

COMMITTEE DATE: [05/04/2016](#)

Application Reference: **15/0523**

WARD: Talbot
DATE REGISTERED: 03/08/15
LOCAL PLAN ALLOCATION: Resort Core
Key Tourism Investment Site
Central Promenade and Seafront
Town Centre Boundary
Leisure Zone / Resort Core
Defined Inner Area

APPLICATION TYPE: Outline Planning Permission
APPLICANT: The Sands Venue

PROPOSAL: Erection of single storey side extension and a three-storey extension to the roof to create third, fourth and fifth floors and use of premises as altered to provide an A1 retail unit and hotel reception at ground floor level, with hotel accommodation above comprising 96 en-suite bedrooms and associated facilities, with associated rooftop plant area and basement car park for 55 cars and demolition of foot bridge over Bank Hey Street (Outline application).

LOCATION: THE SANDS VENUE, PALATINE BUILDINGS, PROMENADE, BLACKPOOL, FY1 4TQ

Summary of Recommendation: Grant Permission

CASE OFFICER

Clare Johnson

SUMMARY OF RECOMMENDATION

It is considered that the proposal would be in accordance with paragraphs 2, 7, 14, 17, 18 and 19 of the National Planning Policy Framework (NPPF), Policies CS1, CS4 and CS21 of the Core Strategy and saved Policies RR11, SR5, SR8, SR9 and AS1 of the Blackpool Local Plan 2001-2016 and should be approved in accordance with paragraph 187 of the NPPF.

Should the Planning Committee approve the application, it is considered that the requirements of paragraphs 8, 36, 56, 58, 61, 65, 128, 131, 132, 135 and 137 of the NPPF, Policies CS5, CS6, CS7, CS8, CS9 and CS17 of the Core Strategy and Policies AS2, LQ1, LQ2, LQ3, LQ4, LQ5, LQ6, LQ7, LQ9, LQ10, LQ11 and LQ14 of the Local Plan should be considered upon the submission of a reserved matters application which will address the appearance of

the property, and details to discharge conditions attached to an outline planning permission.

The proposal meets the economic aspect of sustainable development (paragraph 7 of the National Planning Policy Framework) and has the potential to meet the social and environmental aspect of sustainable development with a good quality design and appropriate massing which respects the surrounding listed buildings and town centre Conservation Area. These details will be considered with a reserved matters application for appearance, at a later date.

The application is recommended for approval subject to the completion of an appropriate Legal Agreement relating to the provision of on and off site highway works to provide a drop off/pick up point and a taxi rank.

INTRODUCTION

The Palatine building was converted from a disused nightclub in 2010 (reference 10/0578 - Use of first and second floors of premises as a jazz club and restaurant) and recently, permission was granted for external alterations to the ground floor on the Promenade side (reference 15/0384) and those works have been carried out.

SITE DESCRIPTION

The application property, the Palatine building, is a large three-storey detached building with road frontages onto the Promenade to the west, Bank Hey Street to the east and Adelaide Street West to the north. The building is in a very prominent location on the Golden Mile within 45 metres of Blackpool Tower, which is one of the most well known landmark buildings in the Country.

The building is a brutalist structure constructed in the 1970's. At its highest point, (the tallest of the rectangular extrusions) the building is approximately 20 metres tall, although the vast majority of the building's bulk is no taller than approximately 13.6 metres tall (when viewed from the Promenade). It has recently undergone some improvements externally when the current operators opened the 'Sands Venue' which is a music/show bar and restaurant. Formerly the building operated as various nightclubs with retail uses on the ground floor. Currently, the ground floor on the Promenade side is a restaurant and the main entrance into the Sands Venue and there is a large discount retail shop which occupies all of the ground floor on the south side of the building, with a presence on the Promenade and Bank Hey Street. A second large discount retail unit fronts Bank Hey Street and Adelaide Street West and there is a disused nightclub in the basement, accessed from the south of the Palatine building. The building's main service areas are accessed from Adelaide Street West.

To the south of the building, there is an external staircase in a pedestrianised area between the Promenade and Bank Hey Street, giving access to the first floor of the Palatine Buildings and to a walkway and bridge over Bank Hey Street. The bridge connects to businesses on the east of Bank Hey Street, although the access is only currently used in emergencies and

isn't publicly accessible. To the south of the pedestrianised area and staircase, is Coral Island amusement centre which is largely one/two storeys in scale.

In the wider area, the Promenade has recently been regenerated, extended and landscaped and the area has received significant investment to upgrade, improve and enhance the visitor offer and visual amenity. Similarly at Blackpool Tower, significant restoration, repair and regeneration works are on-going and the restoration of the Tower Promenade frontage has recently won a commendation by the Royal Town Planning Institute.

The Palatine building stands within the town centre and Resort Core on the Proposals Map to the Local Plan. The Promenade frontage is within the Leisure Zone and the Bank Hey Street frontage within the Principal Retail Core on the Proposals Map to the Local Plan. The Town Centre Conservation Area lies to the north of the building.

DETAILS OF PROPOSAL

The application is a major scheme in outline form, with the matter of appearance reserved, for a three-storey hotel development on top of the Sands Venue (96 en-suite bedrooms and associated facilities providing 11,311 square metres of floorspace). The resulting building would be approximately 28 metres tall when viewed from the Promenade (36.26 metres above ordnance datum or AOD), which is approximately 1.5 metres taller than the bulk of the former Woolworths building and approximately 4 metres taller than the bulk of the Blackpool Tower building to the north and approximately 19 metres taller than Coral Island to the south.

A single-storey side extension is proposed to the south of the building to extend the existing ground floor retail offer and there would be a hotel reception area in part of the existing retail unit on the south east corner. The existing retail unit on the north east corner would be used as ancillary space for the hotel use, potentially a spa.

The third, fourth and fifth floor would each contain 32 bedrooms arranged around an 'Atrium Lounge' (or voids over the Lounge). The lounge would have natural light and ventilation via a glazed roof light in the main roof.

The proposal also includes details of a rooftop plant area and basement car parking for 55 cars, with vehicle access via hydraulic lifts. The car park would be accessed off Adelaide Street West.

The application is accompanied by:

- A Design, Access and Heritage Statement;
- A Transport Assessment
- Verified Views (accurate photomontages)

MAIN PLANNING ISSUES

The main planning issues are considered to be:

- The principle of the development in this location

- The proposed layout, scale and mass of the building
- The impact on strategic views of the Town Centre Conservation Area, Grade I listed Blackpool Tower and the locally listed former Woolworths building
- Transport, access, servicing and car parking
- Landscaping

These issues will be discussed in the assessment section of this report.

CONSULTATIONS

Built Heritage Manager: I've no objection to the principle of the site being used as a hotel. The current building has little architectural merit apart from the unusual roofline which would be removed as part of the development and, under the circumstances, it would probably be better if demolition and complete rebuild is considered to make best use of the site and create a more appropriate setting for the Tower and former Woolworth's building.

Head of Transportation:

- There would be 55 car parking spaces in the basement. Parking standards for A1 (non-food) stipulate 1:31 which equates to 80 spaces. The parking is underprovided but better than none. Given the location I would have no significant concerns.
- How practical will it be to use the car parking spaces in the basement, mechanical problems with the hydraulic ramps due to the climate, salt air could render access and egress a problem. How will this be overcome/managed?
- The walkway attached to the building at first floor level and over Bank Hey Street, is highway, part or all of which is used as a fire escape. The proposal seeks to remove the walkway. Highway rights must be removed and the walkway to be stopped-up under S247 of the Town and Country Planning Act to allow development to take place. It is crucial though that a means of escape, for neighbouring businesses affected by the removal of the walkway is provided/replaced prior to the removal of the existing walkway.
- The proposed retail unit will be built over public highway, as at point 2, the area where the unit will sit must be stopped-up in order to remove highway rights. The same will apply to the area where the stairs are to be built.
- The over sail for the hotel entrance on Bank Hey Street will require a licence.
- Further discussion to be had for the scheme proposed between the neighbouring building (Coral Island) and the proposal site. This is in order to clearly distinguish and identify scope of works, lighting specification, planting schedule, ongoing maintenance etc. Final scheme agreed will be subject to a S278 agreement.
- The pick-up and drop point cannot be supported as the introduction of this facility will result in the loss of a number of taxi spaces within the taxi rank on Bank Hey Street, the busiest rank in Blackpool. To mitigate this I would be willing to review arrangements along the Promenade to determine if there is scope to provide a facility in close proximity. All works associated with this to be funded by the proposal.
- Servicing remains unaffected as it can be undertaken from the existing covered servicing area. A condition may be appropriate clearly stating where the servicing can be undertaken from.

Head of Environmental Services: Providing a detailed Construction Management Plan is provided detailing hours of work and proposals to minimise noise nuisance etc. Environmental Protection have no adverse comments to make on this application.

Historic England: (These are comments in response to the previously submitted full application, any comments received specifically relating to the outline application will be reported in an Update Note).

Summary - The current application seeks to re-clad and extend an existing building to create a hotel with retail use to the ground floor. The building lies in close proximity to the grade I listed Blackpool Tower and Historic England has previously commented on the proposal, stating that the likely impact of the scheme on the setting of the Tower could not be established due to the lack of visualisations to inform the application. These have now been submitted and we have concluded that the intended height of the proposal will not lead harm occurring to the significance of the Tower; however we remain concerned with the architectural form of the proposed scheme.

Advice - In light of previous discussions with ourselves and the local planning authority, the applicant has revisited the scheme and reduced the overall height of the building. This amended scheme has then been utilised to produce a number of verified views, as requested by ourselves and in line with paragraphs 127 and 128 in the National Planning Policy Framework (NPPF), in order to ascertain the likely impact of the proposals on the setting of the grade I listed Blackpool Tower. The views produced have included ones at a short distance from the proposed building as well as much longer distance views, which show the full height of the tower.

We have now had the opportunity to evaluate the additional information and have concluded that the reduction in height of the building means that the proposal would no longer impinge on the appreciation of the elegant form of the Tower. The tapering of the base is a subtle but a crucial element of the structure's design and in order to fully appreciate the soaring architectural quality of the Tower, it needs to be evident in views of the structure. Whilst previously the height of the proposed building would mask this detail, the amended scheme allows enough of the structure of the Tower to be seen for its significance to remain unharmed by the proposal. The amendment to the height of the scheme is therefore welcomed by ourselves.

We have, however, previously raised concerns regarding the architectural language of the building and these concerns have not been addressed by the applicant. The proposal has a dominating horizontal emphasis which is in contradiction to the adjacent buildings of both the former Woolworths Building and the Tower Ballroom; whilst these structures do have a horizontal form, it is balanced by the fenestration and architectural detailing having a strong vertical emphasis. The Sands Venue lacks this vertical emphasis, indeed the use of three distinct forms of architecture layered on top of each other and each utilising a separate cladding material, only compounds the horizontal form of the building.

Paragraph 58 of the NPPF details that good design should respond to local character, reflecting the local identity and materials; it is our view that the current proposal fails to do this due to the lack of rhythmic detailing which would allow it to reflect the subtle language

of the adjacent buildings. The NPPF then goes on to state in paragraph 137 that local planning authorities should look for opportunities for new development in the setting of heritage assets, both listed buildings and conservation areas, to enhance their significance. We do not believe the current scheme achieves this aim, as the design of the building lacks cohesion and refinement and as a result does not add positively to the setting of the designated assets.

In conclusion, we are now satisfied that a building of the height shown on the amended plans could be accommodated without harming the significance of the Tower, however we remain concerned with the overall form of the proposals and believe that it fails to meet a number of the requirements of the NPPF. We would request that further amendments are made to the architectural language of the proposed building, including material choices.

Recommendation - That the architectural language of the proposals is reconsidered, with amended proposals being drawn up which better reflect the language of the buildings to the north of the site.

We would welcome the opportunity of advising further. Please consult us again if any additional information or amendments are submitted. If, notwithstanding our advice, you propose to approve the scheme in its present form, please advise us of the date of the Committee and send us a copy of your report at the earliest opportunity.

Blackpool Civic Trust: (These are comments in response to the previously submitted full application, any comments received specifically relating to the outline application will be reported in the Update Note).

Blackpool Civic Trust objects to the proposal. Whilst we recognise that some development to this site and this building in particular, we cannot support the current application. We consider that the proposed building has little architectural merit, particularly in comparison to the adjacent 'Woolworths' building and the Tower. We also consider that the proposed building is too tall. It will dwarf the adjacent buildings and, for those driving or walking north from South Shore, approximately 30% of the Tower will be blocked out. This will be particularly detrimental to tourists for whom the Tower is a real focus for the identity of Blackpool. We also have concerns about traffic congestion on an already congested part of the Promenade. We consider that the shop units at ground level will be yet more bland shop fronts giving little interest for visitors.

Police Architectural Liaison Officer: I have conducted a crime and incident search of this policing incident location and during the period 14/08/2014 to 14/08/2015 there has been a high volume of reported crimes and incidents. There have been over 60 recorded offences per month in this location including burglary at nearby hotels, theft, assault and criminal damage.

A development of this scale has the potential to create additional demand on local policing resources. This is a busy area of the town centre with a high level of footfall both during the day and in the evening 365 days a year. This area of the town centre has a number of hotels, fast food and retail outlets and licensed premises which operate within the night

time economy. As a result of this, as well as to prevent the opportunity for criminal activity at the proposed development, I make the following security recommendations:

- I would recommend that Planning officers consider making a security condition part of planning approval. This application has been submitted with three pages of crime prevention measures including proposals for alarm systems and the physical security of the building. All of these proposed designing out crime measures are supported.
- The hotel and retail outlets should be built to Secured By Design security standards where possible. The physical security of the building and access control arrangements are crucial to prevent criminal activity. Crime in hotels is often generated by offenders gaining unauthorised entry into areas by methods such as human tailgating. The application provides details of the intention to control access throughout the scheme.
- Security measures should be considered separately for each element of the scheme e.g. the car park, retail outlets and the hotel. Should an individual be in the retail area of the development they should not be able to wander freely throughout the hotel element of this scheme. This type of open access benefits an offender as it provides more opportunities to enter areas in an unauthorised manner to commit crime in an undetected environment.
- CCTV - The scheme should be afforded formal surveillance with a comprehensive infrared CCTV system. An operational CCTV requirement should be devised for the scheme in terms of appropriate locations for cameras. Coverage of the reception area, car park, retail unit and entrances/exits is recommended. The recorded images must be of evidential quality suitable for prosecution giving a clear image of suspects. The hotel lighting system should complement the CCTV system. The Design and Access Statement indicates that CCTV will be considered. I would ask Planning officers, due to evidence based crime statistics for this location that CCTV forms part of a security condition.
- The scheme has large expanses of glazing and curtain walled glazing on all elevations. Systems must be installed using a secure glazing retention system. All windows should be tested and certificated to PAS 24/2012 security standards and should incorporate laminate glazing at ground floor level. Glazing in the retail units should be laminated. External doors must be units of enhanced security tested and certificated.
- Car Park - The underground car park requires careful attention and design in conjunction with the Police. An access control system must be applied to all pedestrian and vehicular entrances. Openings must be protected with an automatic gate, roller shutter or grille arrangement tested and certificated to enhanced security standards. The pedestrian entrance leading to the hotel must be fitted with access control arrangements.
- The vehicular and pedestrian entrances to the car park should be covered by infrared CCTV. The walls and ceiling must be finished in a light colour to maximise natural surveillance and create an environment where an offender feels uncomfortable committing crime. The car park should be well illuminated and form part of the overall lighting plan for the scheme. I ask that Lancashire Constabulary be consulted on the security requirements for this element of the scheme prior to the commencement of any external works. Underground parking facilities can generate crime and the fear of crime.
- Security bollards should be installed to prevent a vehicle borne attack whether this be to aide theft of contents or to penetrate the shell of the building for other purposes.
- All of the above recommended security measures should form part of an overall security plan for the development.

PUBLICITY AND REPRESENTATIONS

Press notice published: 10 March 2016
Site notice displayed: 11 March 2016
Neighbours notified: 01 March 2016

No representations have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the Update Note.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

Paragraph 2 requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions.

Paragraph 7 explains that the three dimensions to sustainable development including economic, social and environmental roles. These dimensions give rise to the need for the planning system to perform a number of roles:

- an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

Paragraph 8 confirms that these roles should not be undertaken in isolation and that to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system.

Paragraph 14 states that at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking. For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
 - i) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as whole; or
 - ii) specific policies in this Framework indicate development should be restricted.

Paragraph 17 sets out the 12 core land-use planning principles which should underpin both plan-making and decision-taking which include to proactively drive sustainable economic development, to always seek to secure high quality design and to conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;

Paragraph 18 confirms that the Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.

Paragraph 19 states that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.

Paragraph 36 requires the submission of a Travel Plan with all applications for development which will generate significant amounts of movement, in order to exploit opportunities for the use of sustainable transport modes for the movement of goods or people.

Paragraph 56 confirms that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Paragraph 58 states that planning decisions should aim to ensure that developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- are visually attractive as a result of good architecture and appropriate landscaping.

Paragraph 61 confirms that although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

Paragraph 65 states that local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been

mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposals economic, social and environmental benefits).

Paragraph 103 confirms that when considering applications for new development, local planning authorities should ensure flood risk is not increased elsewhere.

Paragraph 128 states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Paragraph 129 confirms that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage assets conservation and any aspect of the proposal.

Paragraph 131 state that in determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage asset's and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Paragraph 135 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In

weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 137 confirms that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

Paragraph 187 states that Local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible. Local planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.

BLACKPOOL LOCAL PLAN PART 1: CORE STRATEGY

The Blackpool Local Plan: Part 1 - Core Strategy has been adopted by the Council at its meeting on 20 January 2016. The document will be published on the Council's website in due course. In accordance with paragraph 216 of the National Planning Policy Framework, significant weight can now be given to the policies of the Core Strategy. Certain policies in the Saved Blackpool Local Plan have now been superseded by policies in the Core Strategy (these are listed in the appendices to the document). Other policies in the Saved Blackpool Local Plan will remain in use until Part 2 of the new Local Plan is produced.

The policies in the Core Strategy that are most relevant to this application are -

Policy CS1: Strategic Location of Development

1. To deliver the Core Strategy vision the overarching spatial focus for Blackpool is regeneration and supporting growth.
2. Blackpool's future growth, development and investment will be focused on inner area regeneration, comprising:
 - a. Blackpool town centre, including the three strategic sites of Central Business District, Winter Gardens and Leisure Quarter.
 - b. The Resort Core, containing the promenade and the majority of resort attractions and facilities, holiday accommodation and major points of arrival.

Policy CS4: Retail and Other Town Centre Uses

In order to strengthen Blackpool town centre's role as the sub-regional centre for retail on the Fylde Coast, its vitality and viability will be safeguarded and improved by:

- Focusing new major retail development in the town centre to strengthen the offer and improve the quality of the shopping experience.

Policy CS5: Connectivity

Addressing parking capacity issues by providing sufficient, high quality and conveniently located car parks, to support the town centre and resort economy and address wider issues of parking provision across the Borough.

Changing travel behaviour by pro-actively working with developers and other organisations to increase the proportion of journeys that use sustainable transport, while working with residents and businesses to reduce the need for work related journeys where alternative means or technologies make this possible.

Policy CS6: Green Infrastructure

High-quality and well connected networks of green infrastructure in Blackpool will be achieved by:

- Enhancing the quality, accessibility and functionality of green infrastructure and where possible providing net gains in biodiversity.
- Creating new accessible green infrastructure as part of new development and supporting urban greening measures within the built environment.
- Connecting green infrastructure with the built environment and with other open space including the creation, extension or enhancement of greenways, green corridors and public rights of way.
- All development should incorporate new or enhance existing green infrastructure of an appropriate size, type and standard.

Policy CS7: Quality of Design

New development in Blackpool is required to be well designed, and enhance the character and appearance of the local area and should:

- Be appropriate in terms of scale, mass, height, layout, density, appearance, materials and relationship to adjoining buildings.
- Incorporate well integrated car parking, pedestrian routes and cycle routes and facilities.
- Provide appropriate green infrastructure including green spaces, landscaping and quality public realm as an integral part of the development.

Development will not be permitted that causes unacceptable effects by reason of visual intrusion or any other adverse local impact on local character or amenity.

Policy CS8: Heritage

Development proposals will be supported which respect and draw inspiration from Blackpool's built, social and cultural heritage, complementing its rich history with new development to widen its appeal to residents and visitors.

Proposals will be supported that:

- Enhance the setting and views of heritage assets through appropriate design and layout of new development and design of public realm.
- Strengthen the existing townscape character created by historic buildings.

Developers must demonstrate how any development affecting heritage assets (including conservation areas) will conserve and enhance the asset, its significance and its setting.

Policy CS9: Water Management

1. To reduce flood risk, manage the impacts of flooding and mitigate the effects of climate change, all new development must:
 - d. Where appropriate, not discharge surface water into the existing combined sewer network. If unavoidable, development must reduce the volume of surface water run-off discharging from the existing site in to the combined sewer system by as much as is reasonably practicable.

Policy CS17: Blackpool Town Centre

To re-establish the town centre as the first choice shopping destination for Fylde Coast residents and to strengthen it as a cultural, leisure and business destination for residents and visitors, new development, investment and enhancement will be supported which helps to re-brand the town centre by:

- Strengthening the retail offer with new retail development, with the principal retail core being the main focus for major retail development.
- Conserving and enhancing key heritage and entertainment assets within the town centre and complementing these with new innovative development.

Policy CS21: Leisure and Business Tourism

In order to physically and economically regenerate Blackpool's resort core and town centre, the focus will be on strengthening the resort's appeal to attract new audiences year round. This will be achieved by supporting proposals for:

- New visitor accommodation focused on the town centre, resort core and defined holiday accommodation areas, unless exceptional circumstances justify a peripheral location outside these areas.
- New development along the Promenade's built frontage which complements the high quality public realm investment along the promenade to enhance the appearance of Blackpool's seafront.
- The enhancement of existing and promotion of new venues and events spaces which can accommodate a year round programme of events, festivals and conferences.

SAVED POLICIES: BLACKPOOL LOCAL PLAN 2001-2016

The Blackpool Local Plan was adopted in June 2006 and the majority of its policies saved by direction in June 2009. The following policies are most relevant to this application:

Policy SR5: Principal Retail Core

Proposals for uses other than the following will not be permitted within the Principal Retail Core:

- a) retail uses; financial and professional services; restaurants and cafes.
- b) appropriate leisure, residential, hotel or office uses at upper floor level.
- c) civic space/open space.

Policy SR8: Leisure Zone

This zone is located in the Resort Core where visitor attractions/tourism development proposals will be permitted subject to Policy RR1. This zone will also be promoted as the main location for the following uses:

- a) public houses, bars and night clubs.
- b) restaurants and cafes.

Policy SR9: Use of Upper Floors

The use of upper floors for appropriate leisure and hotel uses will be permitted in the whole of the town centre. The use of upper floors for office and residential uses will be permitted in those areas outside the Leisure Zone.

Policy LQ1: Lifting the Quality of Design

All new development will be expected to be of a high standard of design and to make a positive contribution to the quality of its surrounding environment.

All planning applications for large-scale developments or smaller developments occupying prominent and/or sensitive locations, such as gateways and activity nodes must be accompanied by an 'Urban Design Statement'. This statement will need to set out the design principles of the development covering the following:

- a) site appraisal and context.
- b) layout of street and spaces.
- c) activity and movement patterns.
- d) building design.
- e) public realm design.
- f) landscape design, including wildlife and biodiversity issues.
- g) energy and resource conservation.
- h) other relevant design issues.

Sensitive and prominent locations are considered to be those within or adjacent to Conservation Areas, those directly affecting the fabric or setting of a Listed Building, those sites occupying landmark or nodal locations with the town centre, and any site within the Resort Core or Resort Neighbourhoods with any elevation fronting onto the Promenade.

Policy LQ2: Site Context

The design of new development proposals will be considered in relation to the character and setting of the surrounding area.

- (A) New developments in streets, spaces or areas with a consistent townscape character should respond to and enhance the existing character. These locations include:
 - i. affecting the setting of a Listed Building.
 - ii. Conservation Areas.

Policy LQ3: Layout of Streets and Spaces

(A) The layout of all new development will be expected to create or positively contribute towards a connected network of streets and spaces that:

- (i) creates direct and integrated routes through the site which provide well signed and easy access to the existing street network, nearby facilities and public transport.
- (iii) creates distinctive useable spaces, including public open spaces, which are well-defined by buildings, boundary treatments and landscaping creating a structure for habitat generation and migration.

- (vi) provides or enhances a visually interesting environment through the creation of new landmarks, views and vistas.
- (vii) assimilates sensitively into the surrounding built form and/or landscape context.
- (viii) where possible, incorporates drainage requirements as features within the design in conjunction with sustainable drainage (SUDS) technology.

Policy LQ4: Building Design

In order to lift the quality of new building design and ensure that it provides positive reference points for future proposals, new development should satisfy the following criteria: The scale, massing and height of new buildings should be appropriate for their use and location and be related to:

- (i) the width and importance of the street or space.
- (ii) the scale, massing and height of neighbouring buildings.

Design of Facades - The detailed appearance of facades will need to create visual interest and must be appropriate to the use of the building. New buildings must have a connecting structure between ground and upper floors composed of:

- (i) a base, of human scale that addresses the street.
- (ii) a middle, of definite rhythm, proportions and patterns, normally with a vertical emphasis on the design and positioning of windows and other architectural elements.
- (iii) a roof, which adds further interest and variety.
- (iv) a depth of profile providing texture to the elevation.

Materials - will need to be of a high quality and durability and in a form, texture and colour that is complementary to the surrounding area.

Policy LQ5: Public Realm Design

New developments creating outdoor areas that will be used by the public will be expected to provide or enhance a co-ordinated, uncluttered and visually interesting public realm that is convenient for all its users. The design of the public realm must enhance the setting of surrounding buildings and will be expected to:

- (a) use materials, such as paving, which are robust, attractive and appropriate to the location.
- (b) provide adequate lighting designed for the needs of pedestrians.
- (c) include clear and distinct signage.
- (d) provide a variety of places for people to sit.
- (e) include other appropriate landscaping and street furniture.

In major developments, the provision of public art will be encouraged.

Policy LQ6: Landscape Design and Biodiversity

New development will be required to incorporate appropriate landscaping and benefits to biodiversity wherever possible, that:

- enhances the spaces between and around buildings, including new streets provides new planting of appropriate specification, including the use of indigenous species and semi-mature planting, where appropriate.

- avoids the creation of left over spaces.

Policy LQ7: Strategic Views

Development that has a detrimental impact on strategic views will not be permitted.

Views of the following features and buildings are considered to be of strategic importance:

- (a) Blackpool Tower – views from the seafront and along main transport corridors leading into the town centre.
- (b) along the seafront and coastline.
- (c) into and within Conservation Areas.
- (d) local views of other Listed Buildings.

Policy LQ9: Listed Buildings

Development Affecting the Setting of a Listed Building Development which adversely affects the character or appearance of a listed building, or its setting will not be permitted.

Policy LQ10: Conservation Areas

Development must preserve or enhance the character and appearance of the Conservation Area. The development will need to respect the scale, massing, proportions, materials and detailing of similar building forms within the Conservation Area.

Policy LQ11: Shopfronts

Applications for new or alterations to existing shop fronts will be considered having regard to the character of the building and the street scene. Particular attention will be paid to the relationship of the ground floor with the upper floors of the property.

Policy LQ14: Extensions and Alterations

Applications for extensions or alterations will be considered in relation to the existing building, adjoining properties and to the surrounding area. Extensions and alterations must be well designed, sited and detailed in relation to the original building and adjoining properties. Past, unsympathetic alterations and extensions of adjoining properties should not be regarded as a precedent for further similar proposals. Materials will need to match or be complementary to the original building.

Policy AS1: General Development Requirements

New development will only be permitted where the access, travel and safety needs of all affected by the development are met as follows:

- convenient, safe and pleasant pedestrian access is provided.
- appropriate provision exists or is made for cycle access.
- appropriate access and facilities for people with impaired mobility (including the visually and hearing impaired) are provided.
- safe and appropriate access to the road network is secured for all transport modes requiring access to the development.
- appropriate levels of car, cycle and motorcycle parking, servicing and operational space are provided, in accordance with standards set out in Appendix B. Where the above requires the undertaking of offsite works or the provision of particular services, these must be provided before any part of the development comes into use.

Policy AS2: New Development with Significant Transport Implications

New developments which would generate significant levels of travel will only be permitted in locations which have good access to the existing main highway network and which are well served by sustainable modes of transport. All proposals at or exceeding 500sqms gross floor area will be required to be supported by a simple Transport Assessment. A comprehensive Transport Assessment and a Travel Plan will be required for all proposals at or exceeding the thresholds set out in Appendix B. Where the above requires the undertaking of offsite works or the provision of particular services, these must be provided before any part of the development comes into use. The Council will refuse development which generates excessive or inappropriate traffic in the locality.

OTHER RELEVANT DOCUMENTS

Town Centre Conservation Area Extension of Boundaries, October 2014.

ASSESSMENT

The principle of the development in this location

The principle of hotel development in this town centre location is acceptable and generally in accordance with Core Strategy Policies CS1 and CS21 and Local Plan Policies SR5 and SR9, which permits the use of upper floors in the town Centre for hotel and leisure use. There would be some conflict with town Centre retail policies in the Core Strategy as there would be a net loss of 806 square metres of retail floorspace on the ground floor. However, as long as an active ground floor frontage is maintained, it is considered that the economic benefits of the proposal would outweigh concerns regarding the loss of retail space in this instance.

The outline proposal would have economic benefits to the town in providing a new, large, good quality hotel in the heart of the town centre. However, the NPPF is clear that to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously. A future, reserved matters application relating to appearance would also have to demonstrate a social gain in providing a high quality environment, and an environmental gain which protects the historic environment.

The proposed layout, scale and mass of the building

The NPPF attaches great importance on the design of the built environment and new development should contribute positively to making places better for people. The NPPF confirms that new development needs to integrate into the existing built and historic environment and 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.

Policies in both the Core Strategy and the Local Plan require new development to be well designed and to enhance the character and appearance of the area. Development should be appropriate in terms of height, scale, bulk, design and appearance, use of materials and

the relationship to neighbouring buildings. Development should enhance the existing character of an area where it affects the setting of a Listed Building or a Conservation Area.

The Palatine Building is in one of the most prominent positions on the seafront in Blackpool, being within 45 metres of Blackpool Tower. The design of any new development of this scale, in this location must be of the highest quality. Details regarding the proposed design/appearance of the building are not under consideration with this application.

The bulk of the existing building is approximately 14 metres tall (approximately 22 metres AOD) and the proposal would double that height to approximately 28 metres tall (approximately 36 metres AOD). The resulting building would be a little over 1.5 metres taller than the bulk of the former Woolworths building to the north and approximately 4 metres taller than the bulk of the Blackpool Tower building and nearly 19 metres taller than the Coral Island complex to the south. The front elevation of the building would be approximately 49 metres wide compared to the former Woolworths building which is approximately 38 metres wide.

Given how tall and wide the resulting building would be compared to neighbouring properties, and the sensitive location, the design of the elevations is a key consideration. A suitable design could be developed which would visually reduce the bulk, massing and dominance of the building, but without those details, a condition which approves the scale of the building but not the massing/ layout unless an appropriate design solution can be found to reduce the impact on the neighbouring listed buildings and the town centre Conservation Area is considered necessary.

Improvements to the public realm in terms of landscaping enhancements are welcomed in principle, but beyond a ground floor layout plan, which indicates an area of improved public realm to the south of the site, no detailed plans have been submitted. A condition requiring the submission of hard and soft landscaping scheme is considered necessary to ensure that the proposal has a high quality setting and to improve pedestrian links from the Promenade into the town centre.

The impact on strategic views of the Town Centre Conservation Area, Grade I listed Blackpool Tower and the locally listed former Woolworths building

Under s66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, local planning authorities have to have special regard to the setting of listed buildings and the desirability of preserving their setting. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

The submitted Heritage Statement acknowledges how important the Palatine Building is as a prominent feature on the Promenade, and on its relationship with the former Woolworths building, the Tower and the Town Centre Conservation Area.

It is anticipated that a detailed design scheme will be developed to ensure that the appearance of the building will enhance the historic environment to the north of the site and will take design cues from it. A good quality design will also mitigate against the scale of the proposed building in relation to the historic environment to the north.

Transport, access, servicing and car parking

In terms of its location, the application site is in a highly accessible location, being in the town centre and on numerous bus routes and opposite a tram stop.

Adelaide Street West and this section of Bank Hey Street are currently accessible by bus and taxi only and there is a taxi rank along the full length of the west side of Bank Hey Street, and bus stops on the east side.

The 55 space car park would be in the basement and would have vehicle access via two hydraulic lifts. The Head of Transportation has raised concerns regarding the suitability of such an arrangement given the harsh marine environment. However, maintenance of the hydraulic lifts would be the responsibility of the owners. A condition requiring that the car park is provided and thereafter retained and available for the parking of cars should be sufficient to ensure that the building is serviced by car parking spaces. In any case, the site is in a highly accessible location, close to public car parks and transport links and so this wouldn't be an over-riding concern. However, changes to the existing Traffic Regulation Order which prevents cars from accessing along Adelaide Street West and Bank Hey Street would need to be made. Furthermore, part of the taxi rank on Bank Hey Street would be lost to a pick up/drop off point for the hotel and a new rank would need to be established elsewhere. The Head of Transportation has indicated that he is not willing to support the pick up/drop off points unless another location for a new rank is identified and funded by the developer.

The applicant will need to enter into an appropriate Legal Agreement with Blackpool Council acting as Highway Authority in order to agree and undertake works to provide a pick-up and drop-off point on Bank Hey Street and replacement taxi rank spaces.

The submitted Transport Statement confirms that the proposed development would not have a material impact in terms of highway safety and the Head of Transportation has not raised any highway safety concerns.

The servicing arrangements including waste storage and collection, would remain as existing.

Landscaping and lighting

The ground floor layout plan indicates areas of hard and soft landscaping and street furniture. A condition requiring the submission of a full hard and soft landscaping scheme is considered necessary.

Given the large scale of the building in such a prominent location, a lighting scheme for both the building and the public realm area to the south of the building is considered necessary to provide a good quality, landmark development in the heart of Blackpool.

CONCLUSION

The principle of this type of development in this location is acceptable and it is accepted that the proposal would have economic benefits for the town.

The scale of the proposed building is considered acceptable, although the massing may need to be adjusted as the design of the elevations develop.

HUMAN RIGHTS ACT

Under Article eight and Article one of the first protocol to the Convention on Human Rights, a person is entitled to the right to respect for private and family life, and the peaceful enjoyment of his/her property. However, these rights are qualified in that they must be set against the general interest and the protection of the rights and freedoms of others.

It is not considered that the application raises any human rights issues.

CRIME AND DISORDER ACT 1998

The contents of this report have been considered in the context of the Council's general duty, in all its functions, to have regard to community safety issues as required by section 17 of the Crime and Disorder Act 1998

BACKGROUND PAPERS

Planning Application File(s) 16/0523 which can be accessed via the link below:

<http://idoxpa.blackpool.gov.uk/online-applications/search.do?action=weeklyList>

Recommended Decision: Grant Permission

Conditions and Reasons

1. i. Approval of the following details (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority:

Appearance

- ii. Applications for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission and the development hereby permitted shall be begun not later than

the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason i and ii: This is an outline planning permission and these conditions are required to be imposed pursuant to Section 92 of the Town and Country Planning Act 1990 (as amended).

2. This permission approves the scale of the building in accordance with drawing numbers 5415-L115 Revision P2 and 5415-L114 Revision P2 but does not give permission for the massing and therefore the layout shown unless an appropriate design solution can be found to reduce the impact on neighbouring listed buildings and the Town Centre Conservation Area.

Reason: To protect the setting of listed buildings and the Town Centre Conservation Area and to ensure their significance is sustained and enhanced in accordance with paragraphs 7-10 and 14 and Part 12 of the National Planning Policy Framework, Policies CS7 and CS8 of the Blackpool Local Plan: Part 1 - Core Strategy and Saved Policies LQ1, LQ4, LQ9 and LQ10 of the Blackpool Local Plan 2001-2016.

3. No development shall take place until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Construction Management Plan shall include and specify the provision to be made for the following:

- dust mitigation measures during the construction period
- control of noise emanating from the site during the construction period
- hours and days of construction work for the development
- contractors' compounds and other storage arrangements
- provision for all site operatives, visitors and construction loading, off-loading, parking and turning within the site during the construction period
- arrangements during the construction period to minimise the deposit of mud and other similar debris on the adjacent highways
- the routing of construction traffic.

The construction of the development shall then proceed in accordance with the approved Construction Management Plan.

Reason: In the interests of the amenities of surrounding residents and hotels and to safeguard the character and appearance of the Town Centre Conservation Area and the Winter Gardens in accordance with Policies CS7 and CS8 of the Blackpool Local Plan: Part 1 - Core Strategy and LQ1, LQ9 and LQ10 of the Blackpool Local Plan 2001-2016.

4. a) No development shall take place until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local

Planning Authority. These details shall include any proposed changes to existing ground levels, means of enclosure and boundary treatment, areas of soft landscaping, hard surfaced areas and materials, planting plans specifications and schedules (including plant size, species and number/ densities), existing landscaping to be retained, and shall show how account has been taken of any underground services.

b) The landscaping works shall be carried out in accordance with the approved details within the first planting season following completion of the development hereby approved or in accordance with a programme agreed in writing by the Local Planning Authority (whichever is sooner).

c) Any trees or shrubs planted in accordance with this condition which are removed, uprooted, destroyed, die, or become severely damaged or seriously diseased within five years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted, unless the Local Planning Authority gives its written consent to any variation.

Reason. To ensure the site is satisfactorily landscaped in the interests of good design and visual amenity in accordance with paragraphs 56 and 57 of the National Planning Policy Framework, Policies CS6 and CS7 of the Blackpool Local Plan: Part 1 - Core Strategy and Saved Policies LQ1, LQ3, LQ4, LQ5, LQ6 and R11 of the Blackpool Local Plan 2001-2016.

5. No development shall take place until full details of an external lighting strategy for both the building and the public landscaped area to the south of the building have been submitted to and approved in writing by the Local Planning Authority. The lighting strategy shall be implemented in accordance with the approved details prior to the hotel hereby approved is first brought into use and shall thereafter be retained unless otherwise agreed in writing with the Local Planning Authority.

Reason. To ensure the site is satisfactorily illuminated in the interests of good design and visual amenity in accordance with paragraphs 56 and 57 of the National Planning Policy Framework, Policies CS6 and CS7 of the Blackpool Local Plan: Part 1 - Core Strategy and Saved Policies LQ1, LQ3, LQ4, LQ5, LQ6 and R11 of the Blackpool Local Plan 2001-2016.

6. The development hereby approved shall not be brought into use until a detailed scheme for on and off-site highway works have been approved and provided in accordance with a scheme to be submitted to and agreed by the Local Planning Authority. The submitted scheme shall include details of a drop-off and pick-up point on Bank Hey Street and of a new taxi rank.

Reason; In the interests of highway safety to mitigate against the loss of existing taxi rank spaces in accordance with Policies BH3 and AS1 of the Blackpool Local

Plan 2001-2016.

7. Within six months of the development first being occupied a detailed travel plan shall be submitted to the Local Planning Authority for written approval. The travel plan shall include the appointment of a travel co-ordinator and a format that consists of surveying, travel audits, a working group, action plans with timescales and target setting for the implementation of each element.

The approved travel plan shall subsequently be implemented in accordance with the timetable therein and shall continue to be implemented as long as any part of the development is occupied.

Reason: In order to ensure appropriate provision exists for safe and convenient access by public transport, cycle, and on foot as well as by car, in accordance with paragraph 36 of the National Planning Policy Framework and Policy AS1 of the Blackpool Local Plan 2001 – 2016.

8. Prior to the development hereby approved being first brought into use the car parking provision shown on the approved plans shall be provided and shall thereafter be retained.

Reason: In the interests of the appearance of the locality and highway safety, in accordance with Policy CS7 of the Blackpool Local Plan: Part 1 - Core Strategy and Policies LQ1 and AS1 of the Blackpool Local Plan 2001-2016.

9. The development shall be carried out, except where modified by the conditions attached to this permission, in accordance with the planning application received by the Local Planning Authority on including the following plans:

Location Plan stamped as received by the Council on 5 January 2016.

Drawings numbered:

5415_L108 Rev P1

5415_L114 Rev P2

5415_L115 Rev P2

5415_L107

5415_L109 Rev P1

5415_L110 Rev P1

5415_L111 Rev P1

5415_L117 Rev P1

Reason: For the avoidance of doubt and so the Local Planning Authority can be satisfied as to the details of the permission.

Advice Notes to Developer

1. In relation to condition five attached to this planning permission, the developer will be required to enter into an appropriate Legal Agreement with Blackpool Borough Council acting as Highway Authority. The Highway Authority may also wish to implement their right to design all works within the highway relating to this proposal. The applicant is advised to contact the Council's Built Environment Department, Number One, Bickerstaffe Square, Talbot Road, Blackpool, FY1 3AH (Tel 01253 477477) in the first instance to ascertain the details of such an agreement and the information provided.