

**COMMITTEE DATE:** [22/05/2018](#)

**Application Reference:** **16/0421**

**WARD:** Squires Gate

**DATE REGISTERED:** 27/07/16

**LOCAL PLAN ALLOCATION:** Resort Neighbourhood

**APPLICATION TYPE:** Full Planning Permission

**APPLICANT:** Mr R Richardson

**PROPOSAL:** External alterations to include front extension and whole roof lift, balconies to Harrow Place and New South Promenade elevations and use of premises as altered as 66 self-contained permanent flats with associated car parking, bin store, boundary treatment and highway works.

**LOCATION:** 647-651 NEW SOUTH PROMENADE AND 2-4 HARROW PLACE,  
BLACKPOOL, FY4 1RP

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**Summary of Recommendation:** Defer for delegation

**CASE OFFICER**

Mr Gary Johnston

**SUMMARY OF RECOMMENDATION**

This proposal is seeking to regenerate some disused care homes within a bold modern building which pays homage to the Crescent to which it would be attached. At the same time it seeks to respect the setting of the building by stepping down from a focal point on the corner to the Crescent to the south and to 6-8 Harrow Place (which are no longer part of the scheme) and the houses to the east. It is seeking to respond to the design criteria set out in Policies LQ2 and LQ4 of the Blackpool Local Plan and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy by creating a landmark building on this prominent Promenade frontage. Whilst this would not have the same impact as the comprehensive scheme, which included 6-8 Harrow Place it would lead to a transformation of the bulk of this disused part of New South Promenade and Harrow Place. The proposal would also seek to balance this regeneration with protection of the amenities of the residents to the east of the site consistent with the aims of Policy BH3 of the Blackpool Local Plan and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy and not prejudice the re-use of 6-8 Harrow Place in the future.

Given the shape of the application site it is not possible to provide a significant level of off street car parking on the site (16 spaces) and hence the applicants have approached the Council to reconfigure Harrow Place to maximise the number of parking bays which could be

created on the proposed one way street and to introduce more parking on the New South Promenade frontage of the site. This would mean that there would be 16 car parking spaces on site and 55 in Harrow Place for the 66 flats (with the 19 flats in 653-655 New South Promenade there would be a total of 85 flats and 88 car parking spaces - 16 on site, 55 in Harrow Place and 17 on the New South Promenade frontage). The site is opposite the tram line and has the No.1 bus service running down the Promenade with other bus services on Harrowside not too far distant. It is felt that the regeneration benefits of the proposal outweigh the disadvantages of not providing more than one car parking space per flat.

The applicant has sought to demonstrate that the viability of the proposal would not support an affordable housing contribution but the proposal would fund off site open space improvement provision. On this basis the proposal is considered acceptable. If Members are minded to approve the application it is recommended that the issuing of the decision is delegated to the Head of Development Management, subject to the completion of a Section 106 Agreement relating to the provision and funding of the car parking to be provided in Harrow Place.

## **INTRODUCTION**

Members will recall that planning application reference 16/0193 was considered at the Planning Committee meeting on 7 June 2016 and was deferred to allow the applicant to amend the plans in view of the Committee's comments regarding the height of the building, the intensity of the development and the level of car parking provision. That application was subsequently withdrawn. Discussions were then held with officers and the original application resulted from those discussions. The key changes made were:

- a reduction in the number of flats proposed from 113 to 86
- a reduction in the height of the building from 23.5 metres at the corner of New South Promenade and Harrow Place to 18 metres
- a reduction in the forward projection of the building
- an increase in the overall number of car parking spaces (including on street provision) from 81 to 88 spaces

The application was further amended after the applicants held positive discussions with the local residents.

Since the Committee agreed in principle to the 86 flat scheme and the principle of providing parking in Harrow Place, work progressed on the completion of the Section 106 Agreement but then stalled. Earlier this year it became clear that not all parties were going to sign the Agreement and hence part of the original Consortium approached the Council to see if there was a way of securing at least 80% of the original scheme. The discussions centred on the omission of 6-8 Harrow Place, how the scheme could be amended to ensure the height stepped down to 6-8 Harrow Place and how the forward projection should taper so as not to prejudice any future occupiers of 6-8 Harrow Place. This has reduced the number of flats from 86 to 66, led to an alternative access to the rear parking area, a reconfiguration of the on street parking in Harrow Place and some design changes whilst maintaining the ethos of

the original proposal. The amended application is therefore a reduction of the original red edge application site excluding 6-8 Harrow Place.

### **SITE DESCRIPTION**

This application relates to a site to the south of the Solaris Centre on New South Promenade. The site is at the northern end of the southern Crescent and comprises properties fronting New South Promenade and Harrow Place (with the exception of 6-8 Harrow Place). The properties are within a former Resort Neighbourhood as identified in the Blackpool Local Plan 2001-2016 but are not identified as being part of a Main Holiday Accommodation Area in the Holiday Accommodation Supplementary Planning Document of 2011 and as amended in 2017. The properties are former care homes which have been vacant for some five years. To the south of the site is holiday accommodation and to the east fronting Harrow Place (beyond 6-8 Harrow Place) and Clifton Drive are residential properties. There is a rear alley between Harrow Place and Cardigan Place (to the south) which serves the other properties fronting New South Promenade and properties fronting Clifton Drive.

### **DETAILS OF PROPOSAL**

The proposal is to refurbish and extend the existing properties to create 66 flats in the form of an L shaped block which would rise from its eastern and southern sides to create a focal point at the junction of New South Promenade and Harrow Place. The proposal considered by the Planning Committee at its meeting in August 2016 comprised 17 x one bed flats, 64 x two bed flats, 4 x 3 bed flats and 1 x 4 bed flat and the distribution of the flats was as follows -

- ground floor -20
- first floor - 16
- second floor - 17
- third floor - 16
- fourth floor - 16
- fifth floor -1

The revised proposal before Committee now comprises 2 x 1 bed flats, 34 x 2 bed (3 person) flats, 29 x 2 bed (4 person) flats and 1 x 3 bed flat with the distribution as follows -

- ground floor -9
- first floor - 14
- second floor - 15
- third floor - 14
- fourth floor - 11
- fifth floor -3

The building would have a frontage of some 34 metres to New South Promenade and some 43 metres to Harrow Place. The building would have a staggered frontage to New South Promenade of between 4 to 10 metres. It would line up with 6-8 Harrow Place at ground

floor level and. It would step up from the existing Crescent height of 12 metres to 18 metres at the corner and step down in an easterly direction to a similar height of 12 metres adjacent to 6-8 Harrow Place. For comparison, the Hampton By Hilton proposal (which is nearing completion) for part of the Crescent to the north of the Solaris Centre is 14.6 metres high.

The building has been designed to produce stepped elevations to New South Promenade and Harrow Place to reflect the transition between the proposal and the existing Crescent to the south and 6-8 Harrow Place and residential properties to the east and allow for a focal point at the junction of New South Promenade and Harrow Place. Some car parking spaces would be provided on the New South Promenade frontage of the site and 16 spaces to the rear, which would be accessed from Harrow Place via an undercroft in the building. Harrow Place would be re-modelled to become a one way road with dedicated parking bays for 55 cars either side of the road. The junction of Harrow Place and New South Promenade would also be re-configured. In total there would 16 car parking spaces on site and 55 in Harrow Place for the 66 flats (with the 19 flats in 653-655 New South Promenade there would be a total of 85 flats and 88 car parking spaces - 16 on site 55 in Harrow Place and 17 on the New South Promenade frontage). Cycle parking and bin storage would be provided to the rear of the flats

The building would have two entrances from New South Promenade and two entrances from Harrow Place, with a further two entrances under the undercroft which would give access to the rear parking area. The building has been designed to have a strong base, a middle and a top, but would also have strong vertical features to help break up the elongated nature of the building and pick up on the fact that the existing crescent comprises a series of frontages. The top would be a mansard style to reflect the mansard roof on the existing crescent. The building would step up from the east and the south to create a strong corner feature. The elevations would be coloured render at ground floor level with white render above and topped with coloured render to the mansard to match the slate colour of the mansard roof on the remainder of the Crescent. The windows and doors would be grey and balconies would be simple glazing. A low rendered wall and planting would be provided on the frontage to the site.

The application is accompanied by a Design and Access Statement, Planning Statement, Bat Survey and Viability Assessment

### **MAIN PLANNING ISSUES**

The key issues relate to the principle of the development in terms of the design policies - CS7 of the Core Strategy and LQ1, LQ2, LQ3 and LQ4 of the Local Plan, the amenity policy - BH3; and the accessibility policies - AS1 and AS2.

Key specific issues relate to:

- principle of the proposal
- nature of the accommodation
- scale and impact on residential amenity

- traffic/transportation issues

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

## **CONSULTATIONS**

**Head of Highways and Traffic Management:** No objections in principle to what is being proposed. The works to Harrow Place will require a Section 278 Agreement.

**United Utilities:** No comments were received in relation to the original application.

**Blackpool International Airport:** No comments were received in relation to the original application.

**Electricity North West Ltd:** No comments were received in relation to the original application.

**Waste Services Manager:** No comments were received in relation to the original application.

**Police Architectural Liaison Officer (ALO): - Comments in relation to the original application** -This application is a resubmission for an apartment scheme at New South Promenade and Harrow Place, Blackpool. The resubmitted scheme is for a reduced number of apartments to 87. I provided security recommendations for the previous scheme in April 2016. I have reassessed the recorded crimes and incidents in this policing incident location during the period 28 July 2015 to 28 July 2016. During this time period there have been a number of crimes committed in this area, including burglary, assault and criminal damage. Burglaries have occurred at both domestic and commercial premises, this highlights the importance of ensuring access is controlled into the apartment block. In order to prevent the opportunity for criminal activity at the proposed apartment scheme and to reduce demand on local policing resources I make the following security recommendations:-

### **Security Recommendations**

**Secured By Design** - The scheme should be developed to Secured By Design security standards. Secured By Design is a police approved initiative that designs out the opportunity for crime at new commercial and domestic dwellings by incorporating security measures such as CCTV, intruder alarm systems and good external lighting. Further details can be found at [www.securdebydesign.com](http://www.securdebydesign.com) or from the above office.

**Physical Security** - The physical security of the building and access control arrangements are crucial to prevent criminal activity. Crime in blocks of apartments is often generated by offenders gaining unauthorised entry into areas by methods such as human tailgating. All doors and windows should be tested and certificated to enhanced security standards, PAS 24/2012. Each individual apartment doorset e.g. all 87 should be PAS 24/2012 fire doors fitted with a door viewer and a security bar/chain. All ground floor doors and windows should incorporate laminated glazing and windows should be fitted with restrictors.

**Access Control** - The main entrance to the apartments should be a door of enhanced security such as LPS 1175 or PAS 24/2012 fitted with access control arrangements for residents only. There are various types of systems such as keyfob/keypad/swipe card with anti-vandal proof readers for external use e.g. the entrance for the residents. Each individual apartment should be fitted with a 13 amp non switched fused spur suitable for an intruder alarm system should residents wish to have one installed.

**CCTV** - The scheme should be afforded formal surveillance with a comprehensive infrared CCTV system. Coverage of the entrance lobby and stairwells is recommended as well as the car park. The car park will be used by both residents and members of the public therefore it is strongly recommended that it is well lit and covered by CCTV. The recorded images must be of evidential quality suitable for prosecution giving a clear image of suspects. The lighting system should complement the CCTV system. All external entrances including emergency exits should be illuminated with a dusk till dawn light unit as well as the car parking area and bin store.

**Landscaping** - Plans show a variety of planting and shrubbery proposed for the scheme in various locations. All landscaping should be kept to a low level e.g. below 1 meter high so that it does not create areas of concealment for offenders or restrict natural surveillance opportunities, particularly of ground floor windows. Further security advice can be obtained from the above office.

## **PUBLICITY AND REPRESENTATIONS**

Press notice published: 4 August 2016

Site notice displayed: 27 July 2016

Neighbours notified: 27 July 2016 and on 13 March 2018 on the revised proposal

### **Objections to the original application were received from:**

#### **Mr B Watmough, 87 Clifton Drive**

There is certain to be an impact on this residential area, and there will be a noise issue if there are to be 87 families moving into the area. The area will change because long term this will just become yet another very big HMO. With drunks sat outside waving to visitors as they pass on their way into town on their coaches. With regard to safety it will be an accident waiting to happen the way that cars speed round Crichton Place. We all know that it is not possible to park this amount of cars in the surrounding area, without creating more noise and disturbance, and some of these families will have people visiting, and they will want to park nearby. If this goes ahead I will expect a rate reduction as it will no longer be residential and property values will fall.

#### **Additional comment received 8 Aug 2016**

I have already raised my strong objections to these ridiculous plans that still do not explain where these new residents will be parking their cars. It is an impossibility to cater for the volume of traffic at the weekends as it is now and can only get worse. Please do remember that this is a residential area and once you allow this very large HMO to go ahead you will be inundated with demands for rate reductions, and I will be at the front of the queue. Please

will someone with some sense have a new look at the area and then realise that people working in town and don't want to pay parking charges leave their cars around the Solaris Centre to save money so where are these HMO residents going to park.

**Mrs J Robison, 1 Crichton Place**

I object to this application due to the impact on this residential area as there will be an increase in noise levels, car parking facilities are not enough, parking at present in the surrounding area is an accident waiting to happen due to speed of traffic on the roads when turning off Clifton drive and inconsiderate parking styles of drivers, damage to footpaths and kerbs from parking. Outlook obscured due to height of proposed new structure and communication masts.

**Dr M Cohen, 102 Clifton Drive**

A letter of objection and a petition has been received from the South Shore Action Group.

The objections relate to –

- the scale of the development – the proposal would dominate the skyline, affect views and overlook properties in Clifton Drive. It would be visible from properties in Abercorn Place. It would shade the rear gardens and rear conservatories of properties fronting Clifton Drive.
- impact on the area – the number of flats proposed would cause noise and disturbance to existing residents.
- road use, noise and congestion – the proposed 86 flats will cause there to be additional traffic in the area and additional congestion. The loss of on street parking in Harrow Place will displace visitor parking to other streets in the locality. The development could impact on residents of Clifton Drive in terms of their use of the rear alley. Increased traffic noise is inevitable.
- improvement in natural amenity – there is limited landscaping proposed. Access to the southern side of Solaris and the grounds of Solaris would be restricted by the development.
- precedent – concern is raised regarding other dilapidated buildings and there being no other buildings over four storeys in height.
- Concern over structural stability of the proposed development.
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The petition has been signed by 99 local residents.

**Mr J Benson, 91 Clifton Drive**

We are pleased to see that the height of this building has been reduced. We feel that this is an improvement on the original plan. we appreciate that these buildings do need some urgent tlc. However, we still feel that the car parking provided for is not adequate especially in view of other proposed plans for the area and would respectfully request that further reduction in the height of the building should be considered, thereby reducing the number of apartments and thus increasing the availability of car parking for the new residents.

**An observation was received from –**

**Mr S Ward Southbeach, 365/367 Promenade**

Hope its sets a precedent on Blackpool Promenade as we intend to build six floors on our site with parking for 40 cycles like this application.

**In support of the application the following was received:-**

**Mr K Hoskins, Carn Brae Hotel, 657-659 New South Promenade**

I can only reiterate time and time again, in what I said before regarding this application. Having lived next door to an empty building for over 12 years putting up with damp problems, pigeon infestation and seeing the adjoining building go into disrepair. I was so please when someone finally bought the empty buildings and had the foresight to do something with them.

I have seen the new plans and as before, I would like to say? This is what Blackpool needs to move forward in to the 21st century.

I know parking will affect my business because I don't have a car park of my own and I have to rely on parking spaces for guest park their cars.

The new apartments will have a direct effect on my business. But I would rather take a chance on parking than the eyesore I have to put up with now.

The luxury sea front apartments it will improve the area.

I am behind this development all the way, it's what this part of town needs investment because I can't see the Council doing anything to improve the area.

**In terms of the amended application objections have been received from:**

**Mr Banks, owner of 6-8 Harrow Place**

The nature of his objections is as follows -

- the application is not professionally prepared
- the application is incomplete
- concern about the quality of the build, DDA compliance, structural drawings, visual impact of the undercroft
- concern regarding change of materials
- concern that the revised application may limit his options in terms of 6-8 Harrow Place
- concern that the scheme would not sit happily next to 6-8 Harrow Place in terms of design and materials
- concern about parking for his property and consistency of approach (in terms of Council support)
- concern about the overall level of car parking



- concern about 653-655 New South Promenade (which are outside the application site)

**Letters of support have been received from:**

**Mr David Storton, 10 Harrow Place**

I support the new proposal. The current proposal was not implementable due to the breakdown of the involved partners. We recognise Mr Ron Richardson's proposal is in keeping with the spirit of the current and to some degree is more satisfactory than that currently in place, with the caveat regarding 6-8 Harrow Place. We hope the development will come to fruition as soon as possible and recognise Mr Richardson's effort to progress the current situation/enpass.

Please note: The proposal for parking is the same as the current which included 6-8 Harrow Place being developed. When 6-8 Harrow place planning proposal is received, I will vigorously object to any new parking proposal allowing cars to be parked "end on" in front and on the same side of 10 Harrow place. This would be a direct and constant intrusion on privacy. The proposed alteration to parking is far from satisfactory however for pragmatic reasons is just acceptable. The Blackpool Borough Council planning should bear this in mind knowing 6-8 Harrow Place going to be developed at some point.

**Mrs Gaynor Cunningham, 10 Hebden Avenue**

I wish to support the planning application No. 16/0421 for 647 -651 New South Promenade and 2-4 Harrow Place. As I walk and drive past the development on the Promenade the additional floor on the building that the developers have already completed looks stunning and is just what the area needs. It's great to see derelict hotels being turned into modern living accommodation and gives a much better impression of the town.

**Mr K Hoskins, Carn Brae Hotel, 657-659 New South Promenade**

I write in connection with the planning application No. 16/0421. I have examined the plans and I know the site well. I want to say I am 100% behind this development it will significantly improve the area for years to come.

**Following initial objections from 104, 106 and 108 Clifton Drive a meeting was held with local residents and below is a summary of the meeting:**

*The following residents of 104,106,108 Clifton Drive, 1 Crichton Place and 10 Harrow Place had a meeting with Mr Richardson on 31 March 2018 regarding the amended proposal. It was held to resolve misconceptions and address to date newly raised objections by these residents regarding the proposal. The residents raised concerns as to why the existing proposal was replaced by the new and why the development was taking so long. Mr Richardson made it clear the new proposal was a result of a partnership breakdown resulting in 6-8 Harrow Place being removed the proposed development.*

*As 6-8 Harrow Place is not part of the new proposal, it became evident at the meeting there had been a misunderstanding of the new proposal by the residents thus some aspects of the objections were incorrect.*

*The following issues were still applicable:*

- 1) Removal of all "walk on" balconies to the rear of 651 South Promenade*
- 2) Removal of fourth "walk on" floor balcony to rear of 2 Harrow Place*

*These issues were discussed with Mr Richardson at the meeting. Mr Richardson kindly recognised the relevant residents' grievances and agreed to the removal of said balconies. Marked copies of plans detailing the balconies were left with the residents; Mr Richardson photographed the marked copies.*

*As Mr Richardson has agreed to remove the balconies detailed above from the new proposal, the to date published objections on the Blackpool Borough Council planning website by the above residents have been satisfied and therefore can be considered withdrawn.*

*Please note: The above are equally disappointed by the breakdown of the partnership resulting in the delay to the development being completed. Please keep the above informed regarding any further proposals associated with the current and any proposal to development on Harrow Place. The residents still have strong feelings towards density of parking brought about by any new residential proposal to the area and consequential displacement of Solaris Centre/holiday visitors making use of such parking which would not be available."*

**Councillor Cox -**

I wish to formally offer my support for the above planning application as Ward Councillor for Squires Gate ward. I have recently visited the site and met with the developers of this project. I have also had discussions with residents in the local area in the past. I understand there were reservations from local residents about the scale and presence of the proposed buildings. I have been offered reassurances that residents' concerns have been taken into account by developers and several amendments made to which some are more amenable to. The development is of a very high standard and in my opinion sets a great benchmark for what Blackpool should be aspiring to for future developments especially on this particular site which has been plagued by derelict and rundown disused buildings for a number of years. I would like to hope this is a catalyst for further developments on Blackpool Promenade and will transform the South Shore skyline. I wish to offer my support for this application.

**NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

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

Paragraph 11 reiterates this requirement.

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 - 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 development and secure a high standard of design and a good standard of amenity.

Paragraphs 47-52 deal with the supply of housing.

Paragraph 56 states that good design is a key aspect of sustainable development and is indivisible from good planning and should contribute positively to making places better for people.

Paragraph 61 states that although visual appearance and architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations.

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 186 states that local planning authorities should approach decision-taking in a positive way to foster the delivery of sustainable development. The relationship between decision-taking and plan-making should be seamless, translating plans into high quality development on the ground.

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.

Paragraph 216 of the National Planning Policy Framework allows relevant policies to be given weight in decision-taking according to the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given); the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and the degree of consistency of the relevant policies in the emerging plan to the policies in the National Planning Policy Framework.

### **BLACKPOOL LOCAL PLAN PART 1: CORE STRATEGY**

The Blackpool Local Plan Part 1: Core Strategy was adopted by the Council at its meeting on 20 January 2016. 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 -

**CS1 - strategic location for development**

**CS2 - housing provision**

**CS5 - connectivity**

**CS7 - quality of design**

**CS9 - water management**

**CS10 - sustainable design**

**CS11- planning obligations**

**CS12- sustainable neighbourhoods**

**CS13 - housing mix density and standards**

**CS 14 - Affordable housing**

### **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 policies in the Local Plan that are most relevant to this application are:

**Policy LQ1 Lifting the Quality of Design** states that 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.

**Policy LQ2 Site Context** states that 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 a consistent townscape character should respond to and enhance the existing character. These locations include locations affecting the setting of a Listed Building or should be a high quality contemporary and individual expression of design.

**Policy LQ4 Building Design** states that 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:

- (A) Public and Private Space - New development will need to make a clear distinction between areas of public and private landscaping utilising appropriate landscaping treatments. Residential developments will be expected to achieve a connected series of defensible spaces throughout the development.
- (B) Scale - The scale, massing and height of new buildings should be appropriate for their use and be related to:
  - (i) the width and importance of the street or space
  - (ii) the scale, massing and height of neighbouring buildings.
- (C) 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 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.
- (D) Materials - need to be of a high quality and durability and in a form, texture and colour that is complementary to the surrounding area.

**Policy HN4 - Windfall Sites** -allows for housing development on vacant, derelict or underused land subject to caveats.

#### **Policy HN5 - Conversions and sub divisions**

**Policy BH3 Residential and Visitor Amenity** states that 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 Safety** - seeks to ensure air quality is not prejudiced, noise and vibration is minimised, light pollution is minimised, contaminated land is remediated and groundwater is not polluted.

**Policy BH10 - Open Space in New Housing Developments** - sets out the need for open space as part of developments and where full provision is not made a commuted sum should be sought.

**Policy NE6 - Protected Species** - seeks to ensure that development does not adversely affect animal and plant species that are protected.

**Policy AS1 General Development Requirements** states that development will 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, 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.

**Supplementary Planning Guidance Note 11: Open Space: provision for new residential development and the funding system.**

**New Homes from Old Places Supplementary Planning Document (and Technical Housing Standards - nationally described space standard)**

**Holiday Accommodation Supplementary Planning Document**

## **ASSESSMENT**

**Principle of the proposal:** The properties are not within one of the Main Holiday Accommodation Areas, which are identified in the Holiday Accommodation Supplementary

Planning Document (as amended in 2017). The properties have been vacant for some time and as they were previously care homes there is no fundamental objection to them being replaced by residential development. Indeed Policy CS2 of the Blackpool Local Plan Part 1: Core Strategy recognises that part of the Council's future housing requirement will come from residential schemes on the seafront, which provide a high quality residential offer. Given this is a brownfield site in a sustainable location the principle of residential development is acceptable and would be consistent with Policies CS1 and CS2 of the Blackpool Local Plan Part 1: Core Strategy.

**Nature of the accommodation** - There would be two one bed flats, 63 two bed flats, one three bed flat.

In terms of Policy CS13 of the Blackpool Local Plan Part 1: Core Strategy 96% of the flats would comprise two or more bedrooms (the requirement in the policy is 70%). The flats would meet the minimum floorspace standards set out in the Technical Housing Standards - nationally described space standard and in most cases would surpass those minimum requirements (54 would be above the minimum standard of which 28 would be more than 5 sq m above the minimum standard). On each floor approximately 80% of the flats would face either New South Promenade or Harrow Place. The flats facing Harrow Place and New South Promenade would contain picture windows to maximise the views and a number of properties would have balconies. There would be a small courtyard to the rear with bin storage, cycle storage and some car parking

**Scale and impact on residential amenity** - Members will recall that previously comparisons were made between the Palm Beach Hotel site proposal ( the Hampton by Hilton Hotel) and the Waldorf, Kimberley, Henderson Hotels site proposal (88 flats) and details are reproduced here for Members' information –

**Palm Beach Hotel site proposal (proposed Hampton by Hilton Hotel)** - the overall height would be 14.6 metres (four storeys in height). It would be 11 metres from the rear boundary of the properties fronting Clifton Drive.

**Waldorf, Kimberley, Henderson Hotels site proposal (88 flats)** - the bulk of the height fronting New South Promenade would be 16 metres but it would rise to 16.1 metres at the corner of New South Promenade and Wimbourne Place (six storeys in height). There would be two rear wings to the building - one stepping down to 8 metres in height where it would be 6 metres from the rear boundary of the properties fronting Clifton Drive and the other stepping down to 12.5 metres where it would be 16 metres from the rear boundary of the properties fronting Clifton Drive.

In this case at its southern end (New South Promenade frontage) the building would be 16 metres high (the remainder of the Crescent to the south is 12 metres high). Moving northwards it would remain at between 15 and 16 metres in height, then would step up to 18 metres in the form of the corner feature. At its eastern end (Harrow Place frontage) it would be 12 metres high and then would be between 15 and 16 metres in height and would culminate at 18 metres in the form of the corner feature. In terms of the relationship with the properties in Harrow Place and Clifton Drive the corner feature would be some 57.5

metres away from these properties. This stepping up of the building would assist in minimising the impact on the amenities of the residents whilst allowing for the creation of a feature at the corner of Harrow Place and New South Promenade. It would also assist in terms of the transition between the building and the remainder of the Crescent. This approach was employed in relation to the two proposals for the northern end and southern end of the Crescent to the north of Solaris, although in those cases the stepping up was to 11 storeys in height (09/0616 and 09/0617 refer).

The building would also step out in terms of the existing Crescent frontage and in relation to 6-8 Harrow Place. In the case of the former it would project in four sections including the corner feature. This would give the building some vertical emphasis and replicate the vertical breaks in the existing Crescent. On the Harrow Place frontage the building would project at ground floor level and to a lesser extent on the upper floors (there would also be some further stepping out of the frontage as the building moves away from 6-8 Harrow Place).

Policy LQ2 of the Blackpool Local Plan requires new development to be considered in relation to the character and setting of the surrounding area. The application site is part of an inter war crescent of some four storeys in height including the roofspace. To the east of the site is more modern detached housing. The block (New South Promenade/Harrow Place/ Clifton Drive and Abercorn Place) within which the application site sits has two differing characters. The application is seeking to respond to the Crescent character in terms of having a strong base, a middle and a top. It is a modern design which is paying homage to some elements of the Crescent - vertical breaks, mansard style roof, rendered finish and which seeks to address the transition with the remainder of the Crescent by stepping up the building and stepping the building out to give a strong feature on the corner of New South Promenade and Harrow Place. It would not slavishly adhere to the Crescent but instead it seeks to make a bold statement at the northern end of the Crescent consistent with part (B) (ii) of the policy.

Policy LQ4 of the Blackpool Local Plan seeks to lift the quality of new building design. In this case the building would fulfil the requirements of part (B) in tapering down to neighbouring buildings. It would create a landmark building on a prominent corner with extensive views from all directions given the extent of the Promenade to the west and the single storey Solaris building on the site to the north. It would achieve the requirement for larger scale and height buildings on the Promenade whilst seeking to provide an acceptable transition with the Crescent and properties to the east. It would meet the criteria in part (C) in having a defined base, middle and top and the facades would include extensive profiling to break up the mass of the building and reflect the vertical characteristics of the Crescent. Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy echoes a number of these considerations.

The eastern elevation of the building would largely be hidden by the rearward projection of 6-8 Harrow Place but in response to concerns raised by residents in Clifton Drive balconies proposed on this elevation have been removed and have been replaced with Juliet balconies. In this way the proposal would not compromise Policy BH3 of the Blackpool Local Plan and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy. This has resulted in the removal of the objection from the residents of 104-108 Clifton Drive.



The southern elevation of the building would have projecting and recessed elements which would limit the potential for overlooking. In addition there would be fewer windows and any views from these windows would be from an oblique angle.

The building would be due west of 10 Harrow Place and 102-108 Clifton Drive and to the north of other properties in Clifton Drive. As such it would provide some shading of the gardens from the afternoon onwards but this happens to some extent at the present given the height and length of the existing building adjacent the rear alley.

It is acknowledged that the building would project in front of 6-8 Harrow Place but as mentioned above the character of the block bounded by Harrow Place, Clifton Drive, Abercorn Place and New South Promenade has two different characters. The western part is defined by the north and south Crescents which has four storey buildings whereas the eastern part is detached houses. This proposal relates to the western part and is seeking to regenerate the site. The forward projections of the proposed building at ground floor and upper floor levels would only be visible at an oblique angle from the main windows in 6-8 Harrow Place and are therefore considered acceptable.

**Traffic/transportation issues** - The scheme would provide car parking on a one space per flat basis and it has to be recognised that the site is located opposite the tram services and close to bus services on New South Promenade and Harrowside and within walking distance of the train stations at Squires Gate and Blackpool Pleasure Beach. On this basis it is considered that the level of car parking proposed is acceptable. Given the configuration of the site it is not possible to secure more off street car parking at the rear of the proposed development. Access to the rear parking area would be via an undercroft which would be 7 metres wide at the entrance from Harrow Place and would narrow to 5 metres which is wide enough for two cars to pass. The re-configuration of Harrow Place is considered acceptable although it is acknowledged that the cars using the 55 car parking spaces would have to turn either left or right onto Clifton Drive.

**Other Issues** - The proposal would generate the requirement for a commuted sum of £45,408 (2 x £516/63 x £688/1x £1,032) towards the provision/upgrading of off-site public open space. The applicant has agreed to pay this and its provision would be secured by a condition. The applicant has submitted viability information with regard to the issue of a prospective affordable housing contribution, given that Policy CS14 of the Blackpool Local Plan Part 1: Core Strategy would ordinarily require 30% of the 66 flats to be affordable (20 in this case) and it demonstrates that the scheme cannot support such a requirement. The appraisal has been checked in respect of anticipated sales values, build costs, professional fees, finance costs, land values, profit expectation and has been found to be realistic in terms of its assumptions. The Bat Survey submitted with the application has not indicated the presence of any bats in the buildings.

#### **Other Matters raised by the objector**

The objector has raised a number of issues. He is challenging that the applicant has the authority to make the amended application. As the sole shareholder of Harrow House Construction Ltd it appears that he has the authority to make the amendment. He is also querying whether it can be an amendment. The original application was never determined

and hence is capable of being amended. The application red edge is within the original red edge but admittedly is smaller and the number of flats has been reduced from 86 to 66. Members approved in principle the 86 flat scheme and this amended scheme offers the same benefits in terms of regeneration and assisting housing delivery. The objector has not been prejudiced in that he has been notified of the application by the applicant and the Council and the scheme has been designed so as not to impact significantly on the property he owns. Admittedly as part of the larger proposal he would have had an extra storey on his property but as it is no longer part of the application the scheme has been designed to take account of its existing form and height. The objector has questioned the quality of the build with 653 and 655 New South Promenade which are outside the application site. The work is being overseen by Ball and Berry (Approved Inspectors for Building Control purposes). It is acknowledged that some bedrooms are served by lightwells but the main living areas are primarily outward looking facing New South Promenade and Harrow Place and in the original scheme there were some bedrooms served by lightwells. The flats meet the minimum floorspace standards with the majority being over standard.

## **CONCLUSION**

This proposal is seeking to regenerate some disused care homes within a bold modern building which pays homage to the Crescent to which it would be attached. At the same time it seeks to respect the setting of the building by stepping down from a focal point on the corner to the Crescent to the south and to 6-8 Harrow Place (which are no longer part of the scheme) and the houses to the east.

It is seeking to respond to the design criteria set out in Policies LQ2 and LQ4 of the Blackpool Local Plan and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy by creating a landmark building on this prominent Promenade frontage. Whilst this would not have the same impact as the comprehensive scheme, which included 6-8 Harrow Place it would lead to a transformation of the bulk of this disused part of New South Promenade and Harrow Place. The proposal would also seek to balance this regeneration with protection of the amenities of the residents to the east of the site consistent with the aims of Policy BH3 of the Blackpool Local Plan and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy and not prejudice the re use of 6-8 Harrow Place in the future.

Given the shape of the application site it is not possible to provide a significant level of off street car parking on the site (16 spaces) and hence the applicants have approached the Council to reconfigure Harrow Place to maximise the number of parking bays which could be created on the proposed one way street and to introduce more parking on the New South Promenade frontage of the site. This would mean that there would be 16 car parking spaces on site and 55 in Harrow Place for the 66 flats (with the 19 flats in 653-655 New South Promenade there would be a total of 85 flats and 88 car parking spaces - 16 on site, 55 in Harrow Place and 17 on the New South Promenade frontage). The site is opposite the tram line and has the No.1 bus service running down the Promenade with other bus services on Harrowside not too far distant. It is felt that the regeneration benefits of the proposal outweigh the disadvantages of not providing more than one car parking space per flat.

The applicant has sought to demonstrate that the viability of the proposal would not support an affordable housing contribution but the proposal would fund off site open space improvement provision. On this basis the proposal is considered acceptable. If Members are minded to approve the application it is recommended that the issuing of the decision is delegated to the Head of Development Management subject to the completion of a Section 106 Agreement relating to the provision and funding of the car parking to be provided in Harrow Place

### **LEGAL AGREEMENT AND/OR DEVELOPER FINANCIAL CONTRIBUTION**

Public open space contribution of £45,408 required and to be secured by condition.

### **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 other. 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) 16/0421 which can be accessed via the link below:

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

**Recommended Decision:** Defer for delegation

### **Conditions and Reasons**

1. The development shall be carried out, except where modified by the conditions attached to this permission, in accordance with the following plans:

Location Plan stamped as received on 13 March 2018

Amended floor plans received on 20 April 2018

Amended elevations received on 20 April 2018

Amended site plan received on 3 May 2018

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

2. Within one month of the date of this decision details of materials to be used on the external elevations shall be submitted to and agreed in writing by the Local Planning Authority. The approved materials shall then be used as part of the development.

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

3. Within one month of the date of this decision details of the surfacing materials to be used in the construction of the development shall be submitted to and agreed in writing by the Local Planning Authority. The approved materials shall then be used as part of the development.

Reason: In the interests of the appearance of the locality, in accordance with Policy CS7 of the Blackpool.

4. The roof of the building (other than where the approved plan shows a roof terrace) shall not be used for any other purpose other than as a means of escape in emergency or for maintenance of the building.

Reason: To safeguard the amenities of the adjoining premises, to safeguard the visual amenities of the area in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy and Policy LQ14 and BH3 of the Blackpool Local Plan 2001-2016.

5. Within one month of the date of this decision a scheme to secure the provision of or improvements to off site open space together with a mechanism for delivery, in accordance with Policy BH10 of the Blackpool Local Plan 2011-2016 and Supplementary Planning Guidance Note 11 "Open Space Provision for New Residential Development"(SPG11).

Reason: To ensure sufficient provision of or to provide sufficient improvements to open space to serve the dwellings in accordance with Policy BH10 of the Blackpool Local Plan 2011-2016 and Supplementary Planning Guidance Note 11 "Open Space Provision for New Residential Development"(SPG11).

NOTE – The development is of a scale to warrant a contribution of £45,408 towards the provision of or improvement to off site open space and management of the open space provision, in accordance with Policy BH10 of the Blackpool Local Plan 2001-2016 and SPG 11. The Applicant(s) should contact the Council to arrange payment of the contribution.

6. 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.

7. Prior to the development hereby approved being first brought into use the refuse storage 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 the residential amenity of occupants and neighbours, in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy and Policies LQ1 and BH3 of the Blackpool Local Plan 2001-2016.

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

Reason: To enable access to and from the property by sustainable transport mode, in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy and Policy AS1 of the Blackpool Local Plan 2001-2016.

9. Within one month of the date of this decision 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 routeing 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 to safeguard the character and appearance of the area in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy and Policies LQ1 and BH3 of the Blackpool Local Plan 2001-2016.

10. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order) no change of use from Use Class C3 (the subject of this permission) to Use Class C4 shall take place without the written approval of the Local Planning Authority.

Reason: To safeguard the living conditions of the occupants of nearby residential premises and to prevent the further establishment of Houses in Multiple Occupation which would further increase the stock of poor quality accommodation in the town and further undermine the aim of creating balanced and healthy communities, in accordance with Policies CS12 and 13 of the Blackpool Local Plan Part 1: Core Strategy and Policies BH3 and HN5 of the Blackpool Local Plan 2001-2016.

11. Before any of the approved flats are first occupied details of the boundary treatment to New South Promenade, Harrow Place and the back alley between Harrow Place and Cardigan Place shall be submitted to and agreed in writing by the Local Planning Authority. The agreed boundary treatment shall then be erected and shall thereafter be retained.

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

12. Within one month of the date of this decision details of the finished floor levels of the proposed building and any alterations to existing land levels have been submitted to and approved in writing by the Local Planning Authority. The development shall then be constructed in accordance with the approved levels unless otherwise approved in writing by the Local Planning Authority.

Reason: To safeguard the character and appearance of the area in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy and Policies LQ1, LQ2, LQ4 and BH3 of the Blackpool Local Plan 2001-2016.

13. Foul and surface water shall be drained on separate systems. Within one month of the date of this decision, a surface water drainage scheme and means of disposal, based on sustainable drainage principles with evidence of an assessment of the site conditions (inclusive of how the scheme shall be managed after completion) shall be submitted to and approved in writing by the Local Planning Authority. The surface water drainage scheme must be restricted to existing runoff rates 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, maintained and managed 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 paragraphs 103 and 109 of the National Planning Policy Framework, Policy CS9 of the Blackpool Local Plan Part 1: Core Strategy and Policy BH4 of the Blackpool Local Plan 2001-2016.

14. All windows to the elevations of the building shall be recessed behind the plane of the elevation in accordance with details to be submitted to and approved by the Local Planning Authority. The development shall be constructed in accordance with the approved details.

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

15. Within one month of the date of this decision a lighting/security scheme for the car parking area/ bin storage area/cycle storage area and courtyard area at the rear of the building shall be submitted to and approved by the Local Planning Authority. The approved scheme shall then be implemented as part of the development and shall be retained as such.

Reason: To safeguard the living conditions of the occupants of the flats and the occupiers of neighbouring premises, in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy and Policies BH3 and LQ4 of the Blackpool Local Plan 2001-2016.

## 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 needs 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. The applicant is advised to contact the Council's Built Environment Department, Layton Depot, Depot Road, Blackpool, FY3 7HW (Tel 01253 477477) in the first instance to ascertain the details of such an agreement and the information provided.
3. Within one month of the date of this decision, the developer must contact the Safeguarding Team, Squires Gate Airport Operations Ltd, Squires Gate Lane, Blackpool, FY4 2QY (Tel: 01253 472527 ATC or by email to [safeguarding@blackpoolairport.com](mailto:safeguarding@blackpoolairport.com) if any equipment to be used during construction will exceed the maximum height of the finished development (e.g. cranes, piling rigs). Notification of the equipment shall be made in writing and include:
  - its position (OSGB grid coordinates to 6 figures each of Eastings and Northings);
  - height above ordnance datum;
  - anticipated dates on site;
  - emergency contact numbers for the crane operator and site manager.

The equipment must be operated in accordance with BS 7121 and further advice can be found in Civil Aviation Authority Advice Note 4 'Cranes and Other Construction Issues'.