

Reference: 06/17/0218/O

Parish: Great Yarmouth

Officer: Mr D Minns

Expiry Date: 05-07-2017

Applicant: Pleasure and Leisure Corporation PLC

Proposal: 1) Full planning application for an 81 bedroom hotel; associated pub/restaurant and ancillary works 2) Outline application large casino with internal restaurants, bars, etc. Cinema with restaurants/bars and indoor play centre

Site: Pleasure Beach South Beach Parade
Great Yarmouth

REPORT

1. The Site and Proposal

1.1 This is a hybrid application for the following development (full and outline planning application)

a) Full planning application for an 81-bedroom Premier Inn Hotel (Class C1) (some 2,900sqm); associated Beefeater restaurant (Class A3) (some 550sqm); car parking (some 152 spaces); cycle parking (some 20 spaces); relocated beach access; and associated servicing, infrastructure and landscaping (Phase 1 of the proposed development); and

b) an outline planning application, with all matters reserved, for a 'Large' Casino (in accordance with the Gambling Act 2005, as amended) with various internal restaurants, bars, entertainment, leisure and other spaces (sui generis); Class D2 cinema (up to 10 screens), up to 5 Class A3 or A4 restaurants/bars; a Class D2 indoor play centre; associated car parking (533 spaces); cycle spaces (50 spaces); infrastructure and landscaping (Phases 2 and 3 of the proposed development).

1.2 Phase 2 of the proposed development is in outline to allow for flexibility to incorporate the needs of future tenants of the units. However, significant information

has been submitted on an illustrative basis to assist in the determination of this planning application.

1.3 In addition to the submitted plans, the application is supported by the following documents:-

- Design & Access Statement
- Statement of Community Involvement
- Economic Appraisal
- Transport Assessment
- Travel Plan for the hotel element
- Preliminary Environmental Report
- Flood Risk Assessment
- Drainage Strategy Report
- Technical Briefing Note on Land Contamination
- Heritage Statement
- Urban Design Guidance
- Sustainability and Energy Statement, for the leisure scheme
- Hotel-specific Energy and Sustainability Statement,
- Hotel-specific Ventilation and Extract Statement
- Planning Statement

1.4 The Planning Statement also includes a Sequential Assessment of Alternative sites and these are referred to below.

2.0 The Site and Context

2.1 The site occupies an area of 2.49 hectares at Great Yarmouth sea front and is approximately 418m long and 60m wide. It sits at the end of the existing leisure strip, Great Yarmouth's Golden Mile, and lies directly adjacent to (and partly within) the Pleasure Beach. The site is bounded on the east side by the beach and the sea, and on the west by smaller scale industrial and residential buildings, that are all mainly 2 storey and is considered a transitional area where residential meets light industrial uses.

2.2 The existing site is currently a mix of hard and soft landscaped areas, predominantly used as a temporary overspill car park and an ancillary area for the Pleasure Beach amusement park. Previous to this, it was formerly used as a caravan park.

Main Cross Road runs perpendicular to the site, and marks the beginning of the larger industrial area.

2.3 The northern boundary of the application site is located immediately south of the 'Roller Coaster' ride (also known as the 'Scenic Railway'). The western boundary of the application site runs alongside South Beach Parade and the eastern boundary runs alongside the Esplanade – a raised public walkway adjacent to the beachfront. The southern boundary of the application site is broadly in line with the end of Monument Road as it crosses South Beach Parade.

2.4 The application site comprises two distinct parts. The northern section of the application site which incorporates part of the existing Amusement Park to the south of the Roller Coaster. The supporting planning statement to the application states that this is a little used area of the Pleasure Beach Amusement Park that has always underperformed because of its relatively 'hidden' location, and it currently accommodates a number of stalls and sideshows, the oval 'Go-Karts' ride and some storage.

2.5 A monorail track extends into the application site by some 40 metres before curving around the Go-Karts ride and then heading northwards back into the main part of the Amusement Park. There are a number of maintenance and storage areas, buildings, trailers and containers to the east of the Go-Karts ride. To the south of the Pleasure Beach Amusement Park is a paved track which leads to a slipway onto the beach.

2.6 The southern section of the site, which is to the south of the paved track, comprises vacant scrub land which was formerly occupied by 'Block A' of the South Denes Caravan Park. In more recent years it has been used in the peak holiday season as an overflow car park for visitors to the Pleasure Beach. Access to the vacant land is via a paved track. Within the vacant land are a number of small hardstanding areas which are the last remnants of the caravan park, as well as soil mounds and an internal access track. The site is generally level, except for a small rise southwards from the paved track.

2.7 As explained above, The Edge application site includes part of the existing Pleasure Beach Amusement Park. The main part of the Pleasure Beach is situated immediately north of the application site, and includes the Roller Coaster, numerous rides along with sideshows, catering and other facilities. The Roller Coaster is a 21m high structure and was recently granted Grade II listed status in October 2016. The rest of the Pleasure Beach extends to the north and west of the Roller Coaster and the main entrance to the Pleasure Beach is on the park's northern boundary

2.8 South Beach Parade runs along the western application site boundary. This is a two-carriageway road with pavements on both sides (although it turns into a single carriageway road as it passes the site). There are a number of public 'Pay and Display' car parking spaces in the middle of the road extending north to the Pleasure

Beach main entrance, and the footpath bordering the site to the east has been used for car parking in more recent times.

2.9 A number of different uses are located on the western side of South Beach Parade facing the application site. Opposite the northern section of the application site are a number of semi-detached and terraced dwellings. At the southern corner of Main Cross Road and South Beach Parade there is a former petrol station and garage, now used as a storage area. Further along South Beach Parade there are a number of industrial units facing the application site. The former petrol station and industrial units form part of the South Denes Industrial Area.

2.10 Immediately south of The Edge application site is EastPort UK, Great Yarmouth's new outer harbour. The area located immediately south of the application site is used for port operations (storage of goods to be shipped, etc). This area stretches some 750m until it meets the northern breakwater, which is the edge of the outer harbour. The southern breakwater is located at the end of South Denes Peninsula, where the River Yare meets the North Sea.

2.11 Looking at the wider context The South Denes Industrial Area is located immediately west of the site, and covers all of the South Denes Peninsula, except for the land immediately adjacent to the River Yare, where a series of docks are located. It comprises mainly of industrial units and other industrial operations associated with port facilities. Importantly, there are two landmark buildings/structures within this area: Nelson's Monument and RWE gas-fired power station.

2.12 Nelson's Monument is a Grade I listed, single column monument located directly to the west of the site's southern boundary. Built in 1819, it is set in the middle of Monument Road and stands approximately 44m (144ft) tall. The second major landmark is the RWE gas-fired power plant, which is located further south of Nelson's Monument and was built in 2002 replacing an earlier power station. The metal clad power station is quite visible from the site, being the tallest structure in the vicinity

3.0 The Proposal

3.1 The Design and Access Statement submitted with the application sets out the description of the development. It states :-

"The original strategy was to:-

- Separate the functions based on whether they were family or adult orientated uses.
- Orientate family uses within the Golden Mile, to naturally extend from the existing Amusement Park
- Create a public, pedestrian friendly central point

- Relate to the existing leisure structures of Pleasure Beach and to the adjoining industrial Area.
- Position the car parking / ancillary uses away from the main pedestrianised areas.

3.2 In keeping with the original strategy we have revised the site and utilised the previous analysis to inform and enhance the revised proposals. Massing, Zones, Linkages and Public realm strategies have been retained to respond to the sites context and commercial requirements.”

3.3 The site layout comprises north to south - Indoor play area on a rectangular form, Cinema and A3 linked and forming an L-shape around a piazza, Hotel on beach frontage with car parking to front on to South Beach Parade following by the Casino, and multi storey car park followed by ground level parking.

3.4 The revised proposal has concentrated on the principal elements of Hotel, Casino and Cinema/Restaurant complex centred around a large shared surface area, and a seated public realm area which represents the heart of the scheme. These areas create a porous boundary between the main access road and the beach/promenade.

3.5 The buildings are orientated so that the family facilities of Cinema/Restaurant Indoor play are closer to the Golden Mile and the Amusement Park to provide a extension to the Pleasure Beach. They are grouped around a courtyard/seating area which overlook the beach and sea. Whilst the more adult facilities of the Casino are set aside on the other side of the site. The Hotel in the centre acts as a mediator between the adult and family facilities.

3.6 The illustrated drawings show the scale, massing and location of the buildings and soft and hard landscaping of the development and range of external finishes that could be used on the buildings. Details of the hotel which are subject to the full application are set out below.

3.7 It is proposed the development proposal will be brought forward in three distinct phases:

Phase 1 – The Premier Inn hotel with a Beefeater restaurant on the ground floor together with its associated car parking (total of 152 car parking spaces);

Phase 2 – The leisure boxes (Cinema, Play Centre and Restaurants), along with a multi-storey car park and temporary car parking being created where the casino would be sited (total of 612 car parking spaces); and

Phase 3 – The Casino together with associated car parking (total of 685 car parking spaces).

3.8 Vehicular access and egress to the proposed development is to be gained via three priority junctions onto South Beach Parade along the western border of the site. The most northern junction will provide access in to the site and includes a deceleration lane off South Beach Parade. The middle junction will operate as the main vehicle egress to the site. Both of these junctions will be delivered as part of Phase 1. As part of Phase 3 a southern vehicle access and egress will also be provided to the proposed car parking to the south of the Casino.

3.9 It is proposed that a total of 685 vehicle parking spaces will be provided at the proposed development, of which 42 will be disabled parking bays. It is considered that the proposed provision provides the right balance between meeting the NCC Parking Standards and allowing for cross visitation and linked trips. In addition to the car parking spaces a total of 35 motorcycle bays will be provided in accordance with NCC standards. In accordance with the phased delivery of the development, the proposed car and motorcycle provisions will be phased.

4.5 Hotel

4.6 The proposed scheme will provide a total of 81 Bedrooms over 5 Storeys and a 150 cover restaurant. The bedrooms range from 2 to 4 person capacity with 4 no. rooms in total being designed to Universal Access Standards (equating to 5% of the total provision). All bedrooms will be spread equally over all 3 floors apart from the UA which will be located solely on the ground floor. In addition to the restaurant (including ancillary service areas) and bedroom accommodation, the ground floor area will house a check in reception desk, admin office, linen handling, luggage store, twin lifts and ambulant staircase service all floors.

4.7 The Bar & Restaurant will provide seated accommodation for up to 150 covers, with dedicated Bar Servery for drinks. A purpose-designed Kitchen plus food & drinks storage areas will be supported by back of house staff spaces. Customer toilets are accessed from within the main restaurant area. An East facing patio addresses the

4.8 An enclosed external service area is included for both the Hotel & Restaurant, along with 77 dedicated vehicle parking's bays including 4no designated Universal Access bays.

4.9 The hotel sits to the rear of the site addressing the seafront vista primarily with a wide terraced seating area affording views out to sea. The design incorporates dual entrances to South Beach Parade and the Seafront promenade allowing access from either the promenade or the large open air carpark abutting South Beach Parade.

The ground floor use is predominantly for the Beefeater restaurant offer and thus the elevations are treated differently to the remainder of the scheme. The upper floor uses are solely for bedroom accommodation and a few ancillary service rooms

4.10 The D&A statement states the form and massing of the proposed Premier Inn & Beefeater restaurant development are a reflection of form following function. Thus the large elevations of the overall mass have been treated in such a manner as to break these down into smaller facades with more individual

4.11 External materials

The drawings show buff facing bricks at ground floor level along with composite timber effect cladding. On the upper floors in a combination of Glacier blue and Dove Grey aluminium panels and white rendered blockwork. Appearance wise the existing Premier Inn in Runham Vauxhall is good example of the quality and appearance of what is proposed in this development.

4.12 The existing topography of the site has been carefully considered to ensure that the proposals meet the access requirements for all, from boundary / parking spaces to all principle entrances within the site. Utilising the existing levels of South Beach Parade and the esplanade as starting points, a series of DDA compliant ramps and gentle slopes, have been installed throughout the development.

4.13 In addition, the design has also been developed to ensure that this strategy ties in with retaining and eventually relocating the emergency access slip road to the beach, which needs to be accessible at all times.

5.0 Community Involvement /Engagement

5.1 The applicant and agents held a public exhibition and consultation on January 30th 2017, where 111 people attended. The scheme was presented to a number of members of the Great Yarmouth Council, which was followed by a public exhibition for the general public who could provide comments on the revised scheme.

5.2 The applicants report that the scheme, as with the previous application was well received. Details can be found in the accompanying Statement of Community Involvement.

6.0 Relevant Planning History

6.1 There has been a number of planning applications/ approvals on this site in the past. Of particular relevance here are the two planning that two planning permission granted in 2006 and 2011. More detail is set out on each the applications below.

6.2 Application 06/99/0690/O granted outline planning dated 11th July 2006 for development of the site for A3 (food and drink premises), D2 (leisure uses) ten pin bowling, health/ fitness facilities, multiplex cinema, casino/bingo together with around 290 car parking spaces. While the application was in outline, illustrated proposals indicate a total of 10,800sqm.

6.3 All matters were reserved except for means of access and siting. The application included a frontage to South Beach Parade of 320m. PLC submitted the outline planning application on 18 August 1999. This proposal was referred to as the 'Pleasure Beach Plaza'

6.4 There were no conditions attached to the permission relating to the size or scale of the development and the only restrictions related to parking, public transport, traffic management and a restriction of certain uses. The planning permission was tied to a Section 106 agreement relating to parking, public transport and traffic management issues.

6.5 06/08/0266/O was granted consent in In 2011 for was also a hybrid application. Pleasure & Leisure Corporation Plc (P & L) were granted planning permission full planning consent for a leisure complex and outline consent for a hotel.

6.6 The application comprising mostly the same uses as in this current application including a 'large' casino as defined by the Gambling Act 2005 (sui generis), up to 184-bedroom hotel (Class C3), 8-10 screen cinema (Class D2), 20-22 lane ten-pin bowling alley (Class D2), 6 bars and/or restaurants (Classes A3 or A4), multi-storey car park and associated infrastructure and landscaping. Comprising :-

- 60,000sqft Casino
- 20,000sqft Bowling Alley
- 30,000sqft Cinema
- 27,000sqft Restaurants
- 832 Car Parking Spaces
- 184 bed hotel was also approved in outline

6.7 In comparison terms in sqft the current application proposes:-

Full Application:-

- 81 bed hotel with 5,909 sqft restaurant and 152 car parking spaces

Outline:-

- 25,069sqft Casino
- 29,257sqft Cinema
- 6,006sqft Indoor Play Area
- 18,934sqft Restaurants

- 533 Car Parking Spaces

6.8 The application was subject to a Section 106 agreement mirroring the earlier agreement July 2006 agreement. This proposal was also known as 'The Edge' development. Following completion of the Section 106 Planning Obligation, the Council issued the planning permission on 13 May 2011

6.9. The reason stated on the planning decision notice for approving the application:

The Council considers that the proposal would be an employment generator of economic benefit to the town in a sustainable location and contribute to the regeneration of and improve the character of the area which is a major ambition for the Borough Council. The proposal, subject to the above conditions, is considered to be compatible with the Government aims of delivering Sustainable Development and employment in appropriate locations within PPS 1 and subsequent guidance within Planning Policy Statements and Guidance including those related to the historic environment, design, tourism, noise, traffic and flood risk and the Great Yarmouth Borough-Wide Local Plan - Adopted 2001. The application was referred to the Government Office as a departure from the local plan but not called in by the Government Office.

6.10 The issue considered at the time and are still relevant here in consideration of this application. English Heritage raised concerns over the height of the hotel and its impact on the 'iconic and recognisable' Nelson's Monument the hotel's illustrative design, as well as the permanence of the car parking structure and its impact on the character of the land to the east of South Beach Parade. Conservation were also concerned re the function, massing, shape, scale of the proposed scheme. There was a lack of active frontage along the scheme, concerns regarding the servicing. The development was also put before the Inspire East a design panel who made comments scale, massing, daylight, linkages through the site.

6.11 The applicants addressed the issues raised by engaging with the consultees. The result was a number of amendments were made to the scheme. Primarily these related to reducing the height of the hotel (from 8 storeys to 6) and altering the footprint of the car park (with an increase in height to 3½ storeys to maintain parking numbers) and maintained views to and from Nelsons Monument. Cited at the time the main considerations set out below and again still relevant here.

Inward investment;
Jobs;
Attractiveness of the town
New tourism infrastructure
Car parking

Regeneration

The main issues were:

Local Plan allocation;

Threat to existing businesses (and, possibly, choice);

Increased traffic;

Impact on (Nelson's) Monument;

Potential disturbance to residents (construction disturbance, noise, light intrusion all which can be controlled and covered by conditions);

Energy impact

Design.

In summary, the report stated in Paragraph 7.1.1.6: *“The balance that has to be struck is whether the economic and regeneration benefits of the scheme (assuming that all of it is built), outweigh the concerns regarding the concerns expressed in paragraph 7.1.1.2 above [as summarised the preceding paragraph above].*

“In my view there are significant benefits to the scheme, and despite the areas of concern, and the allocation of the site in the Local Plan, there are insufficient grounds to justify a refusal which could be sustained on appeal.”

The recommendation of the report remained the same as the original Committee report, in that *“the concerns which have been expressed regarding a number of issues do not outweigh the expected and, potentially, significant benefits of the proposals for the community as well as the local economy, and that refusal of the application is unlikely to succeed at appeal.*

“I believe, therefore, that subject to dealing with the application as a Departure from the Development Plan, to conditions and legal agreements, the application should be approved.”

The Section 106 Legal Agreement was signed on 11 May 2011. A copy of the signed agreement is enclosed in Appendix 3i. The First Schedule of the S106 Legal Agreement commits to the provision of a 'bus grant' (£6,000), a 'Bus Shelter Contribution' (£10,000), a 'Travel Plan Monitoring Fee' (£2,500), 'Residents' Parking Scheme Contribution' (£5,000). As well, the agreement requires that the car park associated with the development is made available for public use between 8:00 to 18:00 each day, with the charges not being lower than the Council's charges for their own pay and display car parks operated along the seafront.

The same Schedule also indicates when payments would be made, most of which are due prior to the use of the site, or the opening of businesses on the site.

The Second Schedule of the agreement set out the County Council's obligations, including the use of the contributions for specific purposes, or when monies would be refunded if not used within a specified period of time.

The above consent forms the basis of discussion for any future planning permission.

The applicants state that the application was not pursued due to a combination of the effects of the recession in the Having undertaken a detailed review of the

development permitted in 2011, and following discussions with potential operators, it became clear that the 2008 Scheme would not reflect current demand and meet specific operational requirements. As such, PLC is now seeking a new planning permission for a revised scheme, which is broadly based upon the 2008 Scheme, but takes into account the current needs of operators. The previous planning permission provides a precedent for a mixed use leisure development on the majority of the application site. This is a significant material consideration in the determination of the planning application for The Edge, given there has been little change in circumstances, as reviewed in this Planning Statement. Early part of this decade, and the difficulties in attracting branded restaurants to a seaside resort

7.0 Consultations :-

7.1 Public consultation – 1 letter of support. (Copy attached to the report) This was received prior to the application being submitted following on from the public exhibition undertaken at the pre application stage. In summary

- The area of the proposed development has suffered loss of employment and closure of businesses but with the Regeneration Area and Enterprise Zone the area seems to be improving.
- “The Edge” will help with regenerating the area – it alone providing hundreds of jobs and we would expect our own premises to re-open creating potentially another 40 jobs and many small businesses in the area would be in the same position
- The position of “The Edge” perfectly ties the southern end of the seafront and tie in perfectly with the Outer Harbour and ambition for a future passenger ferry terminal
- The location is away from any substantial residential areas and
- Improve the safety of the area by providing a substantial night time economy all year round

7.2 Peel Ports – In principle, we have no objection to the above planning application for the development of a hotel associated pub/restaurant and outline application for casino/ restaurants/ bars and Cinema provided our concerns detailed below are noted. The proposed development sits alongside operational port land, which has the potential to be brought forward for Port use under our permitted development rights for Port related activity. Any potential future concerns that may arise in regard to noise, odour and 24/7 hours of operation would impact upon our operations and have direct impact on our functionality and therefore must be considered within this planning application.

7.3 Highways England – No objection

7.4 **Norfolk County Highways** - Thank you for your consultation dated 24 April 2017 and my apologies for the delay in responding. The Highway Authority has considered the information provided. The application is for a smaller redevelopment of the site than that which was previously consented. As such the traffic impacts are reduced proportionately and the Highway Authority considers that the impact of the development on the highway network cannot be considered severe according to Paragraph 32 of the National Planning Policy Framework.

7.5 The previous permission for this site required a bus grant of £6,000 (index linked from 2003), a bus shelter contribution of £10,000 (index linked from 2003) and a contribution to a residents parking scheme of £5,000 (again index linked from 2003).

7.6 Having considered the contributions secured previously, the Highway Authority considers that a bus shelter contribution of £10,000 (no longer index linked) is still appropriate and that a contribution of £15,000 towards traffic management and the enhancement of on-street parking management should be made in lieu of the bus grant and residents parking scheme contributions.

7.7 Both these contributions should be secured via a Section 106 Agreement and should be made prior to the commencement of use. Provided that the above is agreed and secured before any permission is issued, the Highway Authority recommends **No Objection** subject to a number of conditions apperating to the development .

7.8 **Local Lead Flood Authority(LLFA) Norfolk County Council** – initially raised a number of objections to the proposal which the applicant's have sought to address. The response below incorporates the revised response from the LLFA and relates to the matters still outstanding . The applicants has now provided the addition information requested by the LLFA and the LLFA response will be verbally reported to Members

“The applicant has provided additional information in support of the above application to address the concerns we previously raised. The applicant has demonstrated that changes in access arrangement would be managed sufficiently by developing localised levels around entrances. Perimeter paving levels would fall away from the building line and would have associated gullies. Adequate level of information regarding detailed design of the system has been received.

The applicant has also provided a plan showing the routes for the management of exceedance surface water flow routes that minimise the risk to people and property during rainfall events in excess of 1 in 100 year return period.

Sufficient management and maintenance plan has been submitted regarding the future adoption and maintenance of the entire drainage system associated with the full application development.

However, additional information should still be provided to demonstrate that surface water can be managed on the site and discharged to the ground via infiltration without resulting in an increase in the risk of flooding elsewhere.

We maintain our objection to this planning application in the absence of an acceptable level of detail in the Drainage Strategy relating to:

- a) The applicant has provided the infiltration test results that demonstrate that 3 fillings took place in each trial pit testing. However, the infiltration rates results were not provided to establish how the proposed rate has been determined.*
- b) Calculations for the soakaway in the 1 in 100 and 1 in 200 year plus 30 % climate change allowance. No modelling for the rest of the system, i.e. the pipe network and manholes, has been provided.*
- a) Calculations did not demonstrate that surface water can be adequately managed within the site to accommodate up to the critical duration rainfall event including climate change allowances in compliance with the latest Environment Agency guidance (40 %).*

Reason

7.9 To prevent flooding in accordance with National Planning Policy Framework paragraph 103 and 109 by ensuring the satisfactory management of local flood risk, surface water flow paths, storage and disposal of surface water from the site in a range of rainfall events and ensuring the surface water drainage system operates as designed for the lifetime of the development.

7.10 Norfolk Constabulary Architectural Liaison Officer - Crimes records for the area show a number of local crimes including burglaries of dwellings and other premises criminal damage to premises and vehicles theft of and damage to motor vehicles and anti - social behaviour. It is important to factor in protective measures and across the development at the outset of the building and particularly so when considering the increased numbers of visitors and additional motor vehicles this development will support throughout its construction and beyond. The Design and Access statement (DAS) Section 8.5 provides the only ref to crime prevention measures and across the development and is a condensed section taken from the 2008 submission.

7.11 Advises that the development allows for effective permeability for visitors and uses to move freely between buildings and facilities both for pedestrians and vehicles to key meeting areas ie Piazza and ready access through to the beach area. Wide footpaths could also allow for vehicles etc to access and it is recommended mitigation measures to prevent prevents unauthorised access both for vehicles and pedestrians. Further design advice on security for the buildings and street furniture including bins, security lighting and CCTV along advice on preventing access to flat roof areas and their use to gain unauthorised access to buildings. Guidance on lighting of car parks and public areas. Concern also raised over increased number of vehicles in the area and possible congestion and driver tension.

7.12 ANGLIAN WATER - No comments received

7.13 **Essex and Suffolk Water** – Our records show that we do not have any apparatus in the vicinity. We have no objection to the proposal subject to compliance with our requirements consent is given to the development on the condition that a water connection is made onto our Company network for revenue purposes.

7.14 **Coastal Manager** – Raised concern that the this complex absorbs the last remaining vehicular access we have to the beach .Looking at the plan showing land ownership/site extent there appears to be a possible gap at the southern end. Property services have responded stating the plans seen envisage the roadway being narrower but all along we have insisted that this access point is retained but we have indicated that we would consider it being realigned.

7.15 **Resilience Officer Emergency Planning** – commented on the Flood Risk Assessment high lighting potential issues in the event of a flooding event. The applicants responded to those comments and below is the further comments

7.16 The key is the design of the buildings allowing for safety of the occupants prior to surge/tidal adverse conditions: - and the flood plan that is developed is robust in the sense that people are advised to move away from danger prior to a flood warning event, in severe weather/high wave situations; that is what is required.

Concerns about wave heights and overtopping/crashing waves into the buildings – wave heights are not entirely predictable - the applicant can choose to physically proof the building against “freak” waves crashing into it (ie strengthened glass panels to replace ordinary windows) – or they leave it as a robust and appropriate design, but ensure that people leave the building prior to any safety situation or damage that may arise.

7.17 There are other examples around the county of buildings on the sea front having specialized glass installed to prevent danger to occupiers. (known to BH) I hope this helps; in general terms, the ideas put forward are in the right areas, I'd just need to see and comment on the Flood Planning once prepared. (Condition if approved)

7.18 **Greater Yarmouth Tourism Authority** – No comment.

7.18 **Historic England Conservation** – No comment.

7.19 **Natural England** - has no comments to make on this application (refers to standing advice no assessment you can use to assess impact upon protected species)

7.20 **Norfolk Historic Environment Service** - As mentioned in the application's Heritage Statement, the proposed development has the potential to directly impact known heritage assets. During World War Two the site contained a number of military defence features.

7.21 Although these are no longer visible above ground, there is potential for archaeological remains associated with them to survive below ground. The development site is also thought to contain the location of two former haven entrances and there is potential for archaeological and palaeoenvironmental remains associated with these to survive below ground. As a consequence, groundworks associated with the development have the potential to result in harm to or loss of archaeological and palaeoenvironmental remains.

7.22 Paragraph 141 of the National Planning Policy Framework makes provision for developers 'to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible'. Given the development has the potential to affect heritage assets with archaeological interest, the Historic Environment Service recommends applying the three conditions (A-C) listed below to any planning permission granted for this proposed development, in accordance with paragraph 141 of the National Planning Policy Framework (as we did with the previous application 3PL/2016/0227/HOU).

A) No demolition/development shall take place/commence until an archaeological Written Scheme of Investigation has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and

1. The programme and methodology of site investigation and recording
2. The programme for post investigation assessment

3. Provision to be made for analysis of the site investigation and recording
4. Provision to be made for publication and dissemination of the analysis and records of the site investigation
5. Provision to be made for archive deposition of the analysis and records of the site investigation
6. Nomination of a competent person or persons/organization to undertake the works set out within the Written Scheme of Investigation

B) No development shall take place other than in accordance with the Written Scheme of Investigation approved under condition (A).

C) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition (A) and the provision to be made for analysis, publication and dissemination of results and archive deposition has been secured.

In this instance the site investigation would constitute window sampling and the monitoring of all groundworks under archaeological supervision and control. The Historic Environment Service will provide a brief for this programme of archaeological work on request.

I hope that provides enough information at this stage. Please do let me know if you would like any further information or have any queries.

Norfolk Fire and Rescue Service – I do not propose to raise any objections providing the proposal meets the necessary requirements of current building regulations 2000 – Approved documents B (volume 1-2006 edition, amended 2007) as administered by the Building Control Authority

7.22 Historic England - On the basis of the information available to date, we offer the following advice to assist your authority in determining the application.

7.23 Summary

The application for the development known as the 'Edge' seeks full planning permission for an 81 bedroom hotel and associated pub/restaurant and outline permission for a large casino, cinema and indoor play area. A similar scheme for a leisure complex was submitted in 2008 and received consent in 2011.

The site is a long strip of land along the seafront to the south of the Pleasure Beach and between two distinctive and contrasting listed buildings, the scenic railway to the north and Nelson's Monument to the south. The prominence of the site as a long strip of land along the seafront means it would be visible in north-south views along the beach. The reduction in the scale of the development from the consented

scheme means that the corresponding impact on the setting and significance of the designated heritage assets would be much reduced. However, the proposal would still result in some harm to their significance. In line with paragraphs 60, 61, 131 and 132 of the National Planning Policy Framework (NPPF) opportunities to reduce this and enhance the area should be explored. Any harm should be weighed against the public benefits the proposal would deliver, paragraph 134.

7.24 Historic England Advice

7.25 At the southern end of the site, just inland, lies the Nelson Monument a prominent landmark, listed grade I. Dating from 1817-19 it reflects Nelson's achievements and associations with the town and was a precursor to the more famous monument in Trafalgar Square. The design reflects the predominance of the classical style in this period and its functional role as a seamark. Its location was deliberately exposed to enhance its value as the latter. To the north of the site is the wooden scenic railway which opened in 1932. It is the second oldest scenic railway in the country and one of only six roller coasters built before the Second World War to survive. It is the major surviving ride from the Pleasure Beach, one of the earliest seaside amusement parks in the country and an important part of the outstanding collection of nineteenth and twentieth century entertainment buildings in Great Yarmouth. It was listed at grade II last year.

7.26 The development comprises a cinema, restaurants and indoor play area at the northern end (phase 2), a hotel (phase 1), casino and car parking (phase 3) and a multi-story car park and surface parking at the southern end of the site (phase 2). The current application seeks full planning permission for phase 1 only. This comprises a five storey Premier Inn hotel with two taller tower elements. The height of the building is 19.5 meters. The design is a standard design for this type of hotel. The cinema and play area is at the northern end of the site and would be c.18 meters tall, the casino lies at the centre of the site and is 8 metres tall, the multi-story car park is adjacent to the casino and the details are reserved. The scale of the development has been significantly reduced from that of the consented scheme. This included a 10 storey hotel on the southern section of the site. The reduction in the height of the hotel and its re-positioning along the seafront on the northern part of the site has significantly reduced its impact on the significance of Nelson's Monument. We welcome this approach.

7.27 A direct detailed comparison of the scale of the consented development as a whole with the current proposals cannot be made because of the outline nature of parts of the current scheme. The cinema, restaurants and play area to the north are

similar in height and mass to that of the consented scheme. However, we note that the line of the building has been pulled back to provide a gap between this and the scenic railway. This is an improvement on the consented scheme. The structures appear slightly taller than the adjacent scenic railway in the drawings although the height of the railway at 21 meters is a few meters higher. The height of the buildings would have some impact on the scenic railway which would have been designed to rise above the majority of the surrounding buildings and offer panoramic views. This is identified in the Heritage Statement, paragraph 7.21. The scale of the buildings is also much larger than that of the surrounding townscape to the west which consists of predominantly 2 storey industrial and residential buildings. However, we note the views from the monument show the development to be largely concealed by the existing townscape.

7.28 At the southern end of the site we welcome the relocation of the multi-storey car park further to the north and away from the Nelson Monument. This would allow views between the base of the monument and the sea which reflects the original design intention to site the building in open land. These are shown in the Heritage Statement, figure 7.37, 7.38, 7.41 and 7.42. However, this part of the site is proposed as a car park which, when full, would detract from these views and does not offer an enhancement to the connection between the monument and the beach. The NPPF has at its heart the principle of sustainable development and establishes the conservation of heritage assets as a core planning principle, paragraphs 14 and 17. The detailed policies set out the desirability of sustaining and enhancing the significance of heritage assets, paragraph 131. It requires great weight to be given to their conservation and any harm to require clear and convincing justification, paragraph 132. The good design policies note it is proper to seek to promote or reinforce local distinctiveness and that decisions should address the integration of new development into the natural, built and historic environment, paragraphs 60 and 61. Where harm cannot be avoided or minimised it should be weighed against the public benefits the proposal would deliver, paragraph 134.

7.29 The revisions proposed in the current application to the hotel design and the relocation of the multi-storey car park would significantly reduce the impact of the development on the significance of Nelson's Monument. We welcome this amended approach. However, a landscaped approach to the treatment of the southern end of the development site would offer more opportunity for enhancement of the setting of the monument and could strengthen its connection with the sea. The details of the buildings at the northern end of the site are reserved, but the bulk of this part of the development would have something of a harmful impact on the significance of the scenic roller coaster despite the proposed gap between the structures. If the mass

were reduced further it might allow for a greater appreciation of the roller coaster and a better integration with the surrounding townscape. Your Council should approve detailed drawings and samples of new materials as a condition of any grant of consent.

7.30 Recommendation

Historic England has no objection to the application on heritage grounds in light of the previous consented scheme and the more sympathetic response offered by the current proposals. However, we consider the proposal would entail some harm to the significance of Nelson's Monument and the scenic roller coaster. Amendments to address the issues set out above could reduce this and offer an enhancement to meet the requirements of the NPPF paragraphs 60, 61 and 131.

Your authority should take these representations into account in determining the application. If there are any material changes to the proposals, or you would like further advice, please contact us. Please advise us of the decision in due course.

7.31 **Environmental Health** - make the following comments:-

Construction

There are potential noise impacts from the construction phase of the development. I would therefore recommend the following:-

- When piling is required, the quietest most appropriate method shall be employed. Piling must only be carried out during the following hours:-
Monday to Friday 09:00 to 17:00 hours
Saturday 09:00 to 13:00 hours
No piling to be carried out on Sunday or Bank Holidays.
- The proposed development has the potential to cause noise disturbance to residents from the construction phase. Therefore, construction activities likely to give rise to audible noise at the boundary of the nearest residences shall be carried out only between the following hours:-
Monday to Friday 08:00 to 18:00 hours
Saturday 09:00 to 13:00 hours
With no such activities being carried out on Sundays and Public Holidays.
- All plant and machinery in use shall be silenced and maintained in accordance with the manufacturers' and/or suppliers' instructions or recommendations. All hand-held pneumatic machinery, including breakers and chisels, shall be of an integrally silenced design.

2. Provision of external storage for waste and recycling from the proposed businesses

The supplier must show the size and location of bins for each hotel/casino/restaurant/ takeaway/play area etc. The applicant should consider access for vehicles to collect the refuse.

3. Opening Hours

The four food outlets facing the residential properties should have a condition relating to restricted opening times of 8.00am – 10.30pm to ensure amenity for the residents. As this is a brownfield site prior to the commencement of the development and to the satisfaction of the Head of Environmental Services, a site investigation shall be carried out to assess the extent (if any) to which the land and ground waters underlying the site are contaminated by virtue of previous uses of the site.

The investigation shall include a desktop study detailing the previous uses and a risk assessment including a conceptual model of the likely effects of any contaminants. The applicant shall progress to a full intrusive site investigation if necessary and where contamination is found to exist, provide a validated Remediation Strategy to the satisfaction of the Head of Environmental services.

9.0 Policy

9.1 Strategic Planning Comments

9.2 Strategic Planning comments have been provided on:

- Establishing the use, location, design etc of the full planning application for an 81 bedroom hotel, associated pub and restaurant uses.
- Establishing the use and location only, of the outline application for a casino, restaurant, bars and cinema. Comments on the design & layout are reserved for the detailed application

9.3 From the current Great Yarmouth Development Plan, the following policies are relevant:

Policy CS8 of the Local Plan Core Strategy provides the general planning policy direction for the establishment of new tourism and leisure uses. Specifically, Policy CS8(e) supports the development of new attractions and accommodation that are designed to a high standard, easily accessible and have good connectivity with existing attractions.

Policy CS8(f) is pertinent, where this encourages 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 safe, balanced and socially inclusive evening/night time economy.

Policy CS8(j) is also relevant to ensure that all proposals are sensitive to the character of the surrounding area and are designed to maximise the benefits for the communities affected in terms of job opportunities and support for local services.

Policy TR21(A) from the remaining 'saved' policies from the former 2001 Borough-Wide Local Plan (BWLP) is relevant, suggesting the Council will maintain and enhance the status of Great Yarmouth's Golden Mile as the main focus of the borough's traditional tourist industry, and provide the balance and range and attractions within this area that meets the needs and expectations of all sections of the potential market;

Furthermore, remaining 'saved' Policy TR7 of the former BWLP suggests that proposals for new visitor facilities and attractions may be permitted in the Prime Commercial Holiday Areas [inc. Great Yarmouth] and will be assessed having particular regard to their scale, design, relationship to other uses and to landscape, environment, residential amenity and traffic considerations.

Use & Location

Locationally, the proposal site is situated at the southern limit of Great Yarmouth's 'Pleasure Beach', a major amusement and attraction destination in Norfolk. The proposal site would serve as a 'bolt-on' to the existing Pleasure Beach, allowing pedestrian permeability between the existing attractions and the proposed Hotel, pub & restaurants, casino and cinema etc.

This is considered to broadly comply with policies CS8(e), CS8(f) and CS8(j) by locating a new cluster of attractions and accommodation that are accessible, have good connectivity with existing attractions, and seeks to enhance the diversity and selection of the leisure offer, in particularly where this reduces the seasonality of the created new jobs.

It is relevant that the supporting text to Local Plan Core Strategy Policy CS8 refers to the future completion of a casino at South Beach Parade (para 4.8.14) as contributing towards the area's vibrancy and further diversification of the existing tourism offer. Though this directly refers to the former (lapsed) planning consent on the site, this proposal sought to provide a similar cluster of uses i.e. casino, restaurant, bars, hotel accommodation, a cinema, as well a ten pin bowling alley and other supporting attractions and facilities.

Design & Layout

The development plan emphasises the importance of high quality design and it is welcomed that the proposed façade treatment of the hotel helps to 'break up' the general massing of the building and provides some architectural interest.

Two listed buildings can be found within the surrounding context of the site i.e. to the south west lies the Norfolk Naval Pillar (locally known as Nelson's Monument) a

Grade I listed structure, and to the north, lies the Scenic Railway, a Grade II listed wooden rollercoaster. Both are important local landmarks to Great Yarmouth and their setting should be afforded suitable protection from unsympathetic design under Local Plan Core Policy CS10.

Whilst comments on the design of the casino, restaurant, cinema, bars etc will be reserved for the detailed application, it is noted that the general layout of the above facilities have been considered in the outline application, in particular the intentional dividing of the site between 'adult' and 'family' zones, the latter being positioned furthest north of the site to integrate with the existing family amusements. This is welcomed and considered appropriate.

10.0 Appraisal

10.1 The previous planning permissions and the most recent in particular albeit expired - are material considerations in determination of this application along with the stated policies above. In addition the National Planning Policy Framework(NNPF) is a material consideration. It is also relevant to review what has changed in planning policy terms since the most recent planning permission in 2011.

10.2 In the intervening period the NNFA was published in 2012 and the Great Yarmouth Core Strategy adopted December 2015. In addition at the local corporate level the Council has recently adopted the Great Yarmouth Town Centre Masterplan, produced draft Golden Mile/ Marina Draft for the possible redevelopment of the area Marina Centre and adjoining land, granted a casino licence in association with the previous approval and produced. Other documents included the Great Yarmouth Annual Action plan, Economic Growth Strategy 2017/21, Tourism Strategy and Cultural Strategy all which in combination with the local plan seek to promote the economic prosperity of the Borough, job creation and sense of place.

10.3 Paragraph 24 of the NPPF confirms a sequential test should be applied to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an "up-to-date" Local Plan. Paragraph 24 also clarifies that: "They (Local Planning Authorities) should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered

10.4 In terms of the Great Yarmouth Core Strategy Local Plan a large part of application proposal falls within the adopted Core Strategy Proposals Map designation as a 'Prime Holiday Attraction' within the seafront area (that part which falls within the boundary of the Pleasure Beach amusement park). On this basis the cinema, five of the A3/A4 units and indoor play area are within an allocated site and

the proposed leisure uses accord with this designation and corresponding Local Plan Policies outline above. Therefore, it is considered unnecessary to undertake a sequential assessment for these aspects of the development.

10.5 The remainder of the site to the south is identified as 'Potential Car Park Improvement Site' in the adopted Policies Map (December 2015). Policy TCM18 of the BWLP indicates that the Council will require development to provide sufficient car parking according to the relevant standard, and in cases where the standard is not waived, the Council will require a commuted sum to be paid which would be used for the provision of public car parking, or improvements to public transport. The supporting text indicates in Paragraph 3.6.13 that all new development in the Seafront area would be required to meet its car parking requirements in full. There is no indication in the Development Plan what kind of improvement was considered, although it is understood there was some aspiration that the site in the past could be used as a 'park & ride' for the seafront.

10.5 The parts of the site that require a Sequential Assessment - those parts which fall outside the Prime Holiday Attraction designation on the proposals map - comprises a large casino (floorspace: 2,400sqm), an 81 bedroom hotel (3,449sqm) with associated restaurant (550sqm) and car parking (including a multi storey).

10.6 As the applicants point out these developments are primarily tourist-related, and in accordance with Policies CS8 and TR21, among others, these uses should normally be located within areas designated as Prime Holiday Attraction. The proposed location is immediately adjacent to a Prime Holiday Attraction area and as is pointed out in the Strategic planning response is named in the Core Strategy and has some support in the plan which for the most part was written and adopted whilst the planning permission remained extant.

10.7 Notwithstanding the support for within the local plan policies the applicants were requested to carry out the sequential test as part of the application particularly in the light of the town centre master plan and emerging golden mile /marina brief. It should also be noted at the time of the determination of the previous application the Council had also produced a similar brief for the seafront.

10.8 In order to undertake the sequential assessment the following sites were agreed with the applicants for assessment. Essentially the assessment looks at potential alternative site and the suitability for the development proposed. In assessing the site alternative sites each has been appraised in the format of

Context, viability, suitability and availability followed by conclusion. Sites should also be seen in context of the recently adopted published Town Centre Masterplan.

10.9 Having regard to the Local Plan, site visits, knowledge of the area and discussions with the Council, 10 sites were identified within Great Yarmouth town centre and edge of centre locations as potential alternative locations for the proposed development. The sites were:

1. Palace Casino
2. King Street/Howard Street Car Park
3. Atlantis Building
4. Land by Great Yarmouth Train Station
5. Marina Centre
6. St Nicholas Car Park
7. Pleasure Beach Gardens
8. Waterways
9. Former Regent Bowl Site, Regent Road
10. Former Raynscourt Hotel, 83 Marine Parade

10.10 The report of the assessment concludes that in all cases the sites identified were not suitable, viable or available for development. The assessment is available as part of the application documents for inspection. It should be noted that some of the sites identified for assessment were identified for development in the town centre masterplan.

11.0 Consultee Responses

11.1 As set out above it is clear that the issues identified as material consideration remain applicable in this application. Members are required by legislation to have due regard to the nearby listed structures and the setting and the impact that the development may have upon them. Notably Nelson Column and the Scenic Railway recently listed and on the adjacent land and in the applicants ownership. English Heritage have visited the site – as on the previous application- to assess the impact – and their comments inform the decision making process. In terms of scale and massing this application has a less of impact than the previous application through it should be noted the scenic railway was not listed at that time. Historic England have raised no objection in principle to the application though have made suggestion regarding the development in doing. The applicants have made further comments in this regard which have been forwarded to Historic England regarding the impact any further comments will be reported to Members.

11.1 Local Lead Flood Authority(LLFA) has removed a number its earlier objections to the application following a further response from the application to address the matters raised in consideration of the flood risk assessment and drainage of the site. It should be noted that the application site is not in a flood risk area as identified by the Environment Agency as at risk of flooding. The main outstanding issue relates to the disposal of surface water on the site. Again the applicants have submitted further information to demonstrate this and the response of the LLFA will be reported to Members.(any resolution to approve should be subject to this issue being addressed to the satisfaction of the LLFA)

11.2 In reviewing the further consultation responses it is apparent that subject to appropriate conditions outline above that the application that no objection has been lodged to the application as currently submitted. Norfolk County Highways have reiterated the need for a legal obligation under Section 106 of the Planning Act to offset the any perceived impact of the development and support the sustainability of the location along with the suggested conditions. The application have confirmed agreement to the conditions and agreement but are seeking further clarification on the content of the Section 106 agreement which in essence would be an updated version of the previous agreements.

11.3 In terms of public comments one letter of report has been received and this is attached to the committee report. The comments of Peels Ports should also be noted by Members.

12.0 Assessment

12.1 The application is recommended for approval subject to satisfying the requirements of the LLFA and conditions outlined above and Section 106 Agreement requested by the Highway Authority. The site is a brownfield site with a recent approval on the site for a similar development that is supported by the Core Strategy and will potentially add to the offer available in the Great Yarmouth and enhance the all year offer of the town in addition to being a job creator. All which accord with the Council ambitions for the town.

12.2 In location and design terms the site is adjacent to the Golden Mile and will the development in streetscape terms will enhance the streetscene whilst providing a visual full stop between the Golden Mile and port. The development is also in terms of massing and scale more permeable than the previous approval and allows for

views and movement through the site whilst have less of a physical impact upon the nearby residential properties.

13 Recommendation: Approve subject to the conditions and Section 106 agreement set out above and being compliant with the local plan policies set out in the response from Strategic planning also set out above. The outline application is with all matters reserved which will be subject to a detailed application.

Holicater Limited

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Dean Minns,
Group Manager,
The Planning Dept.,
Great Yarmouth Borough Council,
Town Hall,
Great Yarmouth,
NR30 2QF.



20th February 2017.

Dear Dean Minns,

We would like to make representation in support of the application for a Hotel and Restaurant in the Pleasure and Leisure's Edge Development, on the South Denes.

I think our representation is most succinctly put as a number of bullet points:-

- The area of the proposed development, has, over the years, suffered a number of blows to employment – Birds Eye, Omnipac and of course the Caravan Park all closing. Our own premises alone has been closed for over 8 years because of lack of trade in the area. But now with the Regeneration Area and Enterprise Zone the area appears to be improving.
- “The Edge” will help with regenerating the area – it alone providing 100's of jobs. We would expect our premises to reopen if “The Edge” is successful in its bid and built in the area, this will bring probably another 40 jobs and there are many other small businesses in the area that would be in the same position.
- The position of “The Edge” perfectly ties together the Southern end of the seafront and the Outer Harbour development and when built in this position with its extensive facilities will, we feel, be helpful in encouraging the proposed passenger ferry operation, bringing an estimated 300,000 passengers per annum and extending the season.
- The position of “The Edge” is sufficiently distant from schools and places of worship which we understand was originally a concern.

Directors: G.A.Brackenbury, R.J.Brackenbury. Registered in England No 1158950, Vat 897 3887 37

- It is also some considerable distance from any substantial residential areas, which we understand was also a concern.
- The position will also vastly improve the safety of the area at night, by providing an extensive night time economy all year round:
- Employment – as already mentioned above, “The Edge” development alone will provide 100’s of jobs in various sectors of the leisure industry. But also several hundred jobs will be provided in the construction and building supply industries during the construction and fitting out stages.
- Together with the above point on regeneration “The Edge”, with its various additions, initially the 82 bedroom Premier Hotel and Restaurant. Then the 8 x screen cinema and of course large casino will create an all year round tourism / leisure centre. This will broaden the visitor demographic, and may encourage larger conferences etc to the facilities. There will also be a number of restaurants bars etc. within the total development which will bring in all year round local trade.
- **“The Edge” of course has its own multi-storey car park providing in excess of 800 spaces for the development and therefore does not have to rely on the road or other car parks in the area.**
- Looking at the proposed design of “The Edge” – this seems to be a real building of distinction both from the landward and seaward side which may again attract extra business to the area from the boating fraternity.

We believe the points in our above representation must make the first stage, the granting of planning for the Hotel and Restaurant, will be the lead in for the rest of ” The Edge” development. Thus creating superior numbers of jobs and extra facilities for the good of the Borough of Great Yarmouth.

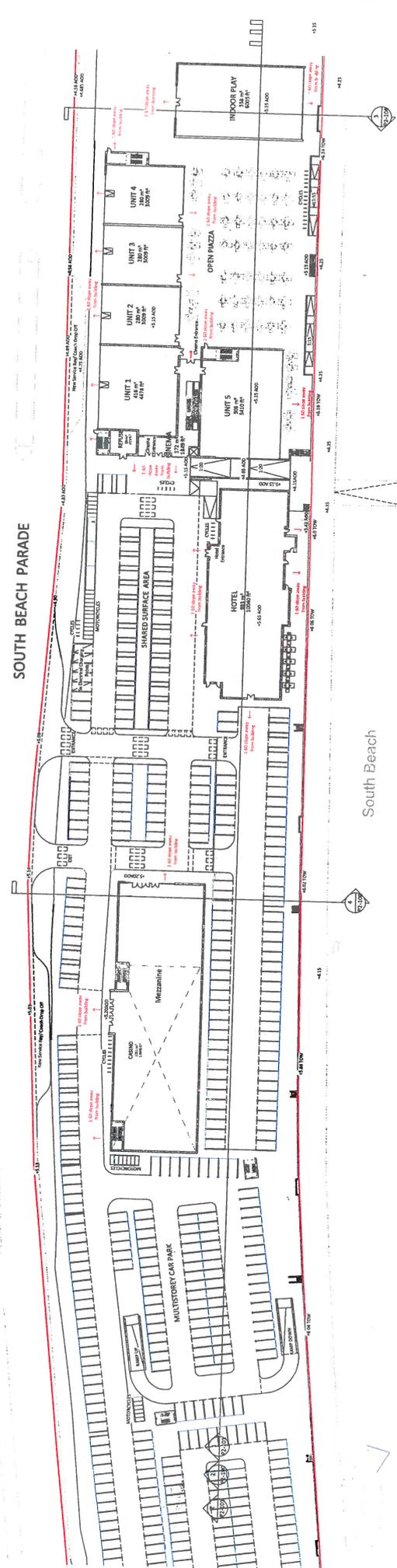
Yours sincerely,



Graham Brackenbury
Managing Director .



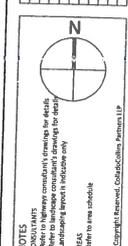
SOUTH BEACH PARADE



South Beach

1 Proposed Ground floor
1 : 500

NO.	REVISION	DATE

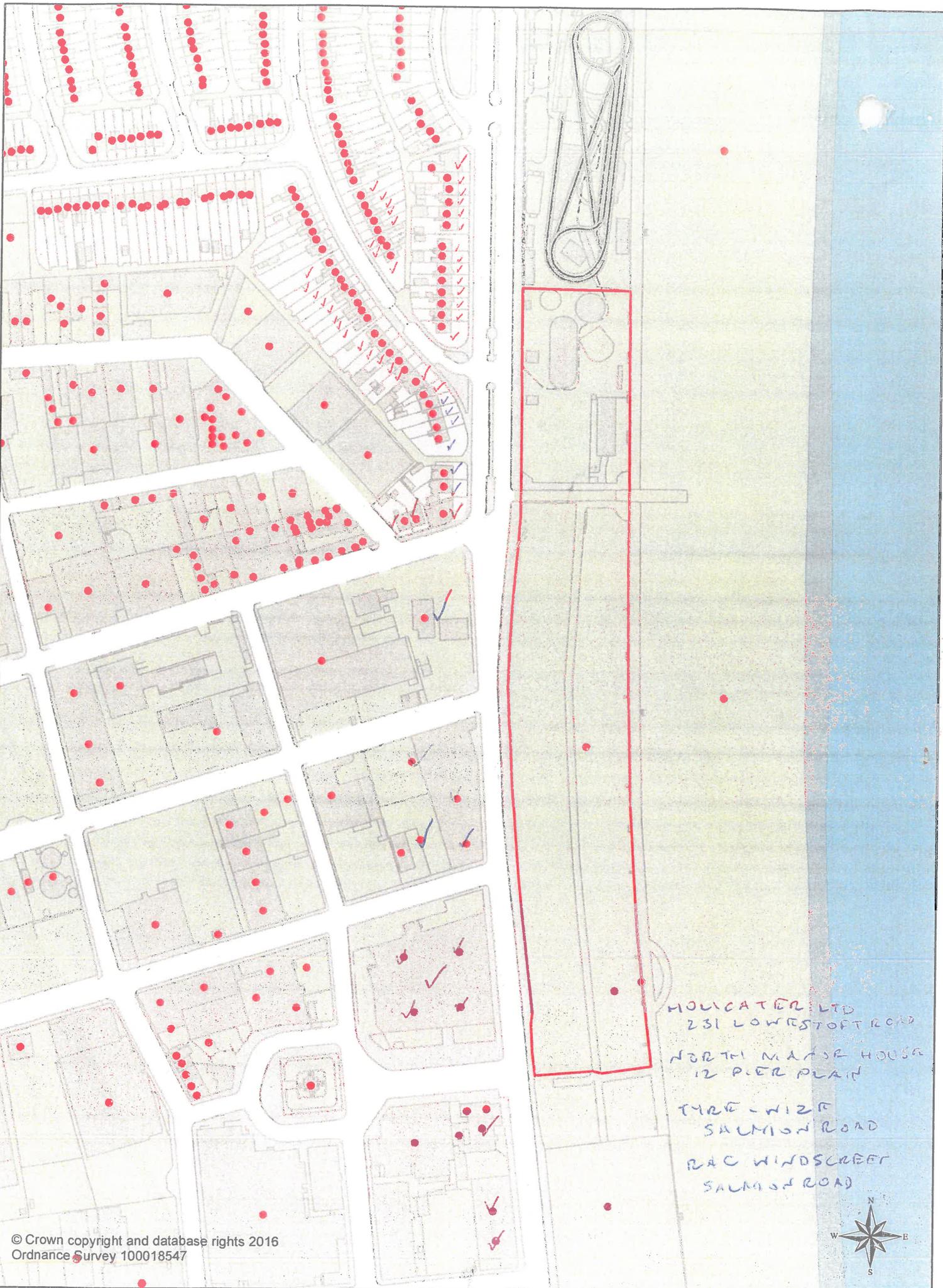


NOTES
 1. Refer to site plan for details.
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ColladoCollins Architects

Pleasure & Leisure Corporation
The Edge - Great Yarmouth
Cinema / Casino - Illustrative
Ground Floor
PLANNING
07039
P1-100

Date: 02/16/17
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 Checked by: TC
 Scale: 1:500
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The Edge.

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