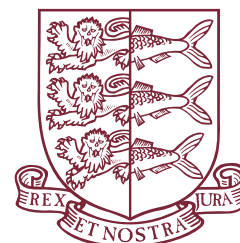


# 10 Sport & Recreation

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# 10 Sport & Recreation

## 10.1 GENERAL

10.1.1 Sport and recreation are important components of modern life. Participation improves health and fitness, involvement in any way (including spectating) can result in a sense of well-being and enjoyment and the promotion of sporting excellence can help foster local, civic and national pride. Sport and recreation are also major elements of the “leisure industry” which is an important contributor to both the local and national economy. The east coast, with its broad sandy beaches and dune systems is a valuable regional resource which provides numerous opportunities for sporting and passive leisure activities. Consequently, the Borough Council is keen to ensure that a wide range of sporting and recreational facilities and informal leisure opportunities are readily available to meet the requirements of residents and visitors of all age groups and abilities, including those with disabilities.

10.1.2 An increase in demand for sport and recreational facilities is expected due to the following factors:-

- (a) an increase in the number of people living in and visiting the area;
- (b) an increase in available leisure time caused by shorter working hours, more holidays, earlier retirements and fluctuations in the job market;
- (c) new trends in the attitudes to health and fitness and improvements in technology and availability of equipment;
- (d) campaigns to promote leisure and recreational activities; and
- (e) a growing public interest in the natural environment.

It is also anticipated that the popularity of certain sports will wane with a possible decline in pitch sports and an increase in “passive” indoor activities.

10.1.3 Many groups and organisations, both public and private, are involved in the provision of sport, recreational and leisure facilities. Traditionally, local authorities have played a particularly important role as both a provider and enabler of provision. Over the Plan period the Borough Council’s ability to meet the increasing demand for facilities is likely to diminish due to ever increasing constraints on local authority spending and rising development and running costs. Therefore, the role of the private and voluntary sectors in providing new facilities will become more important.

10.1.4 The Borough Council’s future involvement is likely to be more as an enabler than a provider and, financial resources permitting, is likely to include the following:-

- (a) the provision and maintenance of facilities for both outdoor and indoor activities;
- (b) action to identify and rectify any shortfall in existing provision either directly or in conjunction with other interests;
- (c) formulating and applying land use and recreation policies to ensure that future demand is met and to make optimum use of existing facilities;
- (d) financial assistance to the voluntary sector through grant aid wherever possible; and
- (e) the promotion and development of sport and leisure.

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10.1.5 Demand for new facilities and changing trends in recreational and leisure activities will undoubtedly result in pressure for new developments in both the rural and urban areas. Whilst accepting the need to satisfy these demands it is important to ensure that there is not an over provision for any particular activity and that the facilities are well distributed and located for maximum accessibility. It is also important that environmental considerations are taken into account. These range from the broader landscape considerations to more local factors such as traffic generation, visual intrusion and nuisance. Any proposed ancillary development to recreational and leisure activities such as golf-course clubhouse buildings, driving ranges or holiday accommodation will be carefully controlled. The Council will support the provision of additional sports and recreational facilities which meet the needs of residents and visitors subject to the requirements of Policy REC1.

- 
- 10.1.6 POLICY REC1 SUBJECT TO A PROPOSAL MEETING THE FOLLOWING CRITERIA, THE COUNCIL WILL GRANT PLANNING PERMISSION FOR SPORTS AND RECREATIONAL FACILITIES PROVIDED THAT:**
- (A) **THE SITE IS WELL LOCATED TO MEET THE NEEDS OF PERSONS WHO WOULD USE THE DEVELOPMENT;**
  - (B) **ADEQUATE ACCESS, PARKING AND SERVICING ARRANGEMENTS CAN BE PROVIDED, WITH PARKING MEETING THE STANDARDS INCLUDED AT APPENDIX (A) TO CHAPTER 3;**
  - (C) **THE APPROACH ROADS SERVING THE DEVELOPMENT CAN ACCOMMODATE SATISFACTORILY THE TRAFFIC LIKELY TO BE GENERATED BY THE DEVELOPMENT;**
  - (D) **THE DEVELOPMENT OR ASSOCIATED ACTIVITIES WOULD NOT BE SIGNIFICANTLY DETRIMENTAL TO THE RESIDENTIAL AMENITY OF THOSE LIVING IN THE AREA OR TO THE USERS OF ADJOINING PROPERTY OR LAND;**
  - (E) **THE SCALE, FORM AND DESIGN OF ANY BUILT DEVELOPMENT WOULD BE COMPATIBLE WITH ITS SURROUNDINGS, AND NOT DETRACT SIGNIFICANTLY FROM THE CHARACTER OF THE AREA OR THE LANDSCAPE;**
  - (F) **THE DEVELOPMENT WOULD NOT HAVE AN SIGNIFICANT ADVERSE EFFECT ON ENVIRONMENTALLY SENSITIVE SITES OR IMPORTANT WILDLIFE HABITATS.**

*(Objective: To achieve an adequate level of facilities whilst protecting the environment.)*

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## **10.2 MAJOR FACILITIES**

10.2.1 Being a popular holiday resort area the Borough has a wide range of major sport and recreational facilities, some of which would not normally be provided in an area of 90,000 population. Existing facilities include the Marina Leisure Centre, three 18-hole golf courses, pitch and putt facilities, synthetic athletics track, three indoor swimming pools, two indoor bowls centres, a country park, racecourse, greyhound/stockcar stadium and a wide range of facilities provided on holiday complexes, some of which are available for public use during the summer season and others which are available out of season on a members only basis.

### **Golf Courses**

10.2.2 The Eastern Council for Sport and Recreation (ECSR) has identified the need for two new 18-hole golf courses in Norfolk and considers that one of them should be located to the east of the County in the vicinity of the Great Yarmouth area. The Borough is already well provided for with 18-hole golf courses at Caister and Gorleston and another at Caldecott Hall. It also has four pitch and putt courses and three driving

ranges. New golf courses are extremely expensive to develop and considering the range and distribution of the existing golfing facilities, the likelihood of a new 18-hole golf course being developed within the Borough is considered remote. Should a new course be proposed Policy REC1 will apply.

### Sports Halls

- 10.2.3 The ECSR has identified a deficiency of a sports hall in the Great Yarmouth area. Consequently, the Borough Council has accepted that a sports hall should be provided to serve Gorleston and the southern parishes. The facility will require joint funding by the Borough Council, the County Council, the Sports Council and public subscriptions. No site has yet been identified but it is likely to be on Education Authority or existing recreational land and located where it will be of most benefit to those it is intended to serve, bearing in mind the need to maximise accessibility and its likely impact on the area.

10.2.4 **POLICY REC2 THE BOROUGH COUNCIL WILL ACTIVELY PURSUE THE JOINT PROVISION OF A SPORTS HALL TO SERVE RESIDENTS OF GORLESTON AND THE SURROUNDING RURAL AREA AND ITS**  
**Deleted**  
*(Objective: To satisfy an identified deficiency in sports hall provision.)*

### Indoor Swimming Pools

- 10.2.5 The ECSR considers that the minimum levels of provision for indoor bowls and indoor swimming pools are met to serve the anticipated needs of the Borough's present resident population. However, during the peak holiday season the area's population can double and during inclement weather the indoor facilities can be inadequate to meet the demand. Bearing in mind the cost of new facilities and the temporary nature of the shortfall, any new indoor development other than the proposed sports hall (Policy REC2) will need to be provided by the private sector, possibly with grant aid and/or sponsorship.

### Synthetic Playing Pitches

- 10.2.6 There is a deficiency of playing field provision in the urban area which is extremely difficult to overcome due to the lack of suitable sites and the price of land which may have development potential. Synthetic pitches can be intensively used and although expensive are very cost effective. A full-sized synthetic playing pitch has recently been constructed at the Cliff Park School to serve Gorleston, Bradwell and the adjoining parishes. The Council has accepted in principle that the deficiency in playing field provision be further lessened by the provision of a full-sized synthetic playing pitch to the east of the river to serve Great Yarmouth, Caister and the Flegg area. Provision should be provided through partnerships and located where it will be of most benefit to those it is intended to serve, bearing in mind the impact of the development on the immediate locality.

10.2.7 **POLICY REC3 THE BOROUGH COUNCIL WILL ACTIVELY PURSUE THE JOINT PROVISION OF A FURTHER FULL SIZE FLOOR MAT SYNTHETIC PLAYING PITCH TO SERVE THE AREA AND ITS PROVISION**  
**Deleted**  
*(Objective: To contribute towards an existing shortfall of playing field provision.)*

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### 10.3 LOCAL INDOOR FACILITIES

- 10.3.1 There are four private sporting clubs in the Borough and every parish has at least one village or community hall. However, within the urban area the indoor facilities are poorly distributed and there is a deficiency in some areas, particularly at Bradwell, Gorleston and Southtown. It is important that indoor facilities continue to be provided to satisfy any identified shortfall and cater for increasing demand and changing trends in sport and recreational activities and that the existing facilities are used to their full potential through increased availability, dual-use, good management etc.
- 10.3.2 The larger holiday parks and centres in the Borough have a wide range of facilities which are continually being improved to meet increasing visitor expectations. To justify major investments of facilities, such as indoor swimming pools, site operators may need to meet development costs by opening them for public use, particularly out of season. This would be of great benefit to the local community and should be encouraged in appropriate locations.

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**10.3.3 POLICY REC4 THE BOROUGH COUNCIL WILL GIVE FAVOURABLE CONSIDERATION TO PROPOSALS TO OPEN HOLIDAY RELATED SPORTS AND RECREATION FACILITIES TO PUBLIC USE, SUBJECT TO TRAFFIC PROVISIONS MAY BE REQUIRED FOR PUBLIC USAGE.**

**Deleted**

*(Objective: To allow increased public access and make the best possible use of facilities.)*

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- 10.3.4 New residential developments increase the population within a settlement and, consequently, the demand for community facilities. The Borough Council considers that developers will meet the need for any additional facilities which are needed as a consequence of new housing developments. Otherwise the burden of provision would fall on the Borough Council or existing local community. The Council will make use of planning agreements/obligations under of the Town and Country Planning Act 1990 to secure community provision within the Borough, as set out in paragraphs 0.5.7 to 0.5.10 and Policy SO2.

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**10.3.5 POLICY REC5 WHERE APPROPRIATE, THE COUNCIL WILL NEGOTIATE WITH DEVELOPERS OF RESIDENTIAL LANDS WITH A VIEW TO SECURING ON-SITE INDOOR RECREATION AND COMMUNITY FACILITIES TO MEET THE NEEDS CREATED BY THE DEVELOPMENT.**

*(Objective: To ensure that new developments are provided with adequate and well located recreational and leisure facilities.)*

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### 10.4 PUBLIC OPEN SPACE AND CHILDREN'S PLAYSPACE

- 10.4.1 Being mindful of the NPFA's "6 Acre Standard" and considering local need the Borough Council has for some years applied a hierarchical standard of requirement based upon the population of settlements to assess existing provision and identify any shortfall which needs to be satisfied and will continue to do so, including the settlements which are within the executive area of the adjoining Broads Authority and not covered by this Plan. The settlement categories and the provision requirements for each are:-

Category I- The urban area, i.e. Great Yarmouth, Gorleston, Bradwell, Caister and the growth settlements of Martham and Ormesby St. Margaret. Within these settlements the "NPFA 6 acre standard" will be used as the basis for requirement and playing field provision should include a floodlit multi-games area.

Category II - Settlements with a population of over 500 other than those identified as Category I, ie. Belton, Burgh Castle, Filby, Fleggburgh, Hemsby, Hopton, Rollesby and Winterton. These settlements should be provided with at least a playing field, bowling green, floodlit multi-games area, equipped play area(s) and a community building.

Category III - Settlements of under 500 population, ie. Ashby with Oby, Fritton, Mautby, Ormesby St. Michael, Repps with Bastwick, St. Olaves, Somerton, Stokesby, Thurne and West Caister. These settlements should be provided with a children's play area if requested.

10.4.2 Over recent years the Borough Council has provided new playing fields at Belton, Bradwell, Hopton and Winterton and numerous children's playspaces. However, major deficiencies still exist, the most serious being a shortfall of 117 acres (47.5 hectares) of open/recreation space in Great Yarmouth, Gorleston, Bradwell and Caister.

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**10.4.3 POLICY REC6 TO SATISFY EXISTING DEFICIENCIES IN THE PROVISION OF PUBLIC OPEN SPACE AND CHILDREN'S PLAYSPACE THE BOROUGH COUNCIL WILL PURSUE THE PROVISION OF THE FOLLOWING FACILITIES, AS IDENTIFIED ON THE PROPOSALS MAP:-**

- (a) **NEW PLAYING FIELD AT CAISTER-ON-SEA (4 HECTARES) AND EXTENSIONS TO THE EXISTING PLAYING FIELDS AT HEMSBY, MARTHAM AND ROLLESBY FIRST SCHOOL.**
- (b) **NEW AMENITY SPACES AT BRADWELL, CAISTER AND GORLESTON.**
- (c) **NEW CHILDREN'S PLAYSPACES AT BELTON, BRADWELL, CAISTER, GORLESTON, GREAT YARMOUTH (SOUTHTOWN), HEMSBY, MARTHAM AND ORMESBY ST. MARGARET.**

*(Objective: To overcome existing deficiencies in provision.)*

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10.4.4 New open space areas, amounting to some 5.0 hectares, are proposed at South Gorleston to help make up a local shortfall in provision and to serve proposed residential areas.

10.4.5 Within the urban area and growth villages it is difficult to fully satisfy shortfalls in open space and playspace provision due to the lack of suitable sites and the value of land. Consequently, any unforeseen opportunity to increase the provision, such as schools with playing fields and other land surplus to educational requirements, should be taken and smaller sites capable of intensive use should be developed when finances permit. Should the opportunity arise the Council will seek the development of multi-sports areas on existing playing fields at Belton, Bradwell, Caister, Gorleston, Great Yarmouth, Ormesby St Margaret and Scratby.

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**10.4.6 POLICY REC7 SHOULD THE OPPORTUNITY ARISE, THE COUNCIL WILL ACT TO SECURE PROVISION OF PUBLIC OPEN SPACE AND CHILDREN'S PLAY SPACE WITHIN AREAS DEFICIENT OF SUCH FACILITIES BY NEGOTIATION OR POSSIBLY BY ACQUISITION OF LAND.**

*(Objective: To overcome existing deficiencies in provision.)*

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10.4.7 New developments increase the population within a particular area and, consequently, additional public open space and children's playspace is required. Therefore, the Borough Council will require developers to provide such facilities on all new developments in accordance with its adopted standards of requirement where applicable. These requirements will only be applied to proposals providing housing for families and not to special needs housing such as sheltered accommodation.

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- 10.4.8 POLICY REC8 WHERE THE SITE OF A RESIDENTIAL DEVELOPMENT OR PART OF A LARGER RESIDENTIAL SCHEME PROVIDES 20 OR MORE CHILD BEDSPACES, THE COUNCIL WILL REQUIRE PROVISION OF RECREATIONAL/AMENITY SPACE AND/OR CHILDREN'S PLAYSPACE PROPORTIONATE TO THE SCALE OF THE DEVELOPMENT OR THE OVERALL SCHEME AS APPROPRIATE.**

*(Objective: To ensure that the future demand is met.)*

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- 10.4.9 The minimum standard of play space provision is three square metres per child bedspace. The number of child bedspaces in a scheme is to be calculated by subtracting all the bedspaces in old people's dwellings, all bedspaces in one and two-person dwellings, and two bedspaces in family dwellings, from the total number of bedspaces in the scheme. A bedroom will be considered to be a double bedroom if it has a floor area of 9.3 square metres or above, all bedrooms below that floor area will be considered single (ie. one bedspace).
- 10.4.10 In addition the Borough Council has adopted a standard for open recreational space provision of 1.6 ha per 1000 population. The total amount of open recreational space required is calculated by multiplying the number of dwellings to be built by the average occupancy rate per dwelling for the Borough (ie. 2.5 persons per dwelling), which gives the expected population for the development. The space required is then calculated by multiplying the population figure by 0.0016.
- 10.4.11 Where the location of recreational/amenity space and children's playspace provision is known, it is shown on the Proposals Map.
- 10.4.12 In addition to achieving an improved level of recreational open space and children's playspace provision it is equally important to ensure that the existing provision is not eroded through pressure for development including for example school playing fields where associated land is surplus to education requirements. However, in exceptional circumstances the loss of public open space can be beneficial to a community, such as the sale/development of a badly located or poorly shaped site to finance a better facility in a more readily accessible location.

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- 10.4.13 POLICY REC9 THE COUNCIL WILL GRANT PLANNING PERMISSION FOR PROPOSALS WHICH WOULD ERODE THE OVERALL PROVISION OF RECREATIONAL OPEN SPACE AND CHILDREN'S PLAYSPACE ONLY WHEN IT IS DEMONSTRATED THAT THE PROPOSAL WOULD BE BENEFICIAL TO THE NEEDS OF THE COMMUNITY.**

*(Objective: To safeguard the existing level of provision.)*

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## **10.5 DUAL USE OF FACILITIES**

- 10.5.1 Education facilities such as halls, gymnasias and playing fields offer considerable recreation potential outside school hours, and it is generally accepted that these facilities should be made available for public use wherever possible. It is also important that, due to restrictions on Education Authority spending, additional facilities required for the recreation needs of the community such as sports halls and swimming pools, are part funded with contributions from outside bodies and authorities. Therefore, the Borough Council is keen to encourage all aspects of dual use and joint provision to the benefit of both pupils and the local community.

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- 10.5.2 POLICY REC10 THE BOROUGH COUNCIL, IN CONJUNCTION WITH THE EDUCATION AUTHORITY AND SCHOOL GOVERNORS, WILL**

**ENCOURAGE THE JOINT PROVISION OF RECREATION FACILITIES ON SCHOOL SITES AND SEEK TO MAXIMISE THE DUAL USE OF SCHOOL BUILDINGS AND PLAYING FIELDS FOR COMMUNITY RECREATION PURPOSES. IN APPROPRIATE CIRCUMSTANCES AND WHERE NECESSARY APPROVALS FOR DEVELOPMENT MAY BE CONDITIONED TO ENSURE COMMUNITY USE.**

*(Objective: To improve provision for school and community use.)*

## **10.6 AMENITY SPACE IN URBAN AREAS**

10.6.1 Parks, amenity areas, allotments, school playing fields, large private gardens, undeveloped land and even cemeteries provide opportunities for recreation, rest and wildlife refuges in built-up areas. They also contribute to the character of an area and form welcome “green” breaks in the urban scene. However, such spaces are constantly under development pressures and once built on will be lost to the community for ever. Therefore, it is essential that any open space which is important to the street scene or is of amenity value is preserved.

**10.6.2 POLICY REC11 THE BOROUGH COUNCIL WILL REFUSE PROPOSALS WHICH WOULD ERODE THE PROVISION OF AMENITY, OPEN SPACE OR ANY OTHER LAND WHICH CONTRIBUTES POSITIVELY TO THE COMMUNITY OR STREET SCENE, AS IDENTIFIED ON THE PROPOSALS MAP. WHERE NOT IDENTIFIED PROPOSALS WILL BE TREATED ON THEIR INDIVIDUAL MERITS.**

*(Objective: To safeguard important amenity and open space in urban areas.)*

## **10.7 COUNTRYSIDE AND COASTAL RECREATION AND LEISURE**

10.7.1 The Plan Area is endowed with contrasting natural open spaces some of which are of considerable landscape and/or ecological importance. These areas provide the opportunity for a wide range of sporting and leisure activities, particularly water based, and attract large numbers of visitors during the summer months. It is important that the character and appearance of the more popular areas are not inadvertently destroyed by those who wish to enjoy them. Therefore, the Borough Council is anxious to ensure that the impact of “people pressure” is minimised by the monitoring and control of “problem” sites in the best public interest and by improving the range and choice of facilities such as picnic areas, countryside interpretation centres, car parks etc. and ensuring that environmentally sensitive areas and sites of ecological significance are protected.

**10.7.2 POLICY REC12 THE BOROUGH COUNCIL WILL SEEK THE RETENTION OF EXISTING PICNIC AREAS AND OTHER SPACES WHICH PROVIDE FOR INFORMAL RECREATION AND SMALL SCALE LEISURE ACTIVITIES AND ENCOURAGE THE PROVISION OF ADDITIONAL FACILITIES WHERE THEY CAN BE ACCOMMODATED WITHOUT SIGNIFICANT ENVIRONMENTAL IMPACT, DISTURBANCE OR ACCESS PROBLEMS. WHERE APPROPRIATE, DEVELOPERS WILL BE EXPECTED TO ENTER INTO LEGALLY BINDING PLANNING OBLIGATIONS UNDER THE TOWN AND COUNTRY PLANNING ACT 1990 TO ENSURE THE PROVISION OR RETENTION AND MAINTENANCE OF LAND SUCH AS PICNIC AREAS TO WHICH THE PUBLIC CAN GAIN FREE ACCESS AND USE.**

*(Objective: To enhance opportunities for recreational and leisure activities whilst safeguarding the environment.)*

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10.7.3 The Borough Council recognises the need to meet clear demand for all sports activities. However, some countryside activities, such as clay pigeon shooting, motocross, model aircraft or microlight flying, jetskiing, go-karting or the use of other motorised vehicles can cause considerable disturbance and prejudice wildlife habitats. Due to the Borough's settlement pattern, character and distribution of environmentally sensitive sites very few opportunities exist where such activities can be carried out without being intrusive and/or unneighbourly.

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**10.7.4 POLICY REC13 IN DETERMINING PLANNING APPLICATIONS FOR DEVELOPMENTS INVOLVING OUTDOOR SPORTING ACTIVITIES THAT USE MOTOR VEHICLES OR OTHER MECHANICAL DEVICES, INCLUDING FIREARMS, THE COUNCIL WILL REQUIRE AN APPLICANT TO DEMONSTRATE THAT THE PROPOSED USE OR ACTIVITIES WOULD NOT:**

- (A) **GENERATE SIGNIFICANT LEVELS OF NOISE OR DISTURBANCE WHICH WOULD ERODE THE AMENITIES OF PERSONS RESIDING IN THE VICINITY OF THE SITE OR ADJOINING LANDOWNERS OR SIGNIFICANTLY ADVERSELY AFFECT ANY SITE OF ACKNOWLEDGED NATURE CONSERVATION IMPORTANCE; AND,**
- (B) **CAUSE SIGNIFICANT LEVELS OF POLLUTION OR DAMAGE WITHIN THE SITE.**

*(Objective: To protect the built and natural environment.)*

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10.7.5 There is a network of footpaths, bridleways, byways and RUPPS (Roads used as public paths) throughout the Plan Area which offers the opportunity for access to the coast, countryside, Breydon Water and the adjoining Norfolk Broads. The legal responsibility for dealing with "definitive" footpaths lies with the Highway Authority. However, by agreement, the Borough Council investigates complaints about obstructions and carries out procedures relating to public path orders. To reduce the impact of "people pressure" on popular areas accessibility to the countryside and coast needs to be improved by the establishment of new footpaths. The Borough Council, in conjunction with the County Council will encourage the use of footpaths, bridleways and byways and will support proposals for the extension and improvement of the network.

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**10.7.6 POLICY REC14 IN EXERCISING ITS DEVELOPMENT CONTROL FUNCTION THE COUNCIL WILL SAFEGUARD PUBLIC FOOTPATHS, BRIDLEWAYS, AND**

**Deleted**

*(Objective: To maintain and improve public access throughout the Borough.)*

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10.7.7 The coastal strip and beaches are a valuable asset in terms of their landscape and recreational value and it is important that their character is not spoilt by inappropriate noisy or disturbing activities. Activities which, in recent years, have caused widespread concerns due to their disruption of fragile wildlife habitats and/or danger to sea-bathers include the use of motor cycles, go-carts, beach buggies and all terrain vehicles, helicopter rides, personal water craft ("jet skiing"), waterskiing and paragliding. Not all these activities can be controlled by the Borough Council as local planning authority. However, the Council will attempt to control the types of activity mentioned through licencing or the imposition of bylaws (possibly through the preparation of a Coastal Management Plan).

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**10.7.8 POLICY REC15 IN DETERMINING APPLICATIONS INVOLVING DEVELOPMENT, INCLUDING CHANGES OF USE, WHICH AFFECT THE BOROUGH'S BEACHES, COASTLINE AND COASTAL STRUCTURES (SUCH AS PIERS)**

**THE APPLICANT WILL BE REQUIRED TO DEMONSTRATE THAT THE PROPOSED DEVELOPMENT OR ASSOCIATED ACTIVITY WOULD NOT:**

- (A) AFFECT USERS OF ANY BEACH BY VIRTUE OF SIGNIFICANT LEVELS OF NOISE, DISTURBANCE OR POLLUTION;
- (B) CAUSE DAMAGE TO THE TERRESTRIAL OR MARINE ENVIRONMENTS; OR,
- (C) RESULT IN A HAZARD TO SAFETY.

*(Objectives: To protect the amenities of beach users and to safeguard the coastal and marine environment.)*

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