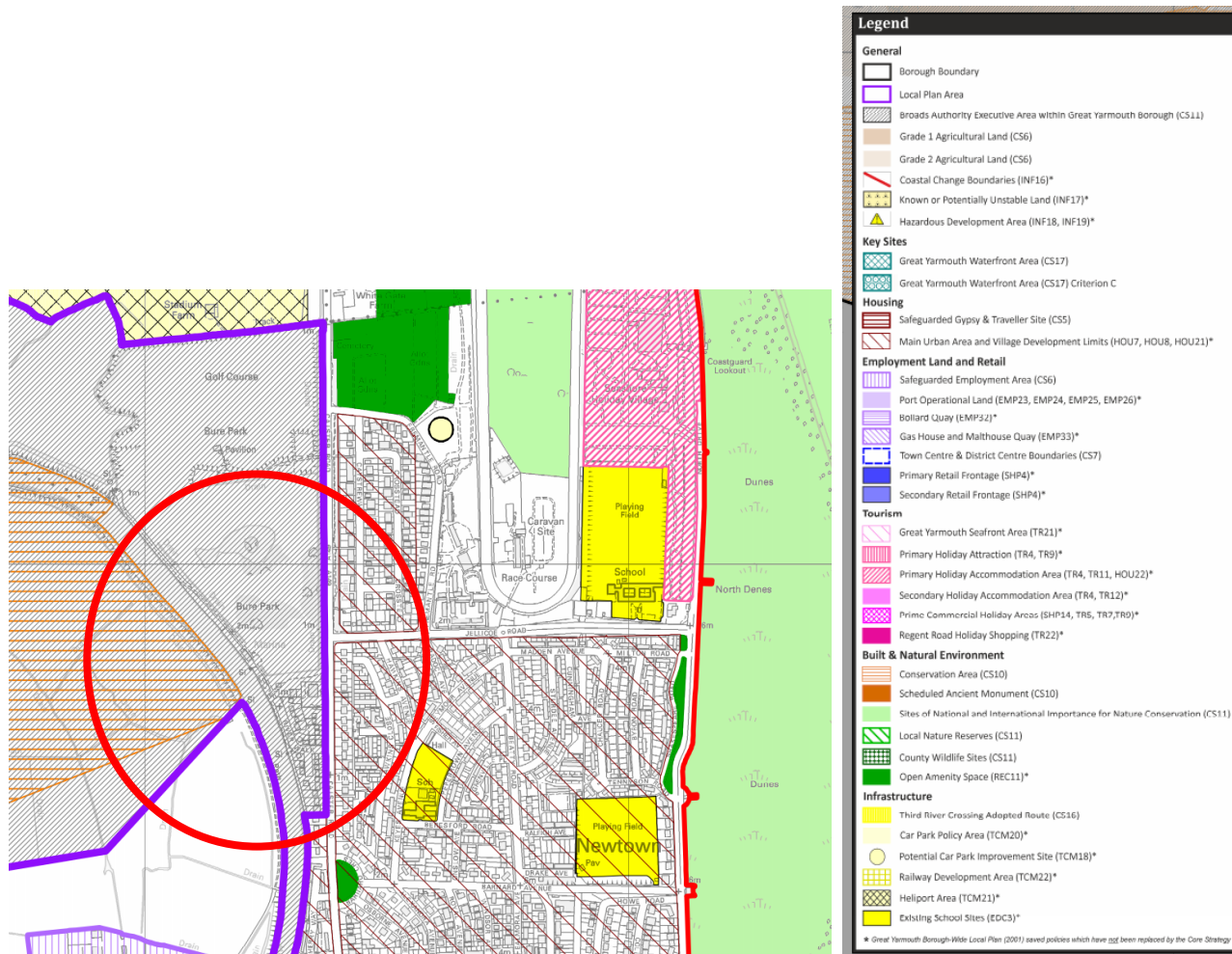
## 6. Conclusion

6.1. In summary and to conclude:

- a) A planning application has been received for 12 residential moorings.
- b) Changes are proposed to DM36 to clarify the reference to ancillary services and facilities being in relation to on site provision of water and electricity for example.
- c) The Authority considers the retention of the reference to development boundaries is important, but if the Inspector is minded to remove this reference, proposed changes are suggested to policy PUBDM36 which refer to access to services and facilities like schools and shops etc .
- d) In relation to any potential removal of the term 'development boundary', it would be important to understand what would happen once the 63 residential moorings have been delivered.
- e) The location of Waveney River Centre was considered as part of the application and appeal but permitted in relation to viability of the operations at the Centre.
- f) Retain policy PUBCHE1 for five residential moorings at Greenway Marine, Chedgrave.

## Appendix A: Great Yarmouth Borough Council Local Plan Policies Maps.

- The red circle shows the location of the proposal.
- The brown diagonal hatching shows the development boundary.



**GREAT YARMOUTH BOROUGH COUNCIL**

# Local Plan Policies Map

Adopted December 2015

## Central

(3 of 5)

The Local Plan Policies Map consists of 5 maps which illustrate the Core Strategy policies.

For Flood Zone mapping please see the Environment Agency's website: [www.environment-agency.gov.uk](http://www.environment-agency.gov.uk).

For Minerals and Waste policies please see Norfolk County Council's website: [www.norfolk.gov.uk](http://www.norfolk.gov.uk).

The Great Yarmouth Borough-Wide Local Plan (2001) saved policies which have not been replaced by the Core Strategy's Policies are also illustrated on the Local Plan Policies Map.

**Strategic Planning**  
 Town Hall, Hall Plain  
 Great Yarmouth, Norfolk, NR30 2QF  
 Customer Contact Centre Tel: (01493) 856100  
 Email: [localplan@great-yarmouth.gov.uk](mailto:localplan@great-yarmouth.gov.uk)  
 Web: [www.great-yarmouth.gov.uk](http://www.great-yarmouth.gov.uk)

© Crown copyright and database rights 2015 Ordnance Survey 1000018547 Scale 1:10,000 @ A0 North