

COMMITTEE DATE: [26/09/2017](#)

Application Reference: 17/0453

WARD: Talbot
DATE REGISTERED: 17/07/17
LOCAL PLAN ALLOCATION: Houndshill
Town Centre Boundary
Principal Retail Core
Defined Inner Area

APPLICATION TYPE: Full Planning Permission
APPLICANT: BCC Eiffel Ltd

PROPOSAL: Erection of a three storey extension to the Houndshill Shopping Centre with restaurant on the ground floor, a retail unit on the ground and part first floor and a cinema complex and associated facilities on the upper floors.

LOCATION: LAND BOUNDED BY CORONATION STREET, ADELAIDE STREET AND TOWER STREET, BLACKPOOL, FY1 4LA

Summary of Recommendation: Grant Permission

CASE OFFICER

Ms C Johnson

BLACKPOOL COUNCIL PLAN 2015 -2020

This application accords with **Priority one of the Plan** - The economy: Maximising growth and opportunity across Blackpool.

SUMMARY OF RECOMMENDATION

The proposal is considered to be sustainable development in the context of local and national planning policies and makes the best use of the existing infrastructure of the Houndshill Shopping Centre, including its car parking and servicing arrangements.

The principle of a mixed retail, food and leisure use is acceptable and in accordance with paragraphs 17, 19 and 187 of the National Planning Policy Framework, Core Strategy Policies CS1, CS4 and CS17 and Local Plan Policies SR1 and SR5, which seek new investment to revitalise and improve the Town Centre as an attractive shopping and leisure destination.

The development is also considered to be acceptable in terms of the setting of the Winter Gardens and the Town Centre Conservation Area with regards to paragraphs 129,131, 132

and 137 of the National Planning Policy Framework, Core Strategy Policy CS8 and Local Plan Policies LQ9 and LQ10.

The recommendation is to grant planning permission for the proposal.

INTRODUCTION

On this site in 2006, the Council's Development Control Committee approved a part four/part five-storey building to form 4,127sqm of retail floorspace over two levels with a 63 bedroom hotel on upper levels and 32 car parking spaces and a drop off zone on level 2, accessed from the existing Houndshill Shopping Centre car park (reference 05/0777). This permission has now lapsed.

Prior to the site clearance in 2011, there was a mix of two, three and four-storey buildings on the site. Following the demolition of those buildings, the Council's Planning Committee approved the use of the land as a temporary car park for a period of three years in July 2011. However, re-development of the site has yet to move forward and the site remains in use as a car park.

In 2015, the Planning Committee granted outline planning permission for the erection of a four storey mixed use (retail, food and leisure) development on the site (reference 15/0859).

In 2016, a full planning application for the erection of a four storey building with a retail unit to ground and mezzanine floor levels and a 102 bedroomed hotel to first, second and third floors with associated landscaping, accesses, plant and servicing facilities was submitted but was not presented to the Planning Committee and the application was not determined due to un-resolved design issues. This application will be finally disposed of in October 2017 as the agent for that application has been unwilling to withdraw the application.

SITE DESCRIPTION

The 3162 square metre (0.31 hectare) site is bounded by a vehicle ramp to the north which provides access to the multi-storey car park above the Houndshill Shopping Centre, Coronation Street to the east and the Houndshill Shopping Centre to the south and west. The site incorporates all of Tower Street and the most westerly part of Adelaide Street which links Coronation Street to the Houndshill Shopping Centre and the Coronation Street footpath in front of the site.

Currently hard surfaced and used as a temporary car park with 82 spaces, the lack of built form on the site reveals a 'back of house' elevation of the Houndshill Shopping Centre, which is a three -four stories tall red brick wall to the west of the site and an adjacent modern six storey (in scale), tiled lift shaft. At the southern end of the site is a secondary entrance to Houndshill Shopping Centre and the Houndshill extension, which is three-four storeys high in scale.

There is access to a substation/ underground storage/ utilities to the north of the site on Tower Street, under the ramp to the Houndshill Shopping Centre car park.

The land levels of the application site are uneven and the land slopes down from the north east corner to the south with an approximate difference in levels of approximately 1.2 metres. Coronation Street (including pedestrian footpaths) is between 13 and 14 metres wide (the road widens to the south).

The site is opposite the Coronation Street elevation of the Grade II* listed Winter Gardens (between three and six stories in scale) and abuts the Town Centre Conservation Area. The site is within the Town Centre Boundary and the Principal Retail Core on the Proposals Map to the Local Plan and is also identified as a proposed Houndshill extension site.

DETAILS OF PROPOSAL

This is a major application for full planning permission involving the erection of a three storey extension to the Houndshill Shopping Centre with restaurant (467sqm) and a retail unit on the ground floor (2090sqm) (and part first floor) and a cinema complex and associated facilities on the upper floors (3968sqm).

On the ground floor, the retail unit's primary access would be from within the Houndshill Shopping Centre but it would also have access from Adelaide Street. The restaurant would be accessed from Coronation Street at the north east corner of the site and the cinema would be accessed from the south east corner of the site. At first floor there would be storage for the ground floor retail unit, three cinemas plus an IMAX cinema, a bar and seating area. A mezzanine level would also provide a seating area and the projector room for the IMAX cinema and on the second floor, there would be a further five cinemas, the IMAX void and more seating areas.

The cinema and retail unit would be serviced from the first floor of the Houndshill Shopping Centre car park, in an existing servicing area and the restaurant would be serviced from Coronation Street out of opening hours.

At its tallest point, the building would be 22.5m tall adjacent to the existing Houndshill Shopping Centre. The height of the projecting fins fronting Coronation Street, closest to the Winter Gardens would be between 18 and 21m tall.

The application is accompanied by a Design and Access Statement, a Heritage Statement and a Transport Assessment.

MAIN PLANNING ISSUES

The main planning issues are considered to be:

- The principle of a four-storey (in scale) building with mixed retail, food and leisure use in this location.
- Economy and employment.

- Design and the impact on the Town Centre Conservation Area and the Grade II* Winter Gardens.
- Car parking, servicing and highway safety.
- Other issues.

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

CONSULTATIONS

Historic England:

Historic England was approached in June 2017 to provide pre-application advice on the proposal to construct a new cinema and restaurant complex, opposite the grade II* listed Blackpool Winter Gardens complex. Our advice letter is attached in the Design and Access Statement, submitted in support of the planning application, and our conclusions state the following:-

‘The proposals are felt to be an appropriate scale and mass to form part of the setting of the Blackpool Winter Gardens and would not cause any harm to its significance in line with paragraph 131, 132 and 58 of the National Planning Policy Framework.’

The submitted scheme reflects the proposals considered at pre-application, and our above conclusions remain unaltered. As a result we have no objection to the application.

Historic England has no objection to the application on heritage grounds. We consider that the application meets the requirements of the National Planning Policy Framework (NPPF), in particular paragraphs 131,132 and 58.

United Utilities:

United Utilities will have no objection to the proposed development provided certain conditions relating to surface water, foul water, management and maintenance are attached to any approval. (*See proposed conditions*).

Built Heritage Manager:

The proposed building is appropriate in design, scale and materials for this site adjacent to the Winter Gardens and I'm happy to support the application.

Waste Services Manager:

No comments 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.

Blackpool Civic Trust:

No comments 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.

Head of Highways and Traffic Management:

The proposed development will generate additional trips to the store/cinema, over and above the trips to the temporary car park. Problems already exist on certain days and times

and this development will only add to the issue. Houndshill often complain about the issues, so they need to understand that things may get worse. We could review and amend the signal junction configuration and timings at Coronation Street/Albert Road but this would need to be funded by this development.

Key concerns listed below:

- Servicing for all uses within the new proposal should now be integrated with the existing shopping complex and this would remove the need for service vehicles to stop, undertake unsafe manoeuvres in conflict with other road users. I would ask that a condition be included with any permission granted that a Service Management Plan is provided detailing how servicing will be undertaken – existing and additional.
1. Visitors to the proposed Store and Cinema complex will travel by different modes, by foot, car or public transport. Additional parking is not being provided and due to this people may arrive at the complex to find parking is not available resulting in issues within the car park possibly extending onto the public highway. The Council is currently undertaking a scheme where the Variable Message Signs are being installed which will display Car Park Occupancy, The Houndshill car park is being integrated into this scheme. I consider it necessary that this scheme pays for two additional signs that can be sited within close proximity of the complex. This would assist visitors to the application site in identifying available space within the complex, if space is not available then visitors can look for spaces within public and private car parks nearby – hopefully this may reduce unnecessary vehicle trips in this area.
 1. The over sail on Coronation Street is shown to be at the edge of the carriageway on the CGI (computer generated images), I am unable to determine the clearance from footway level. As the over sail is next to the carriageway, the clearance must be a minimum of 5.3m, anything less will not be accepted. If the clearance is less than 5.3m, which I suspect it is, the over sail to be set back by a minimum of 450mm from the carriageway edge.
 2. Should the layout and height of the over sail be acceptable, this will be subject to an over sail licence with the developer having to pay the necessary fees.
 3. The building appears to be set back with the footway being widened, with a new area of highway being created, the developer would need to dedicate this to Blackpool Council as Highway Authority.
 4. Tower Street must be stopped-up, effectively removing highway rights prior to commencement of any works on site. The Council, as Highway Authority, has no objections to highway rights being removed and this being incorporated within the new proposal. Also, we would consider the same for the footway linking Coronation Street into the existing complex (Adelaide Street), meaning that the complex owners would become responsible for these areas.
 5. A pick-up/drop-off area/bay to be considered.
 6. A Construction Management Plan to be conditioned.
 7. Considerable amount of off-site highway work is required, above and beyond the construction of the building (service diversions possibly – gas/water/sewerage/telecoms, new service connections etc.) and this is being

concentrated within a very short works programme, this in itself will be a difficult task to manage by the Highway Authority due to pressures on the highway network. The Contractor should be made aware that discussions must take place in a timely fashion to ensure the works are managed and delivered in a safe manner.

8. The development should ensure that adequate cycle parking/changing facilities are provided for staff and visitors.
8. I would raise slight concerns with the loss of Tower Street car park with no additional provision. Houndshill car park will potentially have a significant amount of extra vehicles during busy cinema showings etc.
9. There is also the issue of late night cinema showings and the existing Houndshill car park closing times.
10. I would expect the provision of a Travel Plan to further encourage sustainable travel to the site, especially for staff.

PUBLICITY AND REPRESENTATIONS

Press notice published: 27th July 2017

Site notice displayed: 24th July 2017

Neighbours notified: 18th July 2017

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

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.

Paragraph 11 reiterates the requirement of paragraph 2.

Paragraph 12 states that the NPPF does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up to date Local Plan should be approved and proposed development that conflicts should be refused unless material considerations indicated otherwise. It is highly desirable that Local Planning Authorities have an up to date plan in place

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:
 - 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
 - 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 and encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value; 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 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 23 recognises town centres as the heart of communities and policies should support their viability and vitality. Local authorities should define the extent of town centres and primary shopping areas and set policies that make clear which uses will be permitted in such locations.

Paragraph 32 states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

Paragraph 35 confirms that plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to:

11. accommodate the efficient delivery of goods and supplies;
12. give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
 - create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
 - incorporate facilities for charging plug-in and other ultra-low emission vehicles; and
 - consider the needs of people with disabilities by all modes of transport.

Paragraph 36 states that a key tool to facilitate this will be a Travel Plan. All developments which generate significant amounts of movement should be required to provide a Travel Plan.

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 57 states that it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.

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

Paragraph 109 confirms that the planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability.

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 assets and putting them to viable use 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 assets' 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 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 150 emphasises the importance of Local Plans in delivering sustainable development. It reiterates the point that planning decisions should be made in accordance with the 'Local Plan' unless material considerations indicate otherwise.

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.

Paragraph 196 states that the planning system is plan-led. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. This Framework is a material consideration in planning decisions.

BLACKPOOL LOCAL PLAN PART 1: CORE STRATEGY

The Blackpool Local Plan: Part 1 - Core Strategy was adopted by the Council in January 2016. 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.

Policy CS4: Retail and Other Town Centre Uses

1. In order to strengthen Blackpool Town Centres role as the sub-regional centre for retail

on the Fylde Coast, its vitality and viability will be safeguarded and improved by:

- a. Focusing new major retail development in the town centre to strengthen the offer and improve the quality of the shopping experience.
2. For Town, District and Local Centres within the Borough, retail and other town centre uses will be supported where they are appropriate to the scale, role and function of the centre.

Policy CS6: Green Infrastructure

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

- c. Creating new accessible green infrastructure as part of new development and supporting urban greening measures within the built environment.

2. All development should incorporate new or enhance existing green infrastructure of an appropriate size, type and standard. Where on-site provision is not possible, financial contributions will be sought to make appropriate provision for open space and green infrastructure.

Policy CS7: Quality of Design

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

- a. Be appropriate in terms of scale, mass, height, layout, density, appearance, materials and relationship to adjoining buildings
- b. Ensure that amenities of nearby residents and potential occupiers are not adversely affected
- c. Provide public and private spaces that are well-designed, safe, attractive, and complement the built form
- d. Be accessible to special groups in the community such as those with disabilities and the elderly
- e. Maximise natural surveillance and active frontages, minimising opportunities for anti-social and criminal behaviour
- f. Incorporate well integrated car parking, pedestrian routes and cycle routes and facilities
- g. Provide appropriate green infrastructure including green spaces, landscaping and quality public realm as an integral part of the development
- h. Be flexible to respond to future social, technological and economic needs.

2. Development will not be permitted that causes unacceptable effects by reason of visual intrusion, overlooking, shading, noise and light pollution or any other adverse local impact on local character or amenity.

3. Contemporary and innovative expressions of design will be supported, where appropriate.

Policy CS8: Heritage

1. 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.
2. Proposals will be supported that:
 - c. Enhance the setting and views of heritage buildings through appropriate layout of new development and design of public realm.
 - d. Strengthen the existing character created by historic buildings.
3. Developers must demonstrate how the development will complement and enhance existing features of heritage significance including their wider setting, particularly for those developments affecting conservation areas, listed buildings and other identified heritage assets.
4. The Council will seek to safeguard heritage assets from inappropriate development.

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:
 - incorporate appropriate mitigation and resilience measures to minimise the risk and impact of flooding from all sources;
 - ensure that there is no increase in the rate of surface water run-off from the site as a result of development;
 - 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;
 - make efficient use of water resources; and
 - not cause a deterioration of water quality.
2. Where appropriate, the retro-fitting of SuDS (sustainable urban drainage systems) will be supported in locations that generate surface water run-off.

Policy CS10: Sustainable Design and Renewable and Low Carbon Energy

All new non-residential development over 1000sqm will be required to achieve BREEAM 'very good' (or any future national equivalent).

Policy CS17: Blackpool Town Centre

1. 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:
 - a. Strengthening the retail offer with new retail development, with the principal retail core being the main focus for major retail development.

- b. Introducing quality cafes and restaurants to develop a cafe culture.
- c. Exploiting key heritage and entertainment assets within the town centre and complementing these with new innovative development.

2. Assistance will be provided to assemble sites and properties where required to facilitate major redevelopment.

Policy CS18: Winter Gardens

2. Proposals must be presented in the context of a comprehensive approach, respect the character and heritage of the Grade 2* Listed Building and conform to the Winter Gardens Conservation Statement.

None of these policies conflict with or outweigh the provisions of the saved Local Plan policies listed below.

SAVED POLICIES: BLACKPOOL LOCAL PLAN 2001-2016

The Blackpool Local Plan was adopted in June 2006. A number of policies in the Blackpool Local Plan (2006) have now been superseded by policies in the Core Strategy (these are listed in Appendix B of the Core Strategy). Other policies in the Blackpool Local Plan are saved until the Local Part 2: Site Allocations and Development Management Policies is produced.

The following policies are most relevant to this application:

Policy SR1: Houndshill

The Houndshill site is proposed as an extension to the Principal Retail Core. The redevelopment of this site for non-food retailing including multi storey public car parking will be permitted. Other supporting development could integrate appropriate leisure and hotel accommodation uses at upper floor level.

Rather than looking inward, any proposals for redevelopment should look outwards and create high street frontages that fully integrate with the surrounding shopping streets and the adjacent Grade II listed Winter Gardens.

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

Proposals, which would be detrimental to the retail function/character of these main shopping streets, will not be permitted. Public realm improvements in the area will be promoted and where appropriate contributions secured from development.

Policy BH3: Residential and Visitor Amenity

(A) Developments will not be permitted which would adversely affect the amenity of those occupying residential and visitor accommodation by:

- I. the scale, design and siting of the proposed development and its effects on privacy, outlook, and levels of sunlight and daylight; and/or
- II. the use of and activity associated with the proposed development; or by
- III. the use of and activity associated with existing properties in the vicinity of the accommodation proposed.

Policy BH4 Public Health and Safety

Developments which are considered likely to be detrimental to public health and safety will not be permitted. Developers must demonstrate that development will not cause or increase pollution of water or groundwater resources.

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.

For the purposes of this policy, large-scale developments are defined as non-residential proposals in excess of 500 sqms. 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. New developments in streets, spaces or areas with consistent townscape character should respond to and enhance the existing character when affecting the setting of a listed building or a Conservation Area.

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: Scale - The scale, massing and height of new buildings should be appropriate for their use and location and be related to the width and importance of the street or space and the scale, massing and height of neighbouring buildings. Buildings of a larger scale and height will be encouraged in the Town Centre. New buildings less than four storeys or equivalent in height will not be permitted within the Town Centre.

Policy LQ5: Public Realm

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 LQ9: Listed Buildings

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

Policy LQ10: Conservation Areas

Applications for development in Conservation Areas will be considered against the following criteria:

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

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:

- (a) convenient, safe and pleasant pedestrian access is provided
- (b) appropriate provision exists or is made for cycle access
- (c) effective alternative routes are provided where existing cycle routes or public footpaths are to be severed
- (d) appropriate access and facilities for people with impaired mobility (including the visually and hearing impaired) are provided
- (e) appropriate provision exists or is made for public transport
- (f) safe and appropriate access to the road network is secured for all transport modes requiring access to the development
- (g) appropriate traffic management measures are incorporated within the development to reduce traffic speeds; give pedestrians, people with impaired mobility and cyclists priority; and allow the efficient provision of public transport
- (h) appropriate levels of car, cycle and motorcycle parking, servicing and operational space are provided

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.

(Policies BH11 Shopping and Supporting Uses and BH12 Retail Development and Supporting Town Centre Uses have been superseded by Core Strategy Policy CS4)

ASSESSMENT

The principle of a four-storey scale building with mixed retail, food and leisure use in this location.

The site is a brownfield site which is currently being used as a car park, until the site can be comprehensively re-developed. The site is within the Town Centre boundary and the Principal Retail Core and has been identified in the Local Plan for expansion of the Houndshill Shopping Centre. The principle of the mix of uses (retail, food and leisure) has been previously approved in the grant of outline planning permission (reference 15/0859).

The Council, as Local Planning Authority, consistently seeks to work proactively with developers to deliver sustainable development which brings positive environmental benefits and underpins wider regeneration strategies. The undetermined 2016 application for this site was for a standalone building which was a missed opportunity to integrate the development with the Houndshill Shopping Centre. The architects for this development have engaged in pre-application discussions which have led to improvements in the design of the building and its integration with the Houndshill Shopping Centre.

The economy and employment.

The proposed mix of uses would have numerous economic benefits for the town as well as bringing a prime Town Centre site back into a long term sustainable use. The retail store would be primarily accessed from within the Houndshill Shopping Centre, from an area where there has been a high turnover of smaller scale businesses and there are some cash points, near to one of the lesser used entrances to the complex. It is understood that all of the new retail space would be taken up by a single operator, Wilko's, which is a well know brand and its presence should help revitalise a less well used part of the Houndshill Shopping Centre.

The cinema proposals for the upper floors would include bringing an IMAX cinema into the Town Centre (IMAX is a film system which has the capacity to record and display images of far greater size and resolution than conventional film systems). The nearest IMAX cinemas are at Liverpool One, The Trafford Centre and Manchester Printworks so having one in Blackpool will be a big attraction for cinema goer's and a valuable leisure asset in the Town Centre.

The development would provide 30 full time and 60 part time jobs (equivalent of 60 full time jobs) within a walking catchment area as well as temporary jobs during the construction process. The restaurant proposed on the ground floor would complement the cinema use and the surrounding mix of retail, restaurant and leisure uses.

Design and the impact on the Town Centre Conservation Area and the Grade II* Winter Gardens.

The current car park, the mass of black tarmac and the rear, 'back of house' elevations of the Houndshill Shopping Centre and the car park ramp significantly detract from the setting and character of the Town Centre Conservation Area and the Winter Gardens and the area would benefit considerably from a good quality development on the site.

The design of the building has been developed to complement the Houndshill Shopping Centre, masking the 'back of house' elevations and in full awareness of the sensitivity of the Winter Gardens and Town Centre Conservation Area setting.

The development would maintain views of the south west corner of the Winter Gardens from the eastern Houndshill Shopping Centre entrance/exist and provides an opportunity for an improved public realm in front of the entrance to the Houndshill Shopping Centre and the Cinema and opportunities to incorporate green infrastructure into the development. This improved public realm would also provide future opportunities to link through to the recently approved Conference Centre to the east of the Winter Gardens in terms of improved and unified footpath and road surfaces. Details of public realm improvements including and hard and soft landscaping, street furniture and/or public art around the development will be agreed by condition.

The building itself would have one primary frontage on Coronation Street and this is where the design emphasis has been placed. The ground floor elevations would consist of

lightweight glazed curtain walling with dark grey aluminium door frames. This would provide a very active ground floor frontage which is important in the streetscene, to create a welcoming and pleasant environment. The upper floor facade on Coronation Street would consist of three cantilevered projecting planes which would overhang part of the footpath below which add visual interest and break up the mass of the building. These planes would be clad in an off-white reflective ceramic tiles and which would wrap around the north east and south east corner.

The cinema entrance would be a full height glazed void with ceramic vertical fins which would emphasise the entrance in a modest way which would not compete against the rotunda on the Winter Gardens. The height of the corner entrance to the cinema would also be lower than the Winter Gardens rotunda opposite.

Abutting the Houndshill Shopping Centre, the materials change to a darker, solid cladding and there are concerns around the use of such a dark, contrasting material. Negotiations are on-going and the final details should be agreed by condition to ensure the best possible outcome for the site.

It is considered that the building does not compete with the Coronation Street facade of the Winter Gardens in terms of design, scale and materials and is considered to accord with the NPPF, Policy LQ2 of the Local Plan and Policy CS8 of the Core Strategy in terms of responding to and enhancing the Town Centre Conservation Area and the setting of the Winter Gardens and there would be substantial benefits resulting from the proposal in terms of the quality of the built environment in the area.

Car parking, servicing and highway safety.

The development would result in the loss of 82 car parking spaces in the Town Centre which would be unfortunate. However, the site has been an allocated re-development site since the adoption of the Local Plan in June 2006. Furthermore, work is ongoing to develop a car parking strategy as a priority for the Council, following reports and recommendations from AECOM in the Blackpool Strategic Parking Review, Final Strategy Report (March 2016).

The new retail unit, restaurant and leisure development would utilise the 500 car parking spaces available in the Houndshill Shopping Centre and the car park would be open for 1 hour before and after the daily trading hours of the leisure use.

Paragraph 17 of the NPPF confirms that in decision taking, local authorities should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling. As such, a condition requiring the submission and implementation of a Travel Plan is considered necessary along with details of cycle storage and changing facilities for staff.

Paragraph 32 of the NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

Whilst the site is in a highly accessible area, a Travel Plan condition is considered necessary given the size of the development and the level of jobs created. A condition requiring the

approval and implementation of a Construction Management Plan would help minimise disruption during the construction works from delivery vehicles etc. This is particularly important given that there may be other, large scale developments being constructed in the area including the Conference Centre to the east on Leopold Grove.

The developer will need to enter into a s278 Agreement for the following offsite highway works:

- the provision of a drop off/pick up point;
- changing of the traffic light sequencing on the Coronation Street/Albert Road junction.

Tower Street will need to be formally stopped up and an over-sail licence will be required as the upper floors project over parts of Coronation Street.

Consideration should also be given to providing up to two variable message signs in the vicinity of the site which indicate how much car parking is available in the Houndshill Shopping Centre car park and other car parks in the area. This would reduce the amount of traffic in the area where people are driving round trying to find a car parking space. This would be beneficial to the development and to the wider Houndshill Shopping Centre but this is not considered to be an issue critical to the development.

Drainage.

Conditions requiring the submission of a Surface Water Drainage Strategy and Management Plan are required.

Other issues.

The agent is confident that the development would achieve BREEAM 'very good' in accordance with the requirements of Core Strategy Policy CS10. Achieving this level would help reduce the environmental impacts arising from the development.

Details of ventilation ducting and roof top plant should be agreed by condition.

Refuse and recycling will be stored and collected utilising the existing facilities in the shopping centre.

CONCLUSION

The proposed development would meet the economic, environmental and social dimensions of sustainable development as described in the National Planning Policy Framework.

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) 17/0453 can be accessed via the link below:

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

Recommended Decision: Grant Permission

Conditions and Reasons

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 (as amended).

2. 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 including the following plans:

Location Plan stamped as received by the Council on 30th June 2017

Drawings numbered PL-03, PL-12, PL-13, PL-14, PL-15, PL-16, PL-17, PL-18, PL-19

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

3. Foul and surface water shall be drained on separate systems. Prior to the commencement of any development, a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions shall be submitted to and approved in writing by the Local Planning Authority.

The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards and unless otherwise agreed in writing by the Local Planning Authority, no surface water shall discharge to the public sewerage system either directly or indirectly. The development shall be completed in accordance with the approved details.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution in accordance with policies within the National Planning Policy Framework and the National Planning Policy Guidance, Policy BH4 of the Blackpool Local Plan 2001-2016 and Policy CS9 of the Blackpool Local Plan, Part 1 - Core Strategy 2012-2027.

4. 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 and in the interests of highway safety in accordance with Policies CS7 and CS8 of the Blackpool Local Plan: Part 1 - Core Strategy and LQ1, LQ9, LQ10, AS1 and BH3 of the Blackpool Local Plan 2001-2016.

5. Prior to occupation of the development a Servicing Management Plan for the lifetime of the development shall be submitted to the local planning authority and agreed in writing. The Servicing Management Plan shall include as a minimum:
 - a. Plans and details of the existing servicing arrangements from the first floor of the car park.
 - b. Plans and details of the proposed servicing arrangements including the retail and leisure use hereby approved.
 - c. Plans and details of the proposed servicing arrangements for the ground floor restaurant use.

The development shall subsequently be completed, maintained and managed in accordance with the approved plan unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the existing servicing provision can support additional servicing and to ensure that the proposed servicing does not conflict with users of the car park in accordance with Policy AS1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan, Part 1 - Core Strategy 2012-2027.

6. Notwithstanding the submitted details, the details of materials to be used on the external elevations shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of works above ground level.

Reason: In the interests of the appearance of the locality and the setting of the Town Centre Conservation Area and a Grade II* listed building, in accordance with Policies LQ4, LQ9, LQ10 and LQ14 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

7.
 - a) No development above ground level 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, any areas of soft landscaping, hard surfaced areas, street furniture and lighting, planters and materials, planting plans specifications and schedules (including plant size, species and number/densities) 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 visual amenity and to ensure opportunities are realised to contribute green infrastructure in to the Town Centre with regards to Policy LQ6 of the Blackpool Local Plan 2001-2016 and Policies CS6 and CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

8. The development hereby approved shall be constructed to achieve a minimum Building Research Establishment (BREEAM) standard of 'very good'. A final certificate confirming the achievement of that stipulated BREEAM level shall be presented to the local planning authority within six months of the occupation of the development unless otherwise agreed in writing with the Local Planning Authority.

Reason: In the interests of minimising the environmental impact of the development in accordance with Policy CS10 of the Blackpool Local Plan, Part 1: Core Strategy 2012-2026.

9. Details of the appearance, technical specification and siting of any external ventilation ducting, air conditioning units and any other plant shall be submitted to and agreed in writing by the Local Planning Authority prior to their installation. The agreed equipment and plant shall then be provided and thereafter retained unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that plant is sensitively sited in order to safeguard the setting of the Town Centre Conservation Area and a Grade II* listed building and the wider locality in accordance with Policies LQ1, LQ9 and LQ10 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

10. Within six months of the development first being brought in to use, a detailed travel plan shall be submitted to and approved in writing by the Local Planning Authority. 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 time scales 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

Policy AS1 of the Blackpool Local Plan 2001 - 2016 and Policy CS5 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

11. Details of an external lighting scheme to be incorporated into the development shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of works above ground level and the agreed scheme shall be implemented prior to the development first being brought into use and shall thereafter be retained unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the appearance of the locality, in accordance with Policies LQ1, LQ4 and LQ5 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

12. The ground floor of the premises shall be used for A1 retail (non-food) and A3 restaurant/cafe purposes only as defined in the Town and Country Planning (Use Classes) Order 1987 (as amended).

Reason: In the interests maintaining and enhancing the retail function and character of the Town Centre, in accordance with Policies SR1 and SR5 of the Blackpool Local Plan 2001-2016 and Policies CS4 and CS17 of the Blackpool Local Plan, Part 1: Core Strategy 2012-2027.

13. 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 Coronation Street and changes to the traffic light sequencing on the Coronations Street/Albert Road junction.

Reason; In the interests of highway safety in accordance with Policy AS1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan, Part 1: Core Strategy 2012-2027.

14. Views into the restaurant, cinema and retail unit at ground floor shall not be obscured by the application of vinyls, the display of posters or any other type of screening unless agreed in writing by the Local Planning Authority.

Reason: To ensure that the development has an active frontage in the interests of the appearance of the development and the setting of the Winter Gardens and the Town Centre Conservation Area in accordance with Policies LQ1, LQ9 and LQ10 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS8 of the Blackpool Local Plan, Part 1: Core Strategy 2012-2027.

Advice Notes to Developer

1. Please note this approval relates specifically to the details indicated on the approved plans and documents, and to the requirement to satisfy all conditions of the approval. Any variation from this approval need to be agreed in writing by the Local Planning Authority prior to works commencing and may require the submission of a revised application. Any works carried out without such written agreement or approval would render the development as unauthorised and liable to legal proceedings.
2. The grant of planning permission will require the developer 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 and changes to traffic light sequencing. The applicant is advised to contact the Council's Highways Department, Number 1 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.
3. An Order for the stopping up of the public highway (Tower Street) will be required. The applicant is advised to contact the Council's Highways Department, Number 1 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.
4. Advice about the Building Regulations can be obtained from the Planning Department's Building Control Division, either by writing to the address shown above or by telephoning (01253) 476219.
5. Please note that any address changes or new addresses needed as a result of this development must be agreed by the Council. The applicant is advised to contact the Council's Highways Department, Number 1 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.