

**Reference: 06/15/0441/O**

**Parish: Hemsby**

**Officer: D.Minns**

**Expiry Date: 30-10-2015**

**Applicant: Northern Trust Company Ltd**

**Proposal: Re-development of the site for up to 200 dwellings and community/commercial facilities, together with associated public open space and landscaping**

**Site: Former Pontins Holiday Centre, Beach Road, Hemsby**

## **REPORT**

### **1.0 Background / History :-**

#### **1.1 Site Location and Context:-**

1.2 The site is located in the centre of the built up area of Hemsby, to the south east of the main shopping area. Access is off Beach Road, which runs along the northern boundary of the site and connects with Kings Way to the west with the beach and the tourist and entertainment area to the east. The main access to the site is from Beach Road to the north of the site and a large section of the site adjoins Kings Way which runs immediately adjacent to this single carriageway road, which provides one of the main accesses into Hemsby and provides access to Scratby and Caister to the south. A minor road, Back Market Lane, also runs along the eastern boundary of the site and links Beach Road to the north with Newport Lane in the south.

1.3 The western boundary of the site forms the boundary between the tourist allocated area and residential areas of Hemsby, with residential area of Homestead Gardens and Beach Road around the northwest corner of the site and residential development adjacent to the southern boundary on Newport Road. To the east of the site along Back Market Lane are two static caravans parks, namely Bermuda Holiday Park and Florida Estate.

1.4 The accommodation on the site currently comprises extensive ranges of flat roofed chalet blocks together with a large facilities building together with other

ancillary buildings. Overall accommodation at maximum capacity was around 2,440 people as set out in the viability and options appraisal accompanying the application.

1.5 Pontin's was first formed in 1946 and provided low cost family accommodation for self-catering and half board holidays across the UK and up until April 2008 the Pontin's holiday centre in Hemsby was part of the wider Pontin's company group. In 2008 Ocean Parcs Ltd acquired the Pontin's company and all of the operating holiday centres with the exception of the holiday centres at Hemsby, Blackpool and Torbay. Ocean Parcs Ltd were only prepared to take on a short term lease of the Hemsby Pontin's site, although they subsequently closed the site in December 2008 despite there being a year left on their lease.

1.6 The application site has been vacant since Ocean Parcs closed the Pontin's Centre in 2008 and whilst there has been 24 hr security the site has suffered from burglaries and criminal damage.

## **2.0 Recent Planning Background**

2.1 A planning application was submitted in 2011 (Ref 06/11/0208/O) for the redevelopment of the site for a 60 bed Care Home and up to 191 houses, together with associated open space and infrastructure. The application was subsequently withdrawn by the applicant prior to the application being considered by the Development Control Committee.

## **3.0 The Current Proposal:-**

3.1 This is outline planning permission for redevelopment of the site for up to 200 dwellings and community/commercial together with associated public open space and landscaping. To be considered as part of this application is the means of access to the application site. All other matters ie Appearance, Landscaping, Layout and Scale are reserved for future approval.

3.2 The application site 8.85 hectares (Approximately 22 Acres). The Design and Access Statement submitted with the application states that approximately 8.04 hectares will comprise residential development including affordable housing, the amount which dependent on viability and subject to negotiation with the Local Authority. The housing mix will comprise predominantly detached family housing with some semi-detached and terrace units. These would be mainly two storeys with no property higher than 3 storey according to the statement.

3.3 The community/ commercial facilities are proposed to be located on a area of 0.81 hectares (1.9 acres) along the western boundary of Kings Way with associated car parking. The Design and Access Statement states that the units will comprises two detached single storey buildings with a combined floor space not exceeding 900sqm(9805 sq ft). These are likely to be in blocks/ wings not exceeding 15m in width and 45m in length Ridge heights are not anticipated to exceed 8m. Pedestrian access is anticipated to be linked from in the general development and off Kings Way which may be sub divided into smaller units. Flexibility is sought in terms of the range of possible uses.

3.4 The statement goes on to say that the facilities will assist in integrating the new development into the local community by providing opportunities for additional and improved local facilities to support existing and future residents of the local area. It should be noted that the application form does not include to the floor area as described in the Design and Access statement only to say that the amount is unknown. As is the number of potential employment opportunities.

3.5 The indicative plan demonstrates how the site can be developed along with areas for housing, commercial/ community facilities and open space areas.

The plan includes:-

- a) the location of the access points for the development and , namely an access off Beach Road in the same approximate location as the existing access, together with two new accesses for the residential development off Kings Way.
- b) the location and site area for the community/ commercial facilities are shown on the Kings Way frontage in two blocks one accessed off the residential access and one access directly from Kings Way.
- c) Indications of housing mix and scale including details of open space, however the level of detail is reflective of the fact the application is for outline permission with all matters reserved for future approval.

3.6 In terms of the flexibility of uses referred to above the plans states that Use Classes A1, A2, A3,A5 and D1 are proposed. For clarification the following list gives an indication of the types of use which may fall within each use class.

A1 - Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, pet shops, sandwich bars, showrooms, domestic hire shops, dry cleaners, funeral directors and internet cafes.

A2 - Financial and professional services - Financial services such as banks and building societies, professional services (other than health and medical services) and including estate and employment agencies.

A3 - Restaurants and cafés - For the sale of food and drink for consumption on the premises - restaurants, snack bars and cafes.

A4 - Drinking establishments - Public houses, wine bars or other drinking establishments (but not night clubs).

A5- Hot food takeaways - For the sale of hot food for consumption off the premises

D1 - Non-residential institutions - Clinics, health centres, crèches, day nurseries, day centres, schools, art galleries (other than for sale or hire), museums, libraries, halls, places of worship, church halls, law court. Non residential education and training centres.

**3.7 The application includes a Zebra crossing of Kings Way between the retail and the footway into the Barleycroft estate as well as two new bus stops with shelters and length of improvement/widening of the east side footway . A bus shelter to the bus stop on the south side of Beach Road will also be provided.**

3.8 The site is well established with extensive planting and hedging and the layout shown on the Masterplan seeks to retain areas of established planting within open space provision on the site.

3.9 Accompanying the application are the following documents:-

- Planning Statement
- Design and Access Statement
- Transport Statement
- Framework Travel Plan
- Flood Risk Assessment
- Ecological Assessment
- Tree Survey and Constraints Summary Report
- Marketing Report and Appraisal

**4.0 Consultations :-**

**4.1 Parish Council** - Hemsby Parish Council object to the above outline planning application for the following reasons:-

1. The site is a PRIME Holiday area, which will also require change of use, but are concerned if approved will this set a precedent for other Prime holiday areas in Hemsby or the Borough to have this protection removed and re-developed.

2. The infra-structure is not adequate to cope with the increase of population or increase in traffic on the highways. Drainage is poor on the site and regularly flooded the area with increased demand.

3. Lack of educational facilities to cope with extra child places.

4. One medical centre in the village which is already struggling with high number of patients.

5. As a holiday resort the site employed many from the local area, where will new residents find work in an area which is mainly tourism.

4.2 Representations received – Approximately 49 responses of which 48 are opposed to the proposal with one in favour of the development. Sample copies attached to the report. Others available on planning file and website. In summary, the views of neighbouring owners and occupiers are:-

- Any new development will place further demands on local facilities.
- The proposal is contrary to current policies in the Local Plan
- Loss of holiday accommodation
- This is a holiday resort area which should be substantially be maintained
- Impact on local facilities and infrastructure
- Hemsby both socially and physically cannot cope
- Insufficient demand for further housing put additional responses
- It would be great if it could be a caravan park for tourists with entertainment etc to keep Hemsby alive
- Schools. Doctors, dentists cannot cope
- Having been flooded in June 2014 further housing in these sorts of numbers will cause even more devastating flooding The surface water drainage is not fit for purpose now or it wouldn't have flooded last year
- Further housing will make matters worse
- Our doctors surgery is only open 3 days per week with no parking available
- The village needs more holiday/leisure facilities to keep our small shops
- More housing not needed
- It's a holiday area and should be left as a leisure use
- Since Pontins has closed there has been a steady deterioration in the area with regards holiday facilities and this is noticeable year after year if things deteriorate much more my family will look to holiday elsewhere.
- Tourism is major income to the community and more holiday facilities are required not housing
- Housing on this site will set a precedent for other holiday sites to go the same way

- Hemsby will no longer be a village but a town
- Current owners have refused to sell for holiday use
- Hemsby is a village with a strong sense of community and we want it to stay that way
- There are no jobs to warrant further housing in the area
- Do not need the additional traffic going through the village
- Golden opportunity to get a new health centre on this site
- Loss of potential employment generator

The letter of support

- Pontins became an appalling source of noise both day and night and we were profoundly affected and made ill by the it I am strongly in favour of the proposal

Some representative letters from respondents are attached to the report. All of the correspondence received can be seen on the planning file in the planning office.

#### 4.3 Great Yarmouth Cycle Forum

We would like to see the primary streets in the proposed development ( as shown on the Masterplan) provided with a segregated cycle track, 2.1 m wide(minimum)on both sides of the road. Key aspects to this provision are:

- Space away from traffic
- Not mixed with pedestrians
- Careful layout of car parking
- Layer separation
- Secondary streets should be made more permeable for cyclists and pedestrians
- The development should be covered by a 20mph speed limit
- Developer contributions should be sought to provide off road cycle facilities along Kings Way the verge is wide here and verge is wide enough to accommodate two way segregated traffic.

**4.4 Health Authority** – Any response to be reported

#### 4.5 Norfolk County Council

Infrastructure Requirements – Education

The current situation at local schools is as follows:

School	Capacity	Numbers on Roll (January 2015)	Spare Capacity

Hemsby Primary School	207	164	<b>+43</b>
Flegg High School (11-16)	950	807	<b>+143</b>

The table below shows the number of houses (or family house equivalents) needed to generate a single child place based on the demographic multiplier above:

**Table 3 Number of Dwellings Needed to Generate 1 Child Place**

Sector	Nursery	Primary	High	Sixth Form
No. children	12	4	7	36

This number of dwellings (200) could put pressure on the local primary school but does depend on the number of children generated by such a development. Hemsby Primary school cannot be expanded on its current site but does have some spare capacity. Some children who live in the Hemsby catchment do choose to attend other schools such as Martham and Ormesby and this pattern may have to continue should there not be sufficient capacity for children from this development at Hemsby Primary School.

No contributions will be sought for Nursery, Primary or High School.

**Fire Service – operational no objection provided complies with the building regulations**

**Housing:**

With reference to the proposed development, taking into account the location and infrastructure already in place, our minimum requirement based on 200 no. dwellings would be 4 fire hydrants on no less than a 90mm main at a cost of £447.80 each (Essex and Suffolk Water prices).

**Community Facilities:**

With reference to the proposed development, based on the location and infrastructure already in place and the type of buildings proposed, our minimum requirement is for an additional fire hydrant capable of delivering a minimum of 20 litres per second of water on no less than a 150mm main at a cost of £498.80.

Please note that the onus will be on the developer to install the hydrants during construction to the satisfaction of Norfolk Fire Service and at no cost. Given that the works involved will be on-site, it is felt that the hydrants could be delivered through a planning condition

## Library Provision

A development of 200 dwellings would place increased pressure on the existing library service particularly in relation to library stock, such as books and information technology. This stock is required to increase the capacity of Caister library. It has been calculated that a development of this scale would require a total contribution of £12,000 (i.e. £60 per dwelling). This contribution will be spent on book stock (project A).

## Environment

### General Comments

Connections into the local Green Infrastructure (GI) network, including Public Rights of Way and ecological features, should be considered alongside the potential impacts of development. Mitigation should therefore be included within the site proposal. Maintenance/mitigation for new and existing GI features may require a contribution or commuted sum in order to allow the local GI network to facilitate the development without receiving negative impact and equally, allow the development to integrate and enhance the existing network.

### Specific Comments

This site lies within 1km of Winterton Horsey Dunes Site of Scientific Interest (SSSI) and Special Area of Conservation (SAC). Within a 2km radius of the site lie further internationally important sites including Broadland Ramsar, Trinity Broads SSSI, Broads SAC and Broadland Special Protection Area. This site therefore falls within the Natural England residential SSSI impact zone and so it is likely that screening for a Habitats Regulation Assessment (HRA) will be required as stated under Article 6(3) of the Habitats Directive.

In the interest of the coastal access path coming forward, the local green infrastructure network and designated sites, the Natural Environment Team will be requesting a contribution towards infrastructure improvements and monitoring to include;

- Installation and maintenance of number counter(s) to monitor user numbers in relation to development.
- Provide signage to the coastal route from development, and interpretation explaining sensitive features.
- Conduct impact assessment surveys.
- Potential path improvements to minimise impacts on protected features.

This contribution is currently estimated at **£46,000** which equates to **£230** per dwelling.



## 4.6 Highways

The developer is proposing a mitigation package that includes a Zebra crossing of Kings Way between the retail and the footway into the Barleycroft estate as well as two new bus stops with shelters and length of improvement/widening of the east side footway. A bus shelter to the bus stop on the south side of Beach Road will also be provided. The development will have a Travel Plan secured by condition and will need a performance bond secured by S106 Agreement. In the light of the above agreed mitigation package the highway Authority recommends no objection subject to the following suggested conditions and the above mentioned S106 being completed.

## 4.7 Lead Flood Authority (Norfolk County Council)

We are able to **remove our objection subject to conditions** being attached to any consent if this application is approved. We recognise that the Local Planning Authority is the determining authority, however to assist, we suggest the following wording:

### **Condition:**

Prior to commencement of development, in accordance with the submitted Flood Risk Assessment (Create Consulting, Revision A, dated November 2015) detailed designs of a surface water drainage scheme incorporating the following measures shall be submitted to and agreed with the Local Planning Authority in consultation with the Lead Local Flood Authority. The approved scheme will be implemented prior to the first occupation of the development. The scheme shall address the following matters:

I. Provision of surface water attenuation storage, sized and designed to accommodate the volume of water generated in all rainfall events with no offsite discharge up to and including the critical storm duration for the 1 in 100 years rainfall event including allowances for climate change.

II. Detailed designs, modelling calculations and plans of the of the drainage conveyance network in the:

1 in 30 years critical rainfall event to show no above ground flooding on any part of the site; and

1 in 100 years critical rainfall event plus climate change allowances to show, if any, the depth, volume and storage location of any above ground flooding from the drainage network ensuring that flooding does not occur in any part of a building or any utility plant susceptible to water (e.g. pumping station or electricity substation) within the development.

III. Plans 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.

IV. Details of how all surface water management features to be designed in accordance with The SuDS Manual (CIRIA C697, 2007), or the updated The SuDS Manual (CIRIA C753, 2015), including appropriate treatment stages for water quality prior to discharge.

V. A maintenance and management plan detailing the activities required and details of who will adopt and maintain the all the surface water drainage features for the lifetime of the development.

**Reason:**

To prevent flooding in accordance with National Planning Policy Framework paragraph 103 and 109 by ensuring the satisfactory management of 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.

**4.8 Historic Environment Service**

An archaeological evaluation has previously been carried out at the proposed development site and the results submitted with the current application. The proposed development has been subject of an archaeological evaluation by trial trenching albeit at a lower level than normal because of the number of buildings on the site which revealed the presence of Neolithic activity at the site and there is potential that further heritage assets on the site that may be affected by the proposed development.

4.9 The site was also used as a military camp in the 2<sup>nd</sup> World War and a pill box is believed to survive beneath an earth mound on the (western) Kings Ways frontage. If the pill box is extant we request that it is retained within the proposed development. Also because of its heritage a photographic record should be taken of the camp which plays a significant role within the history of the Norfolk Coast. In accordance with paragraph 141 of the NPF it is recommended that a programme of archaeological work is carried out and conditions are imposed.

**4.10 Norfolk Constabulary**

Recommends appropriate boundary treatment encloses the site to provide adequate security protection, privacy and reduce unauthorised pedestrian permeability. Specific and general advice on design and layout to provide a secure development.

**4.11 Essex and Suffolk Water** – We have no objection to the proposed development subject to compliance with our requirements. Consent will be given to this development on the condition that a metered water connection is made to our company network for each new dwelling/community and commercial unit for revenue purposes.

#### **4.12 Anglian Water**

The foul drainage from this development is in the catchment of Caister Pump Lane Water Recycling Centre that will have available capacity for these flows.

4.13 The sewerage system at present has available capacity for these flows. If the developer wishes to connect to our sewerage network they should serve notice under Section 106 of the Water Industry Act 1991. We will then advise them of the most suitable point of connection.

#### **4.14 Surface Water Disposal**

4.15 The preferred method of surface water disposal would be to a sustainable drainage system (SuDS) with connection to sewer seen as the last option. Building Regulations (part H) on Drainage and Waste Disposal for England includes a surface water drainage hierarchy, with infiltration on site as the preferred disposal option, followed by discharge to watercourse and then connection to a sewer.

4.16 The surface water strategy/flood risk assessment submitted with the planning application relevant to Anglian Water is unacceptable as the planning application states that a connection to the public sewer is required, whereas the FRA states that the site will drain surface water flows via infiltration. As Anglian Water have no public surface water sewers in the area we would need to be satisfied that surface water flows are not being discharged to the public foul water network. We would therefore recommend that the applicant needs to consult with Anglian Water and the Environment Agency.

4.17 We request a condition requiring a drainage strategy covering the issue(s) to be agreed.

#### **CONDITION**

*No drainage works shall commence until a surface water management strategy has been submitted to and approved in writing by the Local Planning Authority. No hard-standing areas to be constructed until the works have been carried out in accordance with the surface water strategy so approved unless otherwise agreed in writing by the Local Planning Authority.*

#### **REASON**

*To prevent environmental and amenity problems arising from flooding.*

#### **4.18 Natural England Revised Comments following initial objection**

In our previous advice to your authority (our ref: 169706, dated 20th November 2015), we advised that further information was required before adverse impacts to the aforementioned sites could be ruled out. The shadow Habitats Regulations Assessment (HRA) acknowledged the potential for recreational impacts to some of these sites but concluded that adverse impacts were unlikely due to the provision of public open space within the development and the

presence of nearby footpath links which it considered would be used for regular recreational activity by residents and so mitigate against recreational pressures on N2K sites. Natural England agrees that, whilst the provision of informal open space within and close to the development can, if effectively designed (i.e. to include circular walks of sufficient length, dogs-off-leads areas etc.), help absorb routine recreation to an extent, the unique draw of the nearby N2K sites means it is unlikely to fully mitigate recreational impacts **in combination** with other development within the borough.

The HRA of the adopted Great Yarmouth Core Strategy identified that increased recreational activity by residents of new dwellings within the borough may have a cumulative, '**in combination**' impact on a number of N2K sites. Policy CS11 of the Core Strategy therefore stipulates that "*Relevant development will be required to deliver the mitigation measures identified in the Natura 2000 Sites Monitoring and Mitigation Strategy*". Furthermore, Policy CS14 states that your authority will "*Seek appropriate contributions towards Natura 2000 sites monitoring and mitigation measures*" as required

Natural England understands that appropriate contributions to the strategy have now been agreed between the developer and your authority in line with the findings of the relevant Core Strategy policies; we therefore advise that adverse impacts to N2K sites can be ruled out **both alone and in combination** with other plans and projects.

The withdrawal of Natural England's objection to this application does not necessarily mean that all natural environment issues have been adequately addressed, but that we are satisfied that the specific issues that we have raised in previous correspondence relating to this development has been met. Natural England, as stated in previous correspondence, is not in a position to give a view on issues such as local sites, local landscape character or the impacts of the development on species or habitats of biodiversity importance in a local context.

## **Internal**

### **4.19 Building Control**

Although outline only the need is highlighted to provide adequate Fire pump access and turning head in particular to the south of the site

**4.20 Environmental Health** – 'Environmental Services does not object to the grant of planning permission for the above referenced proposal. However, we do give the following advice, in formatives and recommended conditions for inclusion on any planning consent that may be granted. Matters such as:-

- a) hours of use and deliveries, plus submission of details of plant for the community and commercial facilities will be commented upon further for planning conditions should the proposed development reach a detailed

submission stage

- b) Land Contamination: If planning permission is granted conditions are recommend to cover address any potential contamination on site and means of mitigation if present both before and during construction
- c) Details of foul and surface water
- d) Conditions controlling provision of external lighting to minimise light pollution and impact upon neighbour amenity
- e) Control on hours of construction to reduce impact upon neighbour amenity
- f) Conditions regarding potential Contamination and removal of existing buildings and materials and Local Air Quality as a result of dust during construction/demolition.

## **5.0 Planning Policy**

### **5.1 National Planning Policy Framework**

5.2 The presumption in favour of sustainable development is set out in paragraph 14. However, Paragraph 119 states that 'the presumption in favour of sustainable development does not apply where development requiring appropriate assessment under the Birds or Habitats Directives is being considered, planned or determined.' This applies to this proposal.

5.3 The core planning principles set out in the NPPF (paragraph 17) encourage local planning authorities to always seek to secure high quality design, encourage the effective use of land by reusing land that has been previously developed – providing that it is not of high environmental value, and ensure a good standard of amenity for all existing and future occupants. Paragraph 64 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions

5.4 Paragraph 50 states that to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:

- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand; and
- where they have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified (for example to improve or make more effective use of the existing housing stock) and the agreed

approach contributes to the objective of creating mixed and balanced communities.

5.5 Paragraph 55 states that to promote sustainable development in rural areas new housing should be located where it will enhance or maintain the vitality of rural communities.

5.6 Paragraph 63 states that: 'in determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area'. Paragraph 64 states that 'permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.'

### **5.7 Local Policy**

#### **Great Yarmouth Borough Wide Local Plan 2001(Saved Policies) Following adoption Core Strategy December 2015**

5.8 Paragraph 215 of the NPPF states that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the Local Plan is to the policies in the NPPF the greater the weight that is given to the Local Plan policy. The Great Yarmouth Borough Wide Local Plan was adopted in 2001 and the most relevant policies were 'saved' in 2007 and reviewed again following the adoption of the Core Strategy.

5.9 Some of the saved policies from the 2001 Great Yarmouth Borough Wide Local are superseded by the Core Strategy. Others including those set out below will remain part of the Development Plan until superseded by the anticipated Development Policies and Site Allocation Local Plan Document.

**HOU7:** The site is beyond the settlement boundaries (**Policy HOU7**) therefore residential development is contrary to the 2001 Local Plan.

**Policy HOU9:** states that developer contributions will be sought to finance the facilities required as a direct consequence of new development.

**Policy HOU10:** sets out the criteria for residential development in the open countryside.

**Policy HOU16:** requires a high standard of layout and design for all housing proposals.

**Policy HOU17:** requires housing developments to have regard to the density of the surrounding area.

**Policy TR4:** states that proposals to change the use of tourist facilities, attractions or accommodations to non-tourist-related uses in Primary Holiday Accommodation and Primary Holiday Attraction areas will not be permitted.

## 5.10 Local Plan : Core Strategy Adopted December 2015

Local Planning Authorities must, by law prepare a development plan for their area to coordinate land use and new development. Great Yarmouth Borough Council's new style Local Plan directs where new development will take place across the plan area , describes what changes will occur and identifies how places will be shaped in the future.

5.11 The new plan will eventually be a suite of documents, the first of which is the Core Strategy, and replace the saved policies from the Great Yarmouth Borough Wide Local Plan (2001) to provide the aims and objectives that affect the use of land and buildings.

5.12 The Core Strategy is the main document in Great Yarmouth Borough Council new style Local Plan. It establishes the spatial vision and objectives of how the borough (outside of the Broads Executive Area) will development and grow in the future. It also sets out the series of strategic policies and site allocations, called 'Core Policies' and 'Key Sites' which provide the strategic context for future Local Plan Documents, Supplementary Planning documents and Neighbourhood development Plans. Future plan documents include Development Policies and Site Allocations which will be developed over the coming year or so.

5.13 The Core Strategy forms part of the official development plan for the area, the starting point for decisions on planning applications.

**Policy CS1** supports the NPPF's presumption in favour of sustainable development, ensuring that the Council will take a positive approach working positively with applicants and other partners. In addition the policy encourages proposals that comply with Policy CS1 and other policies within the Local Plan to be approved without delay unless other material considerations indicate otherwise.

**Policy CS2** states that approximately 30% of all new residential development should be located in the Primary villages, which include Hemsby.

**Policy CS3** sets out criteria for ensuring a suitable mix of new homes. This includes ensuring that designed layout and density of new housing reflects the site and surrounding area. Policy CS3 also encourages all dwellings including small dwellings, to be designed with accessibility in mind providing flexible accommodation.

**Policy CS4** sets out the policy requirements for delivering affordable housing. Sites of 5 dwellings or more in Hemsby are required to provide 20% affordable housing. For a site up to 200 dwellings (as proposed) this equates to 40 affordable dwellings. In accordance with Policy CS4, affordable housing should be provided on-site, and off-site financial contributions should only be used in exceptional circumstances.

**Policy CS7** – sets out the retail hierarchy defining the Borough's town, district

and local centres. Supporting the growth of retailing and other town centre uses is important for maintaining and enhancing the vitality and viability of those centres. Criteria f) seeks to ensure that proposals over 200 sqm (net) will be required to submit a Retail Impact Assessment demonstrating that there will be no significant adverse impact on existing designated centres.

**Policy CS8** sets out the criteria to manage the changing scenery of the borough's tourism, leisure and cultural industry. Criteria b) should be specifically considered to ensure that safeguarding the existing stock of visitor holiday accommodation – especially those within designated holiday accommodation areas – is met, unless it can be demonstrated that the current use is not viable.

**Policy CS9** sets out the broad design criteria used by the Council to assess applications. Criteria a), c), f), and h) should be specifically considered to ensure that the proposed design reinforces local character, promotes positive relationships between existing and new buildings and fulfils the day to day needs of residents including the incorporation of appropriate parking facilities, cycle storage and storage for waste and recycling.

**Policy CS11** sets out the Council's approach to enhancing the natural environment. Consideration should still be given as to how the design of the scheme has sought to avoid or reduce negative impacts on biodiversity and appropriately contributes to the creation of biodiversity in accordance with points f) and g). In addition criterion c) states that 'The Natura 2000 Sites Monitoring and Mitigation Strategy will secure the measures identified in the Habitat Regulation Assessment which are necessary to prevent adverse effects on European wildlife sites vulnerable to impacts from visitors'.

**Policy CS14** states that all developments should be assessed to establish whether or not any infrastructure improvements are required to mitigate the impacts of the development. This includes seeking contributions towards Natura 2000 sites monitoring and mitigation measures (criterion e).

#### 5.14 Interim Housing Land Supply Policy (July 2014)

The Interim Housing Land Supply Policy seeks to facilitate residential development outside but adjacent to development limits by setting out criterion to assess the suitability of exception sites. The criterion is based upon policies within the NPPF and the Core Strategy and has been subject to public consultation.

It should be noted that the Interim Housing Land Supply Policy will only be used as a material consideration when the Council's Five Year Housing Land Supply utilises sites identified in the Strategic Housing Land Availability Assessment (SHLAA). The Council has a 7.04 year housing land supply, including a 20% buffer (5 Year Housing Land Supply Position Statement September 2014). This 5 year land supply includes sites within the SHLAA and as such the Interim Housing Land Supply Policy can be used as a material consideration in the determination of planning applications.



## **5.15 Other Considerations**

### **Strategic Housing Market Assessment (2013)**

The Strategic Housing Market Assessment (SHMA) suggests that the precise requirements for tenure, size and type of housing units should be negotiated on a site-by-site basis to ensure that schemes reflect the latest evidence of need, having regard to affordable housing typology and the viability of individual sites.

### **5.16 Suitability of the site for new housing development**

5.17 Core Strategy Policy CS2 states that approximately 30% of all new residential development over the plan period to 2030 should be in the Primary Villages, which include Hemsby.

5.18 The proposed development site is outside the existing village development limits of Hemsby but remains part of the built form of Hemsby which sites within the main holiday attraction area. Therefore, whilst Policy HOU10 is technically applicable, an assessment of residential suitability is much more aligned to the interpretation of Policy TR4. Therefore, residential development in this location would only be deemed acceptable if, on balance, the requirements of other material considerations such as the adopted Interim Housing Land Supply Policy, Core Strategy and NPPF indicate that new development in this location would fulfil a local need, help to create sustainable, inclusive and mixed communities and would outweigh the need to retain the site within Prime Holiday Accommodation use.

5.19 If the applicant can satisfactorily demonstrate that the criteria of the Interim Housing Land Supply Policy have been met the principle of residential development in this location may be acceptable, providing that the proposal also complies with the relevant policies above.

## **6.0 Appraisal**

6.1 The site is designated as Prime Holiday site in the Great Yarmouth Borough Wide Local Plan 2001. Policy TR4 states;

‘Proposals to change the use of tourist facilities, attractions or accommodation to purposes which are not tourist related will not be permitted where the site or premises are within primary holiday accommodation and primary attraction areas as shown on the proposals map.’ The stated objective of the policy is to safeguard valuable tourist resources and infrastructure.

6.2 Policy TR4 remains a saved policy.

6.3 The Core Strategy CS8 echoes the saved policy with the proviso ‘unless it can be demonstrated that the current use is not viable’.

6.4 The applicants have sought to demonstrate that the site is not viable and

that there is no viable interest in the site for tourism use.

6.5 The application site has been closed for business since 2008. The applicants have submitted a report and appraisal on the marketing of the site for tourism development. The conclusions of the report is that the site has activity been marketed for 28 months and 'that there does not appear to be a purchaser in the market who is able to put forward a credible bid to deliver a leisure based use of whole or part of the site. '

6.6 The report includes a summary of the marketing campaign which commenced in September 2012 until the beginning of January 2015 when it was formally withdrawn from the market. The main text of the report is attached to this report. Para 4 sets out the response to the marketing campaign and Para 5 sets out the feedback received from prospective purchasers.

6.7 One of the biggest criticisms' from local residents and business and voiced at local public meetings was the lack of an advertised purchase price and the report sets out the reasoning behind this.

6.8 The report states that during late 2012 and 2013 three offers were received proposing some form of tourism or leisure use. In each case the offer was either withdrawn following more detailed appraisal by the prospective purchaser of the viability of the proposal or they did not proceed, as the purchaser was unable to demonstrate that they had funds to proceed with the purchase and deliver the proposed leisure or tourism development. An offer from a Norfolk based holiday operator is also outlined for part of the site for tourism use but this it is stated that the operator subsequently withdraw the offer for viability reasons.

6.9 The Councils tourism officer has reviewed the advertising campaign and having initially raising concern that the marketing was limited in its scope has verbally concluded that in the current market conditions the report confirms that there is limited interest in the site.

6.10 It is clear that, as demonstrated by the previous application for residential development, that the applicant has been seeking alternative uses for the site and local view is that the hope value of alternative uses on the site has been instrumental in raising the value of the land. Nevertheless the report does show the sustained lack of interest in the site as holiday village or other leisure uses.

6.11 Local concern is also raised by the fact that the site has been put forward for residential development in the local plan. It is a fact that Borough needs sites for residential to accommodate the housing needs of the future. Hemsby as outlined above is one six Primary Villages in the Borough identified as capable of accommodating 30% of the new residential need amounting to approximately 7,200 dwellings over the plan period.

6.12 The site is adjacent to the current village development limit in Hemsby amongst existing built development. Sites allocated under the Great Yarmouth Borough Wide Local Plan 2001 are now limited and new sites are required to meet the assessed demand in the adopted Core Strategy.

6.13 As part of the review of local plan this site was put forward a site for development by the applicants. A summary of its suitability in the Strategic Housing Land Availability Assessment in 2014 published by the Borough states:

*'The site is adjacent to the village development limits of Hemsby and is considered to have a good access to a range of facilities such as local shops, bus services and medical facilities. In terms of highways and access, Norfolk County Council commented that the site was acceptable for estate scale development subject to the provision of a roundabout access on the B1159 - Main Road, together with pedestrian facilities, toucan pedestrian crossings and cycleway links. In addition, access to Back Market Lane would be inappropriate. In terms of environmental suitability, Anglian Water have indicated that upgrades would be required to the sewerage infrastructure which may require a larger wet well at the pumping station and flow attenuation. In addition there is no capacity in the existing surface water sewers therefore alternative drainage measures such as SuDS may need to be explored where appropriate.'*

#### **Availability Summary**

*The site is in single ownership and in control of an agent. Correspondence received by the agent on 3/7/14 confirmed that the site is currently available and could develop up to 266 dwellings at a rate of 50 per year.*

#### **Achievability Summary**

*The site has the potential to form a large greenfield extension to the south of Hemsby but requires substantial highway improvements and footway works to make development possible. Given the size and expected quantum of houses on site, the necessary improvements are likely to be financed through the development.*

#### **Conclusion**

*The site is potentially suitable as brownfield development and could potentially yield up to 266 units at 30dph whilst maximising an appropriate range of dwelling types for this area.'*

6.14 The National Planning Policy Framework (NPPF) requires local authorities to identify and annually update a supply of specific deliverable sites to provide five years' worth of housing.

6.15 In the face of a failure to identify a supply of deliverable housing sites to meet short-term housing needs, paragraph 49 of the NPPF is unequivocal that relevant policies for the supply of housing should not be considered up to date. In such circumstances, paragraph 14 advises that planning permission should be granted unless any adverse impacts of so doing would significantly and demonstrably outweigh the benefits, when assessed against the NPPF as a whole.

6.16 The Interim Housing Land Supply Policy seeks to facilitate residential development outside but adjacent to development limits by setting out criterion to assess the suitability of exception sites. The criterion is based upon policies with the NPPF and the Core Strategy and has been subject to public consultation.

6.17 It should be noted that the Interim Policy will only be used as a material consideration when the Council's Five Year Housing Land Supply utilises sites identified in the Strategic Housing Land Availability Assessment (SHLAA). The Council has an identified 7.04 year housing land supply, including a 20% buffer (5 Year Housing Land Supply Position Statement September 2014). This 5 year land supply includes sites within the SHLAA as such the Interim Policy can be used as a material consideration in the determination of planning applications

**This policy only applies when the Council's Five Year Housing land Supply utilises sites identified in the Strategic Housing Land Availability Assessment. It states that;**

*New housing development may be deemed acceptable outside, but adjacent to existing Urban Areas or Village Development Limits providing the following criteria, where relevant to the development, have been satisfactorily addressed in criteria a) to n)*

### **6.18 Surface Water and Foul Water**

6.19 Norfolk County Council as the Lead Flood Authority on Surface Water drainage have undertaken a comprehensive assessment of the applicants drainage strategy

6.20 The site lies within the Hemsby Critical Drainage Catchment as identified in the Great Yarmouth Surface Water Management Plan and lies very close to an area that has previously flooded from surface water. A flood investigation was undertaken by Norfolk County Council as Lead Local Flood Authority in June 2015 following a number of flood incidents to properties in 2014.

6.21 Although located on Beach Road, the site lies within the 'Hemsby Catchment' as identified in the Flood Investigation report. To the immediate south of the site, 8 properties were internally flooded on Newport Road, with other householders experiencing significant external flooding. The reported flooding came from Blackmarket Lane and Newport Road as well as the Holiday Centre.

6.22 According to the Environment Agency's updated Flood Map for Surface Water there are isolated areas within the that are at high to medium risk of surface water flooding (1 in 30 and 1 in 100 years flood event) associated with ponding behind the existing leisure building in the centre of the site. There are no surface water overland flow paths passing through the site. The remainder of the site is at low to very low risk of surface water flooding (less than 1 in 100 years).

6.23 There are no watercourses in the vicinity of the site that are formally identified in the Environment Agency's Detailed River Network.

6.24 Anglian Water records identify that there are no surface water sewers present in the vicinity of the site.

6.25 The government published a ministerial statement (HCWS161) on sustainable drainage systems on 18th December 2014 whereby decisions on planning applications relating to major development must ensure that sustainable drainage systems for the management of run-off are put in place, unless demonstrated to be inappropriate.

6.26 The Planning Practice Guidance has been amended to support this policy change.

6.27 National planning policy framework (NPPF) states in paragraph 103 *“Local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in area at risk of flooding where informed by a site specific flood risk assessment ... and give priority to the use of sustainable drainage systems”*.

6.28 The revised Flood Risk Assessment (FRA) states that the proposed surface water drainage strategy is to discharge all collected surface water to ground through the use of a cellular soakaway to drain the northern two-thirds of the site and through the use of permeable paving to drain the southern two thirds.

6.29 A plan has been provided showing the location of the proposed cellular soakaway in relation to the infiltration testing locations as requested. In the southern third of the site, all adoptable roads will drain to the proposed cellular soakaway. All roofs will drain to property-level soakaway features located within each property's rear garden. The FRA states that, *“all private drives in the south of the site will drain via permeable paving. It may also be possible to drain some of the northern part of the site via permeable paving provided these areas drain their surface area only”*. This will need to be confirmed during detailed design if members are minded to approve the application.

6.30 The FRA has not considered the long-term management and maintenance of the drainage features, such as the maintenance of the individual property-level soakaways in the south of the site. A management and maintenance plan stating who will be responsible for the ongoing maintenance over the lifetime of the surface water drainage system will need to be considered at detailed design stage and subject to the conditions outline in the County Council consultation response.

6.31 Anglian Water has stated that there is capacity in the existing system and they have no objection to the proposal. Their comments on surface water is basically addressed by the comments and response from the lead flood authority outlined above.

6.32 In consideration of the proposed commercial/ community facilities in the context of Policy CS7 which refers to retail proposals with a net floor space of 200 sqm requiring a Retail Impact Assessment it is evident that no assessment has been submitted. It is therefore recommended that should Members be minded to approve the application that a condition is imposed on the planning permission restricting the retail floor space to a maximum 199sqm. This would

minimise the retail impact of the development whilst allowing for a larger community based use ie the D1 element of the proposal.

## **7.0 Assessment**

7.1 When considered in the context of the Great Yarmouth Borough Wide Local Plan 2001 and saved Policy TR4 in particular the proposal is contrary to the local plan.

7.2 It is clear however that there are other material considerations that need to be taken into account in determining this application and Members need to weigh these in the balance. There is considerable local support to retain the site for tourism along with the potential employment opportunities and continue tourism offer to the area but in the context of Core Strategy CS8 the applicants have carried out marketing exercise which has shown that the site has attracted little sustained interest for a tourism use.

7.3 Considerable weight should be given to the National Planning Policy Framework and the need for local planning authorities to have a five year housing supply along with the housing need and hierarchy of development set out in the Core Strategy.

7.4 The Interim Housing Policy was developed to provide a framework to assess development in the period between the adoption of the Core Strategy and The Site Allocations. The site had been put forward for potential development as part of the Strategy Housing Land Availability Assessment (SHLAA) and is considered suitable and available for development. The site is adjacent to the defined residential development boundary for Hemsby in the 2001 local plan.

7.5 In assessing this application against the criteria within the policy it is apparent on the submitted evidence and the consultation responses that subject to planning conditions and planning obligations under Section 106 of the Town and Country Planning Act that the site is suitable and can accommodate the proposed development.

7.6 In terms of the impact upon the highway network highways are satisfied that subject to the revised plans including the Zebra crossing and other conditions that the proposal is accepted. In terms of impact upon local infrastructure the consultation responses have not identified impacts that cannot be addressed by condition or legal agreement.

7.7 Natural England in their objection have raised the question of the impact of the development on the Natura 2000 sites monitoring and mitigation measures and made reference to the need for further assessment as to the impact on the sites referred too. The applicant 's have undertaken further assessment of the impact Essentially this refers to the additional impact that may arise from having additional housing and occupants in the Borough and is relevant to all new housing development and recreational patterns in particular. Where impacts cannot be ruled out, mitigation will be required in accordance with Policy CS11 and Policy CS14 of the Core Strategy along with financial contributions to

mitigate against the adverse impacts on the specified sites.

7.8 In weighing the balance of material considerations in this application including the adopted Interim Housing Land Supply Policy, Core Strategy and NPPF against the Policy TR4 of the Great Yarmouth Borough Wide Local plan 2001 - in planning terms - it is considered that new development as proposed in this location would fulfil a local need and help to create sustainable, inclusive and mixed community and would outweigh the need to retain the site within Prime Holiday Accommodation use.

## **8.0 Recommendation**

8.1 APPROVE subject to conditions required to provide a satisfactory form of development as outlined and referred to above and the completion of a Section 106 Agreement for the provision of affordable housing, library books, green infrastructure provision, Natura 2000 mitigation including financial as outline in the report , play space and maintenance provision and highway requirements. The proposal is considered to comply with Policy HOU9, of the Great Yarmouth Borough-Wide Local Plan 2001 CS2 and CS4 of the Core Strategy, the Interim Housing Land Supply Policy and the National Planning Policy Framework material considerations that are considered to outweigh on balance Policy TR4 of the Great Yarmouth Borough Wide Local Plan 2001.







Job Close, Sawston, Cambridge

Post Code CB22 3FE  
Telephone 07999666980  
Email Address Glennwright1981@gmail.com  
For or Against SUP Support  
Speak at Committee

This is a wonderful holiday area and therefore keeping and improving the tourist experience for all concerned is imperative.

Date Entered 10-09-2015

Internet Reference OWPC491

There are major concerns in the parish that if one prime holiday area site is allowed to be built on there could be a peppering effect, not only in Hemsby but all of the holiday areas – residential properties instead of holiday accommodation.

With changes coming into place with the local plan etc I would like to see at least a third of the site remain as prime holiday area.

With an area for a community/commercial development that heading covers a multitude of sins. We do not need any additional food shops the existing ones survive due to the holidaymakers in the summer and the pubs in the village are struggling. What we do need is a new Medical Centre, Healtheast are looking for local 'hubs' where a number of facilities carried out at JPH could be carried out locally, this is a golden opportunity to get an updated Medical Centre. The existing one in the village also lacks parking it is a nightmare for the residents in Kings Court at North Road. I have contacted Healtheast making them aware of this application and they are making contact with the authority who would fund such a scheme.

If houses are to be built on the site a good proportion should be suitable for first time buyers helping the young people getting onto the property ladder.

Lastly with the increase of traffic heading into Great Yarmouth, the site could generate over 400 cars and with other sites due to come online it would be a nightmare.

3 PEDLARS CROFT  
HEMSBY  
NR29 3JX

Committee Comment?

Name: Walter Hoyle  
Address: 26 East Crescent  
Rothamham  
South Yorkshire

Post Code: S65 2RT

Telephone: 07207 77804

Email Address: w.hoyle@blueyonder.co.uk

For or Against: OBJ Object

Speak at Committee:

Please keep this site for leisure and tourism. we holiday regularly at Hemsby and I feel that if one site fails to housing then others will follow and this could lead to the demise of Hemsby as a lovely holiday resort.

Date Entered: 10-09-2015

Internet Reference: OWPC490

Caroline Rouse <cazzarouse@gmail.com>  
03 September 2015 18:22  
plan  
Re: planning application 06/15/0441/0

Caroline Rouse,  
21 Taylors Loke, Hemsby, Great Yarmouth, NR29 4LW

On Thu, Sep 3, 2015 at 9:57 AM, plan <[plan@great-yarmouth.gov.uk](mailto:plan@great-yarmouth.gov.uk)> wrote:

Please provide your address so that your comments can be registered.

**From:** Caroline Rouse [mailto:[cazzarouse@gmail.com](mailto:cazzarouse@gmail.com)]  
**Sent:** 03 September 2015 08:46  
**To:** plan  
**Subject:** planning application 06/15/0441/0

As a local health care professional I feel I must register my concerns regarding the above application.

Hemsby is becoming too populated for our amenities to cope with. Schools and Medical Practices are struggling to cope with our current population and I feel that the proposal for a further 200 houses (which I have no doubt will be unaffordable to our own first time buyers) will compound this issue substantially.

An added population of anything potentially from 600 to 1,000 would undoubtedly place further pressure on our already over stretched emergency services, surgeries, add more traffic to our area which our roads are not adapted to accommodate hence would become a safety hazard, sewage and water supplies could also be an issue plus the added noise pollution would not be acceptable nor fair to local residents.

There has also been no consideration for allocation of amenities to accommodate an expanding teenage population which will undoubtedly result in unsociable behaviours including street drinking/illicit drug use which, again has a knock on effect to our Physical and Mental Health services and Policing of the area.

Hemsby is an overpopulated village at present, we simply cannot sustain this proposed addition to our area.

I trust you will be taking all of these issues into consideration and suggest monies spent on this area would be better projected into saving not slaughtering our village. Perhaps some consideration towards funding our endangered coastline would be an option to address.

**REPORT AND APPRAISAL  
ON THE  
MARKETING  
OF  
THE FORMER PONTINS HOLIDAY CENTRE SITE  
BEACH ROAD  
HEMSBY  
NORFOLK  
NR29 4HL**

**PREPARED BY  
IAN SIMPSON BSC FRICS  
SAVILLS (UK) LIMITED  
WYTHAM COURT  
11 WEST WAY  
OXFORD  
OX2 0QL**

**7 August 2015**

## **1.0 BACKGROUND TO THE MARKETING**

### **1.1 Background Information and History of the Former Pontins Holiday Centre**

The site was established as a holiday centre in 1946 when the majority of the existing chalets and central facilities were developed. Further central facilities were added over a number of years, the most recent being construction of the swimming pool complex in 1992.

The Pontins portfolio of sites changed hands on a number of occasions over the years and in 1989 was purchased by the brewing enterprise Scottish and Newcastle, who then made a substantial investment in improving facilities across the portfolio. At Hemsby, they constructed the go kart track, abseil tower and public house. Additional modern chalets were also added at the northern end of the site.

Despite their substantial investment in the portfolio, Scottish and Newcastle concluded that a number of the sites were not viable, and closed them, leaving 8 sites operating, including Hemsby by 2000. In that year Scottish and Newcastle sold the remaining sites to the current landowner, Rumney Manor.

Rumney Manor continued to invest in Pontins, but following several years of declining occupancy levels and falling profitability the board of Pontins considered various options for the future of the portfolio. In April 2008 Pontins was sold to Ocean Parcs Limited through a management buyout.

Ocean Parcs reviewed the trading performance of the Hemsby site and concluded that further investment in the property would not arrest the decline in the business as changing trends in the holiday market, combined with demand and supply in the Hemsby catchment area, meant that such investment could not overcome these challenges to the business in the future.

As a result Ocean Parcs decided not to purchase the Hemsby site and instead took a two year lease over the property and acquired the trading business. This short term arrangement was to protect the Pontins brand however as a result of poor trading and increased utility costs Ocean Parcs decided to close the centre in December 2008 in order to avoid further trading losses.

The remainder of the Pontins sites purchased by Ocean Parcs continued to operate, but declining trading performance resulted in the business being placed into administration in November 2010, resulting in its subsequent sale to Britannia Hotels in January 2011.

Since closure of the Hemsby site, and despite the presence of a regular caretaker to maintain security, the buildings on the site have been subject to extensive vandalism. In particular valuable fittings and electric cabling have been stripped or vandalised, making the cost to bring the buildings into useable condition very substantial. Some of the older buildings also contain asbestos, which would need to be removed if the structures were significantly altered or refurbished. This has been a material consideration for some of the parties who have considered re-use of the existing structures.

### **1.2 Location and Situation**

Hemsby is located on a part of the East Norfolk coast long established as a popular holiday destination. The Norfolk Broads is a further nationally recognised visitor attraction and is located to the west and south of Hemsby. Road access to Hemsby is gained principally via the A47, which links to the A1(M) at Peterborough to the west and to the A11, connecting to the M11, at Cambridge to the south west. The nearest train station is located on the northern side of Great Yarmouth.

Hemsby offers a sandy beach backed by sand dunes and adjoined by a range of amusement, entertainment and dining facilities located on Beach Road, which leads west from the sea front to the centre of Hemsby Village which offers further shops and amenities.

The site is located at the western end of Beach Road, close to the village centre and with good access to the main road leading into Hemsby, as well as to Beach Road leading to the beach and associated leisure facilities.

### **1.3 The Property**

The overall site area extends to approximately 8.877 hectares (21.94 acres). The site is entirely enclosed by security fencing and currently accommodates the following facilities:-

#### **1.3.1 Central Facilities**

The central facilities which served occupants of the chalets are principally located on the northern part of the site and include:-

- a. **Reception/Administration Building**  
Adjoining the main entrance into the site, constructed of painted brick/block elevations under a monopitch roof. Extending to 80 sq m (861 sq ft) GIA including outdoor canopy.
- b. **Main Central Entertainment Complex**  
Located at the end of the main entrance drive leading into the property and comprising a substantial steel framed structure with rendered/painted block work elevations beneath a pitched corrugated steel sheet roof and partly synthetic flat roof, extending to an overall area of 3,145 sq m (33,853 sq ft) GIA. It is a single storey structure and accommodates a range of facilities including:-
  - visitor reception and information centre
  - amusement arcade
  - fast food outlet
  - children's play area
  - main entertainment hall with bar, stage and overall capacity for approximately 1,700
  - secondary entertainment room with capacity for approximately 800
  - shop
- c. **Secondary Entertainment Building**  
Located to the south of the main central entertainment complex, of rendered/painted brick and block work construction beneath a flat roof, extending overall to 830 sq m (8,935 sq ft) GIA. Incorporating a themed pub with outdoor decking area and extensive indoor bar with adjoining series of snooker rooms and small function rooms.
- d. **Indoor Swimming Pool Building**  
The main swimming pool building comprises a series of interlinked structures adjoining the main pool hall, of partly steel framed construction clad with brick, rendered/painted block work beneath a pitched corrugated steel sheet and partly flat synthetic roof covering. The interlinked building complex accommodates the main swimming pool with adjoining children's pool, together with extensive changing areas, plant rooms and store rooms. The building extends overall to approximately 1,100 sq m (11,840 sq ft) GIA.

#### **1.3.2 Outdoor Leisure Facilities**

Within the central part of the site is an open grass area enclosed by some of the chalets to the south and west and by the central leisure facilities to the north. Within this area there is a tarmac surfaced go kart track and an extensive children's outdoor adventure play area together with a climbing tower. There are three hard surface tennis courts enclosed by netting and a basket ball court located to the south west and north east of the main central entertainment building. These facilities are all currently in a state of disrepair.

#### **1.3.3 Storage Facilities**

There are a number of maintenance buildings and storage facilities distributed around the site to provide accommodation for support services.



### 1.3.4 The Chalets

There are 44 blocks of two storey chalets of either brick or painted rendered brick/block elevations, all beneath flat synthetic covered roofs. The majority of these units provided visitor accommodation.

At the northern and eastern corners of the site there are four further single storey blocks of chalet accommodation, which are of similar construction to the two storey units, but generally provided higher quality accommodation than that provided across the remainder of the site.

Staff accommodation is provided in the north west, north east and south west corners of the site.

The existing accommodation was graded into budget, classic and club standard, providing three slightly different specifications of fit out and equipment. The chalets comprise a mix of one and two bedroom units, each with an open plan kitchen/dining/sitting area and a bathroom or shower room with WC and basin. The majority of the units have basic bathroom fittings and kitchen units, although all white goods were removed and some bathroom fittings were removed from a number of the chalets by Ocean Parcs before the end of their lease.

### 1.3.5 Access Road and Car Parking

The main entrance into the site is from the northern boundary directly onto Beach Road. The entrance road is tarmac surfaced and leads to tarmac surfaced and block paved car parking adjoining the main reception and central entertainment building. There are further tarmac and concrete surfaced access roads around the site, together with similarly surfaced parking areas and an extensive crushed stone/gravel surfaced car parking area located along the south western side of the site, close to the southern area of chalet accommodation.

A copy of the detailed layout plan of the holiday centre is attached at **Appendix 1**.

### 1.4 Planning Permission

The current planning permission for the site relates to its existing use as a holiday village comprising holiday chalets with supporting indoor and outdoor leisure facilities as described above.

## 2.0 INSTRUCTIONS ISSUED TO SAVILLS LEISURE DEPARTMENT

In January 2012 Rumney Manor approached Savills Leisure Department to advise on the best marketing strategy to adopt for the holiday centre site.

Savills was approached as our specialist leisure department, based in Oxford, deals with the sale and valuation of trading leisure businesses and leisure development opportunities including caravan parks and holiday lodge development sites.

Following provision of our marketing recommendations, instructions were issued to Savills on 27 June 2012.

Our instructions required that the property was to be offered for sale on the following basis:-

- Vacant possession would be provided upon completion.
- All fixtures, fittings and equipment at the property were included in the sale.
- The vendor would consider proposals for purchase of parts of the property for continued tourism related uses.

- A key aspect of instructions to Savills was that a holiday or leisure orientated use of the site must be a pre-condition of any disposal and therefore interest from speculative developers seeking alternative uses for commercial, residential or other purposes was not the objective of the sale process. Savills focus throughout the marketing campaign was therefore to seek a tourist or holiday orientated form of development for all or part of the site, and it was emphasised that flexibility over sale of parts of the site would be offered.
- No specific guide price was quoted, but it was clearly explained to interested parties that the site might be suitable for a broad range of tourist or leisure related uses, and it was also possible that some parties may only be interested in purchasing a smaller portion of the site. A fixed guide price was therefore not quoted, as the vendor did not wish to preclude interest either on grounds of price, which would be driven by a particular form of leisure orientated use, or on the grounds that the whole site needed to be purchased. Most prospective purchasers understood this, as it left them in the position to decide upon the relevant tourist or leisure related use to which they wished to put the site, and to consider the viability of such use and the associated land value which could be justified.

### 3.0 SUMMARY OF THE MARKETING CAMPAIGN

The marketing campaign undertaken by Savills included the following key features:-

#### 3.1 Sale Particulars

Sale particulars were prepared, providing an overview of the opportunity and summarising the salient features. A copy of the sale particulars is attached at **Appendix 2**.

#### 3.2 Online Data Room

An online data room was prepared, providing additional detailed information in relation to the property, including a copy of the current site layout, planning permission and Section 106 Agreement.

Access to the online data room was unrestricted and was available to anybody who wished to view it on [www.savills.com/hemsbyholidaycentre](http://www.savills.com/hemsbyholidaycentre).

Since placing the property on the open market 45 parties have registered and accessed the data room.

#### 3.3 Advertisements

The following advertising was undertaken:-

Publication	Size	Date
Estates Gazette	Quarter page mono	08/09/2012
British Holiday & Home Park Association Journal	Half page colour	September 2012
Sunday Times Home	8x2 colour box ad	09/09/12
East Anglia Daily Press	Quarter page colour	06/09/12 and 03/09/12

Attached at **Appendix 3** are copies of the advertisements which were used in the foregoing publications.

In addition to the advertising, a sign board was placed on Kings Way, the main road leading into Hemsby on the western boundary of the site, advertising its availability for sale. This board remained in place until April 2014 during the extensive period in which the site was marketed.

### **3.4 Target Mailing**

The sale particulars were initially circulated to 710 applicants who were registered with Savills for properties including caravan parks, holiday cottage complexes, holiday lodges/chalets, hotels, sports venues, training/conference centres and visitor attractions.

### **3.5 Distribution to Savills Offices**

The sale particulars were circulated to Savills offices in Norwich, Cambridge and Ipswich so as to ensure that the surrounding offices were aware of the opportunity and that particulars could be made available to any prospective purchasers who approached those offices directly.

### **3.6 Savills Website**

The property was loaded onto Savills Leisure website on 7 September 2012. The website has a leisure property search function which enables prospective purchasers to identify caravan parks/holiday property within their search criteria.

Interested parties can download sale particulars directly from the website and follow the link to the online data room for the site prepared by Savills.

### **3.7 Press Release**

A press release was prepared by Savills and issued to the national and trade press on 10 September 2012.

### **3.8 Merger of Charles F Jones & Son LLP with Savills Oxford Leisure Department**

On 1 January 2014 Charles F Jones & Son LLP merged with Savills Oxford Leisure Department. Charles F Jones & Son are specialist agents and valuers dealing principally with caravan parks across the UK. Their merger with Savills further broadened our market share in the holiday park and caravan park sector.

Following the merger, Savills and Charles F Jones & Son produced a comprehensive list of leisure properties within the caravan park and holiday park sector offered by both teams, a copy of which is attached at **Appendix 4**. This property list was distributed to a further 2,000 contacts in the holiday park/caravan park sector between the end of January 2014 and 3 February 2014.

### **3.9 Duration of the Marketing Campaign**

Marketing of the site commenced at the beginning of September 2012 and it was formally withdrawn from the market at the beginning of January 2015.

The sale of most leisure properties that Savills undertakes are concluded within a 12 month period. It is only when there is a particular complication with a property that marketing becomes extended beyond this timescale.

The leisure property market had been depressed since the onset of economic recession in early 2008. By late 2012 there were signs of improvement and the market continued to strengthen during 2013 and 2014, with an increasing number of transactions being achieved in the sector.

## **4.0 RESPONSE TO THE MARKETING CAMPAIGN**

Attached at **Appendix 5** is a schedule of enquiries received for Hemsby Holiday Centre, which overall amounted to 128 parties during the period in which the property has been exposed to the market.

The level of enquiries is above average for a leisure property asset that we place on the market, as we commonly receive between 30 and 100 enquiries, depending upon the nature of the asset.

We are unable to release addresses and more detailed contact information due to Savills obligations under the Data Protection Act. The detailed comments referred to below are drawn from telephone conversations with interested parties and are an accurate assessment of the market response to this opportunity.

Of the enquiries received, Savills Leisure team have spoken to, or have left messages for, all parties in order to establish whether or not they wished to further their interest.

As a result of our work, we generated 10 viewings, as identified on the schedule at **Appendix 5**.

During late 2012 and in 2013 we received three offers for the site proposing some form of tourism or leisure use, which is detailed below. In each case the offers were either withdrawn following more detailed appraisal by the prospective purchaser of the viability of the proposal, or they did not proceed as the prospective purchaser was unable to demonstrate that they had the funds to proceed with the purchase and deliver the proposed leisure or tourism development.

By April 2014, after 20 months of marketing for tourism and leisure use, it was concluded that a purchaser was unlikely to be found for that purpose. The sign board had been damaged in a storm, and it was decided to remove it, but the property remained on Savills website until the end of 2014.

In June 2014 an offer was accepted from a party who put forward a mixed use redevelopment scheme for the whole site, which included a local centre providing convenience store and community facilities, as well as residential development of the remainder of the area. The offer was conditional upon planning permission being obtained, but was withdrawn by the developer before an application was submitted, as they had acquired other residential development sites in the same catchment area and were concerned that they would compete with each other during the period required to sell the proposed houses.

## **5.0 FEEDBACK FROM PROSPECTIVE INTERESTED PARTIES**

We set out below the principal feedback that we have received from interested parties who have either spoken to us following receipt of the initial sale particulars or accessing the data room, or alternatively have undertaken a viewing of the property:-

- Several parties asked why no guide price was quoted for the property, and one living locally in Hemsby thought that this was putting prospective purchasers off. However this was not our experience, as the reasons for not setting a guide price were clearly explained to interested parties.
- Some interest to re-open it as a holiday camp with revised leisure facilities was expressed. The majority of purchasers decided not to proceed, principally because of the extent of investment required for such use which would include demolition of the majority of the chalets which most thought had reached the end of their economic useful life, and extensive investment in refurbishment of the central facilities, which most did not consider a financially viable proposition.
- There were a significant number of enquiries from local individuals which appeared to be out of local interest rather than a serious intent to purchase and re-open or redevelop the site.

- Some interest was expressed for alternative uses such as a retirement village or for residential use, but the current marketing exercise was to establish a viable ongoing leisure use for the site, and such enquiries were not pursued further.

An offer was received from a Norfolk based holiday village operator who expressed interest in acquiring the northern part of the site only for refurbishment of the more recently constructed chalets and central facilities located on this area.. Detailed terms were agreed but the operator subsequently withdrew as they concluded that this was not a viable form of development..

- An offer for the site was received from another property investor, at a level acceptable to Rumney Manor. The proposed use involved demolition of the existing buildings and creation of a leisure centre, to include a multi-use sports complex, restaurant, bar and spa complex. Whilst this concept would have been of interest, no detailed plans were put forward by the interested party, and more importantly they were unable to demonstrate either private or commercial funding to support their offer and the subsequent development.
- A number of agents enquired on behalf of retained clients, but in all cases their interest did not result in any viewings being generated for their clients or bids being submitted.
- Some were interested in the site for unspecified uses but the scale of the site, the presence of asbestos and the investment required in refurbishment of the buildings were considered to be too great to enable an adequate return on capital to be generated, regardless of the price actually paid for the property.
- A local businessman proposed developing a water park at the site and detailed discussions were undertaken with the interested party, who produced initial sketch plans which included a 60 bed hotel, water park and 80 lodges, occupying approximately 14 acres of the northern part of the site. The developer was, however, unable to provide sufficient evidence that, having acquired the site, he could undertake the development and deliver the proposed leisure use.
- A local community group expressed an interest in developing the site with government funding to provide a community facility. After viewing they said that they were interested but have made no further contact since advising us that they would try to secure funding from potential investors and would contact us again if they were successful..
- A hotel operator who also operates holiday villages viewed the site on two separate occasions. They were considering refurbishment of the existing accommodation and central facilities, to re-open the centre on similar lines to the former Pontins operation. They confirmed that after detailed consideration they were no longer interested in purchasing the property due to the level of investment required to bring the existing buildings back into use.
- Another party was hoping to re open the whole site as a specialist holiday camp. Initially they responded positively after the viewing, however they needed to speak to their financial backers and said that they would contact us when they had clarified whether or not they could raise funding.. No further proposal was received from them.
- Some of the enquiries were from people buying neighbouring properties who wanted to know what was likely to happen to the site, or asking if they could take a lease of one of the smaller buildings to operate a café or for some other small scale use of an existing structure.

## 6.0 CONCLUSIONS DRAWN FROM THE MARKETING EXERCISE

The principal conclusions that we have drawn from the open marketing campaign for Hemsby Holiday Centre are as follows:-

- Whilst we continued to receive some interest in the site from the sale board and our website long after the initial advertising was concluded, few of these interested parties wished to develop a tourist based facility over the whole site. Where parties have initially expressed an interest in acquiring the whole site, either for use as a holiday park or in some cases as a visitor attraction, they have either withdrawn their interest due to the capital investment required or have been unable to demonstrate their financial ability to deliver their proposal.
- There does not appear to be a purchaser in the market who is able to put forward a credible bid to deliver a leisure and tourism based use of the whole or part of the site.
- Whilst Hemsby is a recognised tourist destination, there is a substantial supply of affordable holiday accommodation already located along Beach Road and re-opening the site would re-introduce further competition into what already appears to be a destination which offers significant choice. Prospective purchasers are therefore concerned that a product aimed at the lower end of the market would be competing directly with existing offerings. To invest in a high specification and more expensive holiday product would not necessarily be compatible with the prevailing affordable holiday accommodation which is provided for within Hemsby.
- The Pontins site is located at the western end of Beach Road, away from the amusements, restaurants and other publicly accessible leisure attractions located at the eastern end of the road, and also furthest from the beach. In this sense it is seen to be in a less attractive position, although it does benefit from high profile with frontage onto the main road running through Hemsby and being the first holiday orientated facility on arriving at Hemsby and turning into Beach Road.
- Some prospective purchasers were concerned at the lack of a guide price, but any experienced holiday operator with a development proposal would have a clear idea as to the residual value which could be placed upon land in any given form of holiday orientated leisure use. The vendor had entered into detailed negotiations with a number of parties providing an indication as to the level of price which people considered might be justified for a tourism or leisure orientated use, but each party eventually failed either to prove funding or to demonstrate that they were in a financially secure position to deliver their proposed development. The vendor was not willing to sell the property to a party who would simply fail to deliver a tourist and leisure use and thereafter seek an alternative use.
- The property has been actively marketed by Savills and included in regularly produced lists of leisure properties available for sale, as well as included on our website for a period of 28 months. Despite the flexible terms upon which the property has been offered to the market, the feedback that we have received indicates that development of a viable tourism or leisure facility at this site is unlikely to be achieved as site clearance or refurbishment costs, the extensive level of existing supply in the locality and static or falling demand for budget holiday accommodation in Hemsby remain concerns expressed by parties who have enquired in relation to the property during the period of marketing.

For and on behalf of  
Savills (UK) Limited



Ian Simpson BSc FRICS  
Director

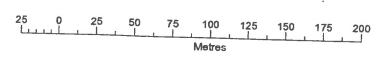
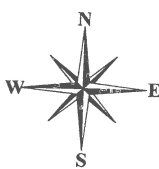
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