

COMMITTEE DATE: [20/06/2018](#)

Application Reference: **18/0159**

WARD: Talbot
DATE REGISTERED: 03/04/18
LOCAL PLAN ALLOCATION: Town Centre Boundary
Defined Inner Area

APPLICATION TYPE: Outline Planning Permission
APPLICANT: Kewdeal Ltd

PROPOSAL: Erection of a part three/ part four/ part five storey hotel, plus lower ground floor spa facility and car park for a maximum of 62 vehicles accessed from Adelaide Street, to provide a maximum of 203 bedrooms.

LOCATION: LAND AT ADELAIDE STREET, ALFRED STREET AND LEOPOLD GROVE, BLACKPOOL

Summary of Recommendation: Grant Permission

CASE OFFICER

Mr M Shaw

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

This proposal is a positive step towards the regeneration of the area and the site is in a key location on the edge of the town centre and adjacent the Winter Gardens, one of Blackpool's most important heritage assets and leisure facilities. Works are presently under construction to provide a Conference Centre fronting Leopold Grove directly opposite the application site (applications 16/0809, 16/0815 and 18/0175 refer).

It is considered that the proposal is in accordance with national and local planning policies and the proposal would further regenerate and enhance the area and provide good quality visitor accommodation to support the town centre and the wider leisure economy. All detailed matters, other than the scale of development, will be subject to the future approval via a Reserved Matters application. Accordingly, the Officer recommendation is to grant planning permission subject to appropriate conditions.

INTRODUCTION

A detailed planning permission was granted under application reference: 09/0999 on 11 January 2010 for the erection of a part five/part six storey 156 bedroom hotel with 48 parking spaces on the lower ground floor accessed from Leopold Grove with associated facilities occupying the current application site, excluding 2-8 Leopold Grove and 2-8 Alfred Street. This planning application was re-submitted in outline under reference 16/0553 with the means of access and scale of development approved, subject to conditions, on 23 November 2016

Two thirds of the current application site is operating as a 78 space pay and display car park on a temporary basis, following the demolition of fourteen terraced buildings in 2009. The remaining land involves 2-8 Leopold Grove which has recently been demolished and 2-8 Alfred Street also due for demolition following the granting of permission reference 17/0516.

SITE DESCRIPTION

The application site measures 0.31ha (3100 sq metres) and is located outside but adjacent to the town Centre boundary as defined by the Blackpool Local Plan 2001-2016. However, the site is within the Town Centre Conservation Area and bounded by Leopold Grove to the west, Adelaide Street to the south and Alfred Street to the east with adjoining buildings fronting Church Street to the north. The area has a mixed character with hotel and guest house uses to the south, mixed holiday, residential and commercial uses to the east and north and the Grade II* Winter Gardens to the west. The scale of the buildings in the area in terms of height and footprint varies from two-storey dwellings, three and four-storey hotels and the large Winter Gardens complex on the western side of Leopold Grove. The site falls to the south west towards Adelaide Street and is approximately 4m lower than the most northern part of the site on Alfred Street.

The town centre is well served by buses, trams and trains and gives the application site a high accessibility level and there would be 62 car parking spaces provided in the basement of the hotel. There are some pay and display parking bays on Alfred Street and Leopold Grove but most of the streets in the surrounding area have parking restrictions in operation. The surrounding streets operate on a one way system running north along Leopold Grove and north along Alfred Street.

DETAILS OF PROPOSAL

This outline planning application seeks approval for the scale of development of a part three/ part four / part five storey hotel with a maximum of 203 bedrooms with associated 62 space basement car park. All other detailed matters, namely matters of appearance, landscaping and layout and means of access, are reserved for subsequent approval. In terms of its scale the hotel, as amended, would be a maximum of 19 metres in height and between 9 metres and 10.5 metres abutting the northern boundary.

The scale of the proposal has been reduced following discussions with the agent, amended plans are awaited at the time of writing this report, but the proposal as amended is now three storey adjacent the northern boundary stepping up to four then five storeys at the Adelaide Street end of the site . As submitted the proposed hotel was all five storey but the amendments have been sought to the scale of development to address the impact upon properties adjoining the northern boundary and fronting Church Street, particularly the block of apartments at the junction with Leopold Grove which has habitable room windows at first, second and third floor levels facing the application site.

Whilst elevation plans and site layout plans have been submitted with the application it has been made clear to the architect that these details are for illustrative purposes only and do not imply any acceptance of the details shown. Matters of building design, including the building footprint and layout, and means of access and servicing details are still to be resolved and such matters will be dealt with via a subsequent Reserved Matters application.

The application is accompanied by a Heritage Statement, a Planning Statement, a Design and Access Statement, a Transport Assessment and Draft Travel Plan.

MAIN PLANNING ISSUES

The main planning issues are considered to be:

- Principle of Development;
- Scale of the Development/ Impact on Winter Gardens and Other Adjoining Property.
- Other Issues

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

CONSULTATIONS

Historic England: The current application is situated in the Blackpool Town Centre Conservation Area and is located adjacent to the renowned Blackpool Winter Gardens. The Winter Gardens is a grade II* listed complex and an important component within Blackpool's conservation area. The listed building incorporates two theatres, a huge ballroom known as the Empress Ballroom, conference suites, as well as bars and cafes. The building demonstrates the lively and innovative approach taken to providing entertainment facilities in Blackpool.

Such boldly conceived entertainment facilities were important to Blackpool's success as the quintessential Victorian seaside resort. The historic success of the town as a holiday resort owed much to its location just a short train journey from industrial cities within the north-west of England with their large working class populations. However its success compared to other resorts was Blackpool's development of iconic buildings and facilities, developed for the sole purpose of both attracting and entertaining the masses who then flocked to the area.

The site to be developed was previously the location of terraced housing, much of which was more often used as boarding housing for those on vacation. However, the site is currently a surface level car park, which adds little to either the character of the conservation area within which it sits or the setting of the grade II* Winter Gardens. We therefore would support the proposed re-development of the site in principle.

In terms of the detailed design, we are satisfied that the proposed height and massing of the new hotel would not harm the setting of the grade II* Winter Gardens. The form of the building is essentially horizontal, with a long three storey projecting bedroom element above a glazed ground floor. There is domestic scale to much of the surrounding conservation area, with a more vertical building emphasis which steps with the gently sloping topography. Breaking the longer elevations of the proposed building and finding a way to step the form of the building with the slope (difficult, we appreciate, with single floorplates though possible elevationally) would help to assimilate the building into its context.

In terms of the architectural design and composition, we note the intended relationship to nearby Art Deco that has influenced the design development, although we feel this approach could achieve a more distinctive building if carried out with more conviction. Currently there is a lack of information about details, materials and finishes, the quality of which will be essential to delivering a building that is not only of high quality but carries on Blackpool's tradition for innovative and exuberant design. We would therefore encourage a more in-depth examination of the town's architectural heritage and a bolder approach that is more clearly rooted in the character and appearance of the conservation area. Ensuring a well-detailed, lively and inviting ground floor will be particularly important in this respect. Blackpool Council, as the local planning authority, has special duties with regard to listed buildings and conservation areas. This development has the potential to protect and enhance the town's historic environment, which is integral to sustainable development as expressed in the core principles of the National Planning Policy Framework (NPPF 7). This development should respond to local character and history and reflect the identity of local surroundings and materials, although this should not prevent or discourage appropriate innovation (NPPF 58 and 131). The Council should also look for opportunities to enhance its conservation areas (NPPF 137). We consider that this application would meet these tests, although more detailed design development would be desirable.

In conclusion, we have no objection to this application in principle although further design development should be considered. There is scope to achieve a design that is more distinctive and that more boldly reflects the lively architectural tradition within the town. Materials and details are unclear and it vitally important that they are of appropriate high quality given this location. The early submission of large scale details and material specifications is, therefore, strongly recommended.

Environment Agency: 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.

Built Heritage Manager: I would prefer if the connecting bridge is not included in the full planning application, as it would be an unwelcome modern intrusion in the views down Leopold Grove from St John's Square. I would also prefer the design of the windows to better reflect the strong vertical rhythm of the adjacent Art Deco style building, perhaps by placing the cladding adjacent to the glazing vertically rather than as indicated in the drawings

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:

Lower Ground Floor

1. Circulation around the car park to be one-way as opposed to two-way, to remove conflict.
2. Motorcycle parking to be introduced.
3. DDA spaces would normally be 10% of the overall car parking provision, 6% is acceptable resulting in four spaces requiring an increase of one.
4. Cycle parking to be introduced, secure and in a prominent location.

Ground Floor

5. The existing highway which sits beneath the temporary car park must be stopped in order to remove highway rights. Ideally this should be done via the Town and Country Planning Act to allow development to take place.
6. Doors for the delivery area and refuse store on Alfred Street must not open out onto the public highway. Doors with this arrangement for fire exits can open out onto the public for safety reasons.
7. The pick-up and drop-off point on Leopold Grove cannot be supported as it would encourage and intensify the use of Leopold Grove with extra traffic. This to be omitted and the space allocated for a different use.
8. Loading and servicing can be done from Alfred Street.
9. The public highway adjacent to 2a Leopold Grove (which is being retained) together with the highway referred to in point 5 plus the link to Alfred Road (between 2 and 8a Alfred Street) and the rear highway behind 2-8 Alfred Street must be stopped up. Retaining this may lead to anti-social behaviour. Access to the rear units to be provided from within the development by a secure and dedicated route. It is crucial though that no highway sits on/through this development.
10. This proposal encompassed four streets, namely Leopold Grove, Adelaide Street, Alfred Street. By virtue of the scheme, off-site highway works will be necessary. This may include (can be added to):
 - Removal of vehicle crossing on Alfred Street.
 - Creation of vehicle access to the Lower Ground Floor
 - Removal of vehicle access points on Leopold Grove
 - Proposed radii change on corner of Leopold Grove/Adelaide Street (current layout is different to existing)

- further demolition and construction works is likely to affect the surface of the public highway, if care is not taken.

This scheme on its own would warrant a S278 scheme where the extent and scope of works must be agreed with the Highway Authority. Given that there is a comprehensive scheme for a Conference Centre on Leopold Grove, it would make sense for both developments to undertake a joint scheme to ensure there is a seamless transition, in terms of layout, aesthetic and palette for the public highway areas affected in this area. The joint scheme can identify pick-up/drop-off areas also serving both schemes. The above comments demonstrate the complexity of the apparently minor matters that will require highways/planning acts procedures. The procedures can be time consuming and should be carefully addressed in programming in due course.

Service Manager Public Protection: A Construction Management Plan is required to be submitted regarding dust, noise and vibration mitigation during the construction phase. Any external security / floodlighting is required to comply with the guidelines set out in the Institute of Lighting Engineers publication "Guidance Notes for the Reduction of Obtrusive Light".

Servicing/deliveries recommended to be between the hours of 7.30am - 6pm Monday-Friday and 9-1pm on Saturday.

The proposed development should be designed so the rating levels for cumulative noise from all noise sources shall not exceed 10 dB(A) below the existing LA90, at the nearest noise-sensitive premises to the proposed development as assessed in accordance with British Standard 4142 (2014). Alternative levels and monitoring locations may be used subject to the prior agreement of the Local Planning Authority. Prior to the submission of an application for full planning permission a noise study shall be undertaken to demonstrate that the development meets this requirement. In addition, assessment shall include the highest evening and night-time LAmax of the proposed noise sources at the nearest noise-sensitive premises.

Details of the kitchen ventilation/extraction system need to be submitted in order to ascertain whether there is any potential for odour nuisance from flues.

United Utilities: With regard to the above development proposal United Utilities wish to provide the following comments.

Drainage Conditions

In accordance with the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG), the site should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way. We request the following drainage conditions are attached to any subsequent approval to reflect this approach:

Foul Water - Foul and surface water shall be drained on separate systems.

Surface Water- 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. In the event of surface water draining to the public surface water sewer, the pass forward flow rate to the public sewer must be restricted to 5 l/s.

A public sewer crosses this site and we may not permit building over it. We will require an access strip width of six metres, three metres either side of the centre line of the sewer which is in accordance with the minimum distances specified in the current issue of "Sewers for Adoption", for maintenance or replacement. Therefore a modification of the site layout, or a diversion of the affected public sewer at the applicant's expense, may be necessary. To establish if a sewer diversion is feasible, the applicant must discuss this at an early stage with our Developer Engineer as a lengthy lead in period may be required if a sewer diversion proves to be acceptable. Deep rooted shrubs and trees should not be planted in the vicinity of the public sewer and overflow systems.

Management and Maintenance of Sustainable Drainage Systems - Without effective management and maintenance, sustainable drainage systems can fail or become ineffective. As a provider of wastewater services, we believe we have a duty to advise the Local Planning Authority of this potential risk to ensure the longevity of the surface water drainage system and the service it provides to people. We also wish to minimise the risk of a sustainable drainage system having a detrimental impact on the public sewer network should the two systems interact. We therefore recommend that a condition is included regarding a management and maintenance regime for any sustainable drainage system that is included as part of the proposed development.

Water Comments - Although water supply in the area is compliant with current regulatory standards, we recommend the applicant provides water storage of 24 hours capacity to guarantee an adequate and constant supply.

Blackpool International Airport: 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.

Electricity North West Ltd: 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.

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.

Lancashire County Council (Archaeology): The Heritage Statement accompanying this application identifies that the proposed development is located within the Extended Town Centre Conservation Area, a designated heritage asset. The report also indicates the northern half of the site is occupied by a number of buildings, which includes No.s 2-8 Alfred Street that are proposed for demolition. As these buildings are originally of some architectural quality and are recognised as locally important by their inclusion within the Conservation Area, they are considered to be worthy of recording.

It is noted that extant outline planning consent exists for a 5/6 storey hotel complex on the application site. The former Lancashire County Archaeology Service (LCAS) provided comments to a previous planning application (09/1004) for this site as the area is one of potential archaeological/historical interest in relation to the urban development of Blackpool in the 19th Century. LCAS recommended that the buildings be subject to a rapid assessment prior to the demolition works commencing. A building recording condition (No.7) was placed on planning permission 09/1004, however it appears that this requirement was not implemented as no copy of the assessment report has been deposited with the Lancashire Historic Environment Record (HER). If a building record was made, but not submitted, please could a copy be supplied to the Lancashire HER.

Consequently, should the Local Planning Authority be minded to grant planning permission to this scheme, Lancashire Archaeological Advisory Service would recommend that a record of the buildings (Nos 2-8 Alfred Street) be made prior to demolition and that such work is secured by means of the following condition:

Condition: No development shall take place until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological recording and analysis. This must be carried out in accordance with a written scheme of investigation, which shall first have been submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure and safeguard the recording and inspection of matters of archaeological/historical importance associated with the buildings.

PUBLICITY AND REPRESENTATIONS

Press notice published: 12 April 2018

4 x site notices displayed: 9 April 2018

Neighbours notified: 17 April 2018- Joseph Boniface, a local architect, has written in as follows: I write on behalf of my client regarding the above hotel development. Whilst the development itself is welcomed, there are concerns over the proximity of the line of development which borders the properties to the rear on Church Street. Such a building line blocks off the rear access to these properties for the occupants and potential access for emergency services also limiting future potential use, maintenance and development.

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 (NPPF) is a material consideration in planning decisions.

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

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

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

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

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

Paragraph 17 sets out the 12 core land-use planning principles which should underpin both plan-making and decision-taking which include to proactively drive sustainable economic development, to always seek to secure high quality design and to conserve heritage assets.

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

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

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

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

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

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

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

Paragraph 65 states that local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design unless the impact would cause material harm to the asset or its setting which is not outweighed by the proposals economic, social and environmental benefits.

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

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

- the desirability of sustaining and enhancing the significance of heritage asset's and putting them to viable uses consistent with their conservation;
- the 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. 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.

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

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

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

BLACKPOOL LOCAL PLAN PART 1: CORE STRATEGY

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

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

Policy CS1: Strategic Location of Development

1. To deliver the Core Strategy vision the overarching spatial focus for Blackpool is regeneration and supporting growth.
2. Blackpool's future growth, development and investment will be focused on inner area regeneration, comprising:

- a. Blackpool Town Centre, including the three strategic sites of Central Business District, Winter Gardens and Leisure Quarter.
- b. The Resort Core, containing the promenade and the majority of resort attractions and facilities, holiday accommodation and major points of arrival.

Policy CS5: Connectivity

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

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

Policy CS6: Green Infrastructure

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

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

Policy CS7: Quality of Design

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

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

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

Policy CS8: Heritage

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

Proposals will be supported that:

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

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

Policy CS9: Water Management

1. To reduce flood risk, manage the impacts of flooding and mitigate the effects of climate change, all new development must:

d. Where appropriate, not discharge surface water into the existing combined sewer network. If unavoidable, development must reduce the volume of surface water run-off discharging from the existing site in to the combined sewer system by as much as is reasonably practicable;

Policy CS17: Blackpool Town Centre

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

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

Policy CS21: Leisure and Business Tourism

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

- New visitor accommodation focused on the town centre, resort core and defined holiday accommodation areas, unless exceptional circumstances justify a peripheral location outside these areas.
- The enhancement of existing and promotion of new venues and events spaces which can accommodate a year round programme of events, festivals and conferences.

SAVED POLICIES: BLACKPOOL LOCAL PLAN 2001-2016

The Blackpool Local Plan was adopted in June 2006. 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 LQ1: Lifting the Quality of Design

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

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

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

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

Policy LQ2: Site Context

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

(A) New developments in streets, spaces or areas with a consistent townscape character should respond to and enhance the existing character. These locations include:

- (i) affecting the setting of a Listed Building
- (ii) Conservation Areas

Policy LQ3: Layout of Streets and Spaces

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

- (i) creates direct and integrated routes through the site which provide well signed and easy access to the existing street network, nearby facilities and public transport
- (iii) creates distinctive useable spaces, including public open spaces, which are well-defined by buildings, boundary treatments and landscaping creating a structure for habitat generation and migration
- (vii) assimilates sensitively into the surrounding built form and/or landscape context
- (viii) where possible, incorporates drainage requirements as features within the design in conjunction with sustainable drainage (SUDS) technology

Policy LQ4: Building Design

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

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

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

Policy LQ5: Public Realm Design

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

Policy LQ6: Landscape Design and Biodiversity

New development will be required to incorporate appropriate landscaping and benefits to biodiversity.

Policy LQ7: Strategic Views

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

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

- (c) into and within Conservation Areas
- (d) local views of other Listed Buildings.

Policy LQ9: Listed Buildings

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

Policy LQ10: Conservation Areas

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

Policy AS1: General Development Requirements

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

- convenient, safe and pleasant pedestrian access is provided
- appropriate provision exists or is made for cycle access
- appropriate access and facilities for people with impaired mobility (including the visually and hearing impaired) are provided
- safe and appropriate access to the road network is secured for all transport modes requiring access to the development
- appropriate levels of car, cycle and motorcycle parking, servicing and operational space are provided, in accordance with standards set out in Appendix B. Where the

above requires the undertaking of off site works or the provision of particular services, these must be provided before any part of the development comes into use.

Policy AS2: New Development with Significant Transport Implications

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

ASSESSMENT

Principle of Development

The application site has no allocation on the Proposals Map to the Local Plan but it is within the Defined Inner Area. The site is adjacent to the Town Centre and within the Town Centre Conservation Area. The character of the area is predominantly hotel and guest house uses fronting Adelaide Street, with the Winter Gardens complex to the west across Leopold Grove.

Part of the application site is currently being used as a surface level, pay and display car park and has been in operation since 2009. Temporary planning permission was granted for the temporary car park in 2009 and again in 2012. The principle of hotel development has already been established on this car park which occupies approximately two thirds of the current application site, with the granting of planning permission in 2009 under reference 09/0999 and again more recently in 2016 under application ref: 16/0553. Approval has also been granted for the demolition of 2-8 Leopold Grove and 2-8 Alfred Street under application reference 17/0136 and 17/0516 in order to facilitate the development of this larger hotel proposal. The site of 2-8 Leopold Grove is currently being used as a site compound in connection with the Conference Centre development.

Paragraph 7 of the NPPF explains the three dimensions to sustainable development (economic, social and environmental roles). This outline application would satisfy the economic dimension and in part, the environmental dimension in relation to the scale of the development in close proximity to the Winter Gardens, the new Conference Centre and properties on Church Street. The social and environmental dimensions would be fully assessed via a reserved matters application.

Core Strategy Policy CS21 states that proposals for new visitor accommodation will be focused on the Town Centre, resort core and defined holiday accommodation areas unless exceptional circumstances justify a peripheral location outside of these areas. Given the site's location abutting the Town Centre and directly opposite the Winter Gardens complex and the new Conference Centre, it is considered that the proposal would be in accordance with Policy CS21.

Core Strategy Policy CS8 states that development proposals will be supported that enhance the setting and views of heritage assets through appropriate design and layout of new development and design of public realm and strengthen the existing townscape character created by historic buildings. The existing car park provides a poor setting for the Winter Gardens and creates a negative tarmac void in an otherwise built up area. The former/ existing buildings on Leopold Grove and Alfred Street to be demolished are also in a poor condition and detract from the Winter Gardens and the wider area. A five/ six storey scale building has previously been accepted and design details, and other matters of means of access and site layout would be assessed under a reserved matters application.

For the above reasons it is considered that a hotel development in this location on the larger site taking in 2-8 Leopold Grove and 2-8 Alfred Street is still acceptable in principle.

Scale of the Development/ Impact on Winter Gardens and Other Adjoining Property.

The scale of the development differs from the previously approved scheme due to its larger site area and its relationship and close proximity to properties fronting Church Street, principally the apartment block at the junction with Leopold Grove. Otherwise there are no other changes in circumstance which would suggest a part five storey scale building is no longer acceptable on the site, especially when considering the scale of nearby buildings and the changing land levels. However it is considered necessary to step the building down to four and then three storeys towards the northern boundary to better match the scale of the buildings which are/ were on this part of the site and also for example to reduce the scale of the development at its exposed north east corner on Alfred Street, the highest point of the site, where the site adjoins a single storey shop unit and also, importantly, to address concerns regarding the impact on the adjoining apartment block at the Leopold Grove/ Church Street junction which has habitable room windows facing the application site. Incorporating the changes to the scale of the development by grading the height of the building down from five to four to three storeys from Adelaide Street to the northern boundary means that the scale of development is considered acceptable in terms of its impact on both the Winter Gardens and adjoining properties including property fronting Church Street.

The significant advantage of the current proposal over the previous approval on a smaller site is that a hotel development over the whole site allows the opportunity for a more comprehensive re-development which will complement, subject to the approval of the Reserved Matters referred to above, and will better relate to the Winter Gardens and its new Conference Centre. It will also add to the offer of quality visitor accommodation close to the town centre and is particularly well placed to serve future delegates at the Conference Centre. The number of bedrooms has been amended to state a maximum of 203 bedrooms as the reduction in the scale of the building will undoubtedly reduce the number of bedrooms although the final number of bedrooms is as yet unknown.

Other Issues

A key issue with the acceptability of a large hotel in this location will be the design, facing materials, the footprint of the building and the agreement of servicing and access details. There are a number of issues with the submitted illustrative details which the architect is

aware of and it is expected that these matters will be satisfactorily addressed, following further discussions, as part of the subsequent Reserved Matters application.

In addition a number of other detailed matters including servicing delivery hours, maximum noise levels and details of plant and ventilation will be dealt with as conditions of either the outline approval or any subsequent Reserved Matters approval to ensure that the proposed hotel will not adversely affect the surrounding area.

The amended plans will address the issue regarding the retention of access to the rear of property fronting Church Street as this matter had previously been raised with the architect.

CONCLUSION

This application is a positive step towards the regeneration of the site and the wider area, and it is in a key location on the edge of the Town Centre and adjacent to one of Blackpool's most important heritage assets and leisure facilities.

It is considered that the proposal is in accordance with national and local planning policies and with the right design and layout, the proposal will regenerate and enhance the area and provide good quality visitor accommodation to support the Town Centre and the wider leisure economy.

LEGAL AGREEMENT AND/OR DEVELOPER FINANCIAL CONTRIBUTION

None

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) 09/0999 and 16/0553 which 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.
 - i. Approval of the following details (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority:
 - Layout
 - Appearance
 - Access
 - Landscaping
 - ii. Applications for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission and the development hereby permitted shall be begun not later than the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

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

2. 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:

HE001_(01)_0001 P1, HE001_(01)_1003 P1, HE001_(01)_1004 P1,
HE001_(01)_P005 P1,
HE001_(01)_1006 P1, HE001_(01)_1007 P1, HE001_(02)_2001 P1,
HE001_(02)_2002 P1

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

3. 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 development being commenced.

Reason: In the interests of the appearance of the locality, in accordance with Policy LQ14 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

4. a) No development shall take place until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. These details shall include any proposed changes to existing ground levels, means of enclosure and boundary treatment, areas of soft landscaping, hard surfaced areas and materials, planting plans specifications and schedules (including plant size, species and number/ densities), existing landscaping to be retained, and shall show how account has been taken of any underground services.
- b) The landscaping works shall be carried out in accordance with the approved details within the first planting season following completion of the development hereby approved or in accordance with a programme agreed in writing by the Local Planning Authority (whichever is sooner.)
- c) Any trees or shrubs planted in accordance with this condition which are removed, uprooted, destroyed, die, or become severely damaged or seriously diseased within 5 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 there are adequate areas of soft landscaping to act as a soakaway during times of heavy rainfall with regards to Policy LQ6 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

5. 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 to safeguard the character and appearance of the area in accordance with Policies

LQ1 and BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

6. The development shall not be occupied until a travel plan has been submitted to and approved in writing by the Local Planning Authority. Such travel plans shall include the appointment of a travel co-ordinator and a format that consists of surveying, travel audits, a working group, action plans with timescales and target setting for the implementation of each element.

No part of the development shall be occupied prior to the implementation of the Approved Travel Plan (or implementation of those parts identified in the Approved Travel Plan as capable of being implemented prior to occupation). Those parts of the Approved Travel Plan that are identified therein as being capable of implementation after occupation shall 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.

7. No development shall be commenced until a desk study has been undertaken and agreed in writing with the Local Planning Authority to investigate and produce an assessment of the risk of the potential for on site contamination. If the desk study identifies potential contamination, a detailed site investigation shall be carried out in accordance with a written methodology, which shall first have been agreed in writing with the Local Planning Authority. If remediation methods are then considered necessary, a scheme for decontamination of the site shall be submitted to and approved by the Local Planning Authority. The approved scheme shall be implemented and completed prior to the commencement of the development. Any changes to the approved scheme shall be agreed in writing with the Local Planning Authority.

Reason: To ensure a safe form of development that poses no unacceptable risk of pollution to water resources or to human health and in accordance with Policy BH4 of the Blackpool Local Plan 2001-2016 and Policies CS7 and CS9 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

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

Reason: In the interests of the appearance of the locality and highway safety, in accordance with Policies LQ1 and AS1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

9. No development shall take place until full details of an external lighting strategy has been submitted to and approved in writing by the Local Planning Authority. The lighting strategy shall be implemented in accordance with the approved details prior to the hotel hereby approved being first brought into use and shall thereafter be retained unless otherwise agreed in writing with the Local Planning Authority.

Reason. To ensure the site is satisfactorily illuminated in the interests of good design and visual amenity in accordance with paragraphs 56 and 57 of the National Planning Policy Framework, Policies CS6 and CS7 of the Blackpool Local Plan Part 1 : Core Strategy 2012-2027 and Saved Policies LQ1, LQ3, LQ4, LQ5 and LQ6 of the Blackpool Local Plan 2001-2016.

10. Prior to the commencement of any development details of surface water drainage shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be completed prior to the first occupation of the building and maintained and managed in accordance with the approved details thereafter.

Reason: To secure proper drainage and to reduce the risk of flooding and pollution and to improve bathing water quality standards on the Fylde Coast in accordance with Policy NE10 of the Blackpool Local Plan 2001-2016.

11. Prior to the commencement of any development, details of the foul drainage scheme to serve the development shall be submitted to and approved in writing by the Local Planning Authority. Foul shall be drained on a separate system. The building shall not be occupied until the approved foul drainage scheme has been completed to serve that building, in accordance with the approved details. This development shall be completed maintained and managed in accordance with the approved details.

Reason: To secure proper drainage and to reduce the risk of flooding and pollution and to improve bathing water quality standards on the Fylde Coast in accordance with Policy NE10 of the Blackpool Local Plan 2001-2016.

12. Prior to occupation of the development a sustainable drainage management and maintenance plan for the lifetime of the development shall be submitted to the local planning authority and agreed in writing. The sustainable drainage management and maintenance plan shall include as a minimum:

- a. Arrangements for adoption by an appropriate public body or statutory undertaker, or, management and maintenance by a resident's management company; and
- b. Arrangements for inspection and ongoing maintenance of all elements of the sustainable drainage system to secure the operation of the surface water drainage scheme throughout its lifetime.

The development shall subsequently be completed, maintained and managed in

accordance with the approved plan.

Reason: To secure proper drainage and to reduce the risk of flooding and pollution and to improve bathing water quality standards on the Fylde Coast in accordance with Policy NE10 of the Blackpool Local Plan 2001-2016.

13. Prior to the commencement of development a noise study shall be submitted to and agreed in writing with the Local Planning Authority. The study shall meet the following requirements:-

The proposed development shall be designed so the rating levels for cumulative noise from all noise sources shall not exceed (noise level calculated as detailed in section 2.1, usually 10 dB(A) below the existing LA90), at the nearest noise-sensitive premises to the proposed development as assessed in accordance with British Standard 4142 (2014). Alternative levels and monitoring locations may be used subject to the prior written agreement of the Local Planning Authority. In addition to the above, the assessment shall include the highest evening and night-time L_{Amax} of the proposed noise sources at the nearest noise-sensitive premises.

The development shall subsequently be carried out in accordance with the approved details and any noise attenuation measures retained thereafter.

Reason To protect the residential and visitor amenity of adjoining residents in accordance with Policies BH3 and BH4 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

14. No development shall take place until a programme of archaeological work has been implemented in accordance with a written scheme of investigation to be first submitted to and approved in writing by the Local Planning Authority.

Reason: The site is within an area where there may be important features of archaeological interests and so appropriate investigation and safeguarding is necessary in accordance with Planning Policy Statement 5: Planning for the Historic Environment.

Advice Notes to Developer

Not applicable