Reference: 06/13/0614/CU

Parish: Great Yarmouth Officer: Mrs M Pieterman Expiry Date: 05-12-2013

Applicant: Mr & Mrs Bromwich

Proposal: Change of use to add use class 4 (drinking establishments) and sui generis (night club), A1 shop from part D (assembly & leisure)

Site: 85-87 Regent Road (Former Mecca Bingo hall)

REPORT

1. Background / History :-

- 1.1 The building subject to this application is a very prominent and architecturally significant Grade II listed building on Regent Road and is also within a Conservation Area. It was the former Regent Cinema which opened in 1914 and was later turned into a bingo hall with amusement arcade in the mid 1980's. Mecca bingo left in December 2011and an alternative use has not been found thus far.
- 1.2 The submitted application seeks approval for a change of use from bingo hall to a club. The supporting documents state that the club will be for adults only providing entertainment in cabaret form together with a night club.
- 1.3 The Design & Access Statement suggests that the night club element will play a secondary role to the main activities of family orientated concerts and a comedy club element, which will be all year round and not seasonal although naturally, the summer season is likely to be busier than the winter.

2. Consultations :-

- 2.1 Site Notice/Neighbours: 3 letters of objection (concerns are outlined below and copies of the letters received are attached for members' information), 1 letter of support
- 2.2 Head of Property Services: no response received

- 2.3 Norfolk County Highways: No objection
- 2.4 Environmental Health: No objection to family daytime food/drinking establishment but object to the proposed use of the premises as a nightclub on the basis of noise (Full copy of comments attached)
- 2.5 Building Control Manager: No concerns with Building Regulations
- 2.6 GY Tourist Authority: No response received
- 2.7 Norfolk Police: No response received
- 2.8 GYB Services: No objection (Trade waste collection required)
- 2.9 Norfolk Fire Services: No objection
- 2.10 Strategic Planning Manager: No objection in terms of use in that location but residential amenity and a potential increase in crime/antisocial behaviour is a concern. Amending or controlling the operating hours may help with this and we could potentially seek contributions for community safety measures.

3. Policy

3.1 POLICY BNV5

THE COUNCIL WILL ONLY GRANT LISTED BUILDING CONSENT FOR WORKS TO A LISTED BUILDING IF THEY PRESERVE THE BUILDING, ITS SETTING OR ANY FEATURES OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST WHICH IT POSSESSES.

3.2 POLICY BNV6

SUBJECT TO OTHER POLICIES IN THE PLAN, THE COUNCIL WILL GRANT PLANNING PERMISSION FOR THE CHANGE OF USE OF A LISTED BUILDING IF THE USE IS COMPATIBLE WITH THE ORIGINAL DESIGN CONCEPT OF THE BUILDING, AND ANY DEVELOPMENT AND/OR WORKS ASSOCIATED WITH THE CHANGE OF USE WOULD PRESERVE THE BUILDING ITS SETTING OR ANY FEATURES OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST WHICH IT POSSESSES.

(Objective: To protect listed buildings and ensure that they are recorded.)

3.3 POLICY BNV7

DEVELOPMENT WITHIN THE CURTILAGE OF A LISTED BUILDING WILL ONLY BE PERMITTED IF IT WOULD PRESERVE THE BUILDING OR ITS SETTING OR ANY FEATURES OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST WHICH IT POSSESSES, UNLESS AN APPLICANT IS ABLE TO JUSTIFY DEVELOPMENT PERMISSION WOULD NOT BE GRANTED.

(Objective: To safeguard the character and setting of listed buildings.)

3.4 POLICY BNV10

NEW DEVELOPMENT IN OR ADJACENT TO A CONSERVATION AREA WILL BE REQUIRED TO BE SYMPATHETIC TO THE CHARACTER OR APPEARANCE OF THE AREA IN TERMS OF SCALE, HEIGHT, FORM, MASSING, MATERIALS, SITING AND DESIGN.

(Objective: To retain and enhance the character and appearance of conservation areas.)

3.5 POLICY SHP14

SUBJECT TO THE SIZE OF THE PROPOSAL, THE CONVERSION OR REDEVELOPMENT OF PROPERTIES TO PROVIDE CLASS A1 OR CLASS A3 USES WILL BE PERMITTED IN THE PRIME COMMERCIAL HOLIDAY AREAS SHOWN ON THE PROPOSALS MAP.

(Objective: To ensure the continued commercial vitality of designated tourist shopping areas.)

3.6 POLICY TR2

THE BOROUGH COUNCIL WILL SEEK TO ENSURE THAT A WIDE RANGE OF HOLIDAY ACCOMMODATION AND TOURIST FACILITIES AND ATTRACTIONS IS PROVIDED TO SATISFY ALL SECTORS OF THE TOURISM MARKET AND WILL ENCOURAGE CONTINUING IMPROVEMENTS TO THE EXISTING PROVISION IN ORDER TO MEET INCREASING CUSTOMER EXPECTATIONS. (Objective: To maintain and enhance the Borough's status as a holiday destination.)

3.7 POLICY TR5

THE COUNCIL WILL PRESERVE AND ENHANCE THE EXISTING CHARACTER OF HOLIDAY AREAS BY ENSURING THAT THEY ARE NOT SPOILT BY OVER-DEVELOPMENT. PROPOSALS FOR USES SUCH AS FUN-FAIRS, DISCOTHEQUES OR OTHER USES LIKELY TO GENERATE SIGNIFICANT LEVELS OF NOISE OR DISTURBANCE OR OPERATE DURING UNSOCIAL HOURS WILL BE PERMITTED ONLY IN THE PRIME COMMERCIAL HOLIDAY AREAS (AS DEFINED ON THE PROPOSALS MAP) AND WHERE THE APPLICANT CAN DEMONSTRATE THAT THERE WOULD BE NO SIGNIFICANT DETRIMENT TO THE OCCUPIERS OF ADJOINING PROPERTIES AND USERS OF LAND.

(Objective: To preserve and enhance the character of existing holiday areas.)

3.8 POLICY TR22

THE COUNCIL WILL SAFEGUARD SHOPPING AND COMMERCIAL LAND-USES IN REGENT ROAD, AND RETAIN THE OPEN FORM OF THE LAND ON THE REGENT ROAD FRONTAGE OF QUEEN'S SQUARE BY ONLY PERMITTING DEVELOPMENT THAT CONTRIBUTES TO THE CHARACTER AND APPEARANCE OF THE AREA.

(Objective: To maintain and enhance existing commercial areas whilst safeguarding adjoining users.)

5. Assessment :-

- 4.1 As stated above the building is a very prominent and important Grade II listed building within the town and was opened as the Regent cinema in 1914. The cinema closed in the mid 1980's and was turned into a bingo hall which remained until December 2011. The building has been empty since this date. The only internal alterations required are the removal of the former bingo hall accoutrements and there are minimal external alterations proposed.
- 4.2 The application seeks approval for a number of uses including cabaret/entertainment bar, concert & show venue and nightclub on a year round basis opening from 11:00am to 04:00am all week, with the shop element opening from 08:00 to 22:00 Monday to Friday on a seasonal basis.
- 4.3 Whilst there have been 4 letters of objection received these mainly relate to the nightclub element of the proposal and not the use of the premises for concerts and entertainment although there have been significant concerns

raised with regards noise, anti-social behaviour and lack of parking and the potential impact on local residents amenities.

- 4.4 It has been suggested that a contribution could be sought in order to increase CCTV coverage in the area to help combat anti-social behaviour; however there has been no response received from Norfolk Constabulary on this matter and precisely how much of an issue they feel this may be. Members will be updated verbally on this matter at committee if any response or comments have been received.
- 4.5 There have been no other objections from consultees excepting the Council's Environmental Health Officer who has recommended that the application be refused on noise grounds, due to the proximity of residential premises, opening hours and the difficulty in achieving satisfactory noise insulation of the listed building.
- 4.6 Whilst noise is, of course, a significant issue, it is considered that this could be resolved via conditions relating to opening times and it is suggested that perhaps later opening times on Friday and Saturday evenings with no night club element on weeknights or Sundays (Excepting Friday nights or Bank Holidays) with a closing time of 23:00 hours could be a more appropriate solution and prove more acceptable to local residents, if members deemed this necessary.
- 4.7 It is of course recognised that the a nightclub will have some impact on the amenities of local residents, however members are also invited to note that until quite recently there were additional night-time features within the immediate area such as the former Zen/Bourbon Street nightclub and the Long Bar. The council is fully apprised of the issues surrounding the Long Bar, particularly in relation to noise and anti-social behaviour; however the majority of complaints were generated by the New Beach Hotel, which has since purchased the Long Bar and are looking to refurbish and re-open it.
- 4.8 Members are well aware of the issues surrounding the town's night-time economy and the loss of some of the nightclubs such as the Garibaldi and Rosie's along with the premises mentioned above and this type of venture would represent a significant opportunity to try and enhance and revitalise the area whilst adding to the available offer in relation to night time activities and entertainment. However this does need to be balanced with the needs of local residents and therefore, if members feel the scheme is acceptable and it is

necessary, the opening hours could be restricted as suggested above in paragraph 4.6.

- 4.9 However, National Planning Policy Framework Guidance (Beta) suggests that the subjective nature of noise means that there is not a simple relationship between noise levels and the impact of those affected. This will depend on how various factors combine in any particular situation. These factors include:
 - The source and absolute level of the noise together with the time of day it occurs. Some types and level of noise together with the time of day it occurs. Some types and level of noise will cause a greater adverse effect at night than if they occurred during the day this is because people tend to be more noise sensitive at night. The adverse effect can also be greater simply because there is less background noise at night;
 - For non-continuous sources of noise, the number of noise events, and the frequency and pattern of occurrence of the noise;
 - The spectral content of the noise (i.e. whether or not the noise contains particular high or low frequency content) and the general character of the noise (i.e. whether or not the noise contains particular tonal characteristics or other particular features). The local topology and topography should also be taken into account along with the existing and, where appropriate, the planned character of the area.
- 4.10 Overall, the scheme is considered acceptable and it would breathe life back into this unused but imposing Grade II listed building. It is your officer's opinion that it would be difficult to foresee any other type of use that could be found for the building, given its listed status and the virtual impossibility of creating smaller units within the building and thereby providing suitable alternative uses. It is also important to remember that when the building was originally constructed 100 years ago it was for pleasure and social purposes and the proposed use would closely align to the original purpose of the building. In addition to this it has been stated that the use is to be pitched towards family entertainment and the older clientele, perhaps with the exception of the nightclub element, however with the time restrictions and other measures suggested it is considered an acceptable proposal in this instance.

5. **RECOMMENDATION :-**

- 5.1 On balance therefore the recommendation is to approve the scheme: the proposal is considered to constitute a suitable re-use of this large and significant building and with appropriate conditions on opening times and potential agreement over additional CCTV coverage, if members deem this necessary.
- 5.2 Given the above the scheme is thought to be an acceptable form of development that accords with the provisions of the adopted Great Yarmouth Borough Council and the National Planning Policy Framework.

disturbance and anti-social behaviour on Friday addition op Sui Generis - Nightelub. I b and saturday nights, opten into the early hours op , i that the Regent Cinema is an imporphiate ap this area already supper greatly prom I reside on St George's had, noise was and ble as a secondary achiefy. I very much hope streets surrounding the Reyert Cinema are increased . From reading the Anning Application, I has to look above the shops to realise + understand that the nightchies is intended only it is also a residential area. Indeed, the marning, it would be augul if this was location for a nightclub. Regent had may a increased the Regent Cinema mean that the pilling of sound to Planning Application No: 06/13/06/14/10 they were open. The age and listed status op associated anti-social behaviour. Even though wholly residential. A night club open until 4 am, from the Brunswich, 151, Zen and the Hission when T days I week has the potential to create a great deal op noise pollubion and problems from to be a commercial area but one sim 09.12 2013 Lear Sir or Madam, GREAT YARMOUR 11 DEC 2013 DEPARIMENT TOUGH COUNCIL Norfolly GT YARHOUTH 87 ST GEORGE'S R LORRATINE FENCH A NR30 25R I am writing ACKO all ul 3

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FAO Peter Stockwell Churchill Road Great	Yarmouth	My Ref: 06/13/0614/CU	
From: Development Control	Manager	Date:	19th November 2013
Case Officer: Mrs M Pieterm Parish: Great Yarmout			- 149 B 16 a 3 0 2 4 a 4 5 2 1 1 1 2 1 2 2 4 3 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5 5
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Mr & Mrs Bromwich A & I Bromwich Promotions Ltd Marine Public House 15 Marine Parade Great Yarmouth	2 1 NOV 2013 GYB SERVICES L	Mr S Barrett Architectural C S Renoir Place Guaton Park Lo	onsultant westoft

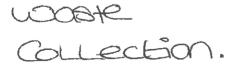
The above mentioned application has been received and I would be grateful for your comments on the following matters:-

REFUSE COLLECTION

Please let me have any comments you may wish to make by 3rd December 2013.

COMMENTS:

No concern for domestic repuse Gliection as change will be a commercial business so will require a trade



ALL DOCUMENTS & PLANS CAN BE VIEWED ON THE GYBC WEBSITE USING THE FOLLOWING LINK:

http://planning.great-yarmouth.gov.uk/OcellaWeb/planningSearch

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	onsultee Comment?	Copy to existing Consultee?
Name	Richard Lamb	
Address	141 Lichfield Road	(3 / w .)
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Derst O. 1		
Post Code		
Telephone		
Ernall Address	richardlamb141@gmail.com	
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peak at Committee		
The applicant appears	to have a successful record of rupping this ty	tain club to be good for the town and this area.
department will give any	y input prior to the issuing of a licence	

Application Ref	06/13/0614/CU	
Proposal	Proposed change of use to add Use Class A4 (Drinking Establishment), Sui Generis (Nightclub) and A1 (Shop) from Part D2 Assembly and Leisure	
Location	Former Mecca Bingo Hall, 85-87 Regent Road, Great Yarmouth NR30 2AH	

Case Officer	Mrs Melanie Van De Pieterman	Policy Officer	Miss Kirsty Stokes
Date Received	17/12/2013	Date Completed	20/12/2013

The current policies specifically affecting the site at the time of writing are as follows:

National Policy: National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF) replaced policy PPS4 in March 2012 as part of streamlined Government planning policy. Although national guidance no longer contains specific reference to managing the night time economy, the definition of 'main town centre uses' in the NPPF includes more intensive sport and recreation uses (including cinemas, night-clubs, casinos) and arts, culture and tourism development (including theatres, museums, galleries and concert halls).

The NPPF states that local planning authorities should allocate a range of sites to meet the scale and type of development needed in town centres including leisure, tourism and cultural uses (Para 23). Local authorities should also apply a sequential test to planning applications for main town centre uses not in an existing centre and not in accordance with an up to date Local Plan (Para 24).

National Policy: National Planning Policy Guidance (Beta)

The beta guidance notes that the subjective nature of noise means that there is not a simple relationship between noise levels and the impact on those affected. This will depend on how various factors combine in any particular situation. These factors include:

- The source and absolute level of the noise together with the time of day it occurs. Some types and level of noise will cause a greater adverse effect at night than if they occurred during the day – this is because people tend to be more sensitive to noise at night as they are trying to sleep. The adverse effect can also be greater simply because there is less background noise at night;
- For non-continuous sources of noise, the number of noise events, and the frequency and pattern of occurrence of the noise;
- The spectral content of the noise (i.e. whether or not the noise contains particular high or low frequency content) and the general character of the noise (i.e. whether or not the noise contains particular tonal characteristics or other particular features). The local topology and topography should also be taken into account along with the existing and, where appropriate, the planned character of the area.

Saved Great Yarmouth Borough-Wide Local Plan Policies (2001):

National Planning Policy Framework Para 215 applies to policies adopted under the Town and Country Planning Act 1990. This states that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. Therefore, the closer that the policy in the Local Plan is to the policies in the NPPF the greater the weight to the Local Plan policy may be given. The Great Yarmouth Borough Wide Local Plan was adopted in 2001, and the most relevant policies were 'saved' in 2007. Therefore, it is necessary to assess whether the saved adopted Local Plan policies are consistent with the NPPF. The policies listed below have all been assessed as being in general conformity with the NPPF, and add further information to the policies in the NPPF, while not contradicting it. These policies hold the greatest weight in the determining of planning applications.

Policy BNV5: Listed building consent will only be granted for works to a listed building if they preserve the building, setting or features

Policy BNV6: Change of use to a listed building will be granted where this is compatible with the original design concept and would preserve the building, setting or features

Policy BNV10: Requires new development in or adjacent to a conservation area to be sympathetic to the character and appearance of the area.

Policy TR1: seeks to ensure that all new tourism proposals have due regard to the need to conserve and enhance the surrounding built/natural environment and safeguard community interests.

<u>Emerging Policies – Core Strategy Publication – Regulation 19 (September/November</u> 2013):

The NPPF states that decision-takers may also give weight to relevant policies in emerging plans according to:

- The stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- The degree of consistency with the NPPF.

Policy CS7: Sets out the Council's preferred approach to strengthening the borough's centres. This policy encourages a diversity of uses within each centre (d) and seeks to enhance the early economy (d). The proposed town centre boundary for Great Yarmouth set out in the Draft Policies Map includes the former Mecca Bingo Hall as such this policy is relevant.

Policy CS8: Sets out the Council's preferred approach to promoting tourism, leisure and culture by seeking to encourage a variety of early evening and night time economy uses in appropriate locations that contribute to the vitality of the borough and that support the creation of a safe, balanced and socially inclusive evening/night time economy.

Policy CS9: Sets out the Council's preferred approach to encouraging well designed distinctive places. Point f) seeks to protect the amenity of people living and working in or nearby to a proposed development from factors such as noise, light and air pollution.

Policy CS10: Sets out the Council's preferred approach to safeguarding local heritage assets. Point a) seeks to conserve and enhance heritage assets.

Strategic Planning Recommendation

Generally speaking both saved and emerging local plan policies and the NPPF all recognise the need to support the visitor economy and encourage year round tourism. That being said the location of visitor attractions and leisure facilities have to be carefully considered, this is particularly important when considering schemes for early evening and night time economy uses as the impact of residential amenity could potentially be higher along with the risk of crime.

As the site is located in an edge of town centre location which is planned to be included within the town centre boundary area once the Core Strategy is adopted the suitability for the site for a leisure/tourist use has already been established. However given the sites close proximity to several residential dwellings strong consideration will still need to be given as to whether or not the proposed development will unduly impact upon residential amenity in accordance with the NPPF and guidance, Saved Policy TR1 and Emerging Policy CS9.

If the case officer is satisfied that the proposed development will not have an undue impact on residential amenity or increase the risk of crime in the area then the development would be deemed acceptable in planning policy grounds.

It is noted that the former Mecca Bingo building is a Grade II listed property located within a conservation area. The application indicates that no exterior or interior alterations are to be made as part of the scheme as such it complies with Saved Policies BNV5, 6 and 10 and Emerging Policy CS10. If required further discussions should be held with the Council's Conservation Team for detailed advice on any future exterior or interior alterations.

If the application is approved, appropriate conditions should be put in place to ensure the proposed developed does not have any future unduly impact upon residential amenity or increase the risk of crime. These may include limiting the operational hours of the venue or requesting contributions towards measures such as CCTV and late night bus services or other transport measures to address potential crime and safety issues associated with evening and late night uses which would otherwise make development unacceptable.



То:	Head of Planning and Development, Attention: Mrs M Pieterman	
Date:	3 rd December 2013	Your ref: 06/13/0614/CU
Our ref:	10012188739	Extension: 846617
Please ask for:	Justin Hanson	

DEVELOPMENT AT- 85-87 Regent Road, Great Yarmouth, COU to add class 4 and Sui Generis Nightclub

Though this department would have no objection to a family daytime food/drinking establishment as the applicants propose, we would object to the proposed use of the premises as a nightclub on the basis of noise.

There are flats directly opposite the front of the bingo hall, flats adjoining the bingo hall and houses to the rear along Albion Road. Although it is possible to make alterations to buildings to mitigate against noise and vibration breakout (though the grade II listed status may make this difficult) in this particular location with the proximity and location of the residents there will be an adverse noise impact from the use of the premises, people queuing up to get in, people leaving and those outside smoking. There are currently no premises of a similar nature in close vicinity to the proposed site so a nightclub that is open until 4am will lead to a substantial change in the existing noise climate that would adversely impact on the amenity of the neighbouring residents.

As stated we would not object to premises open during the day and evening with appropriate conditions, however, I cannot see that the applicant would want to operate the premises without the nightclub element. As it stands I would therefore recommend that the application be <u>refused</u> on noise grounds.

Justin Hanson Environmental Health Officer Great Yarmouth Borough Council



To: Conservation Officer	My	Ref: 06/13/0614/CU
From: Development Control Manager	Date:	19th November 2013
Case Officer: Mrs M Pieterman Parish: Great Yarmouth 14		······································
Development at:-	For:-	
85 - 87 Regent Road Great Yarmouth Norfolk NR30 2AH	(drinking (generis (ni	dd use class 4 establishments), sui ght club) A1 shop D" (assembly & leis)
Applicant:-	Agent:-	
Mr & Mrs Bromwich A & I Bromwich Promotions Ltd Marine Public House 15 Marine Parade Great Yarmouth	8 Renoir P	ral Consultant

The above mentioned application has been received and I would be grateful for your comments on the following matters:-

Please let me have any comments you may wish to make by 3rd December 2013.

. 13 5:11 2 COMMENTS: ~ ANY DUNDARG 811 PHOKIEN CLINSENTA 7 K 5 (1 ITE PIA Å 5 M PAINT ()THE ME SF-



NORFOLK FIRE & RESCUE SERVICE Group Manager Eastern Friars Lane **GREAT YARMOUTH, NR30 2RP**

Tel: (01493) 843212 Fax: (01493) 339940 Minicom: (01603) 223833 Website: www.norfolkfireservice.gov.uk

Please ask for: Great Yarmouth Borough Council Direct Dial: Development Control Email: jonathan.wilby@fire.norfolk.gov.uk My Ref: Your Ref:

22 November 2013

Jonathan Wilby

01493 339929

00015703

Dear Madam

Town Hall

Hall Plain

NR30 2QF

Mrs M Pieterman

Planning Services

Great Yarmouth

Planning Application No: 06/13/0614CU Development at: 85-87 Regent Road, Great Yarmouth, Norfolk For: Change of use to add use class 4 (drinking establishment), sui generis (night club) a1 SHOP FROM Part D" (assembly & leis)

Thank you for your consultation letter dated 19 November 2013.

I acknowledge receipt of the above application and I do not propose to raise any objections providing the proposal meets the necessary requirements of the current Building Regulations 2000 - Approved Document B (volume 1 - 2006 edition, amended 2007) as administered by the Building Control Authority.

Should you require any further assistance please do not hesitate to contact me on the number shown above.

Yours faithfully

Jonathan Wilby **STATION MANAGER** for Chief Officer



Great Yarmouth Borough Council Customer Services

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www.norfolk.gov.uk





Environment, Transport, Development County Hall Martineau Lane Norwich NR1 2SG NCC contact number: 0344 800 8020 Textphone: 0344 800 8011

Mel Pieterman Great Yarmouth Borough Council Town Hall Hall Plain Great Yarmouth Norfolk NR30 2QF

 Your Ref:
 06/13/0614/CU

 Date:
 21 November 2013

 My Ref:
 9/6/13/0614

 Tel No.:
 01603 638070

 Email:
 stuart.french@norfolk.gov.uk

Dear Mel

Great Yarmouth: Change of use to add use class 4 (drinking establishments) and sui generis (night club) A1 shop from part D" (assembly and leisure) 85, Regent Road, Great Yarmouth, NR302AH

Thank you for your recent consultation with respect to the above application.

The site is located in a pedestrianised shopping area of the town and whilst the site has no parking allocation it is readily accessible to public transport links and public car parks. In this respect, together the planning history of the site, I would not wish to raise an objection to the proposals, nor do I wish to restrict the grant of permission.

Yours sincerely

Stuart French

Highways Development Management & Licensing Officer for Director Environment, Transport and Development



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