

Blackpool Council
Development Management

Officer Report to Committee

Application ref:	24/0315
Ward:	Talbot
Application type:	Reserved matters of appearance and landscaping
Location:	Land bounded by Adelaide street, Leopold grove and Alfred Street, Blackpool.
Proposal:	Application for the approval of reserved matters (Appearance and Landscape) pursuant to outline planning permission 24/0131, comprising the erection of a hotel development with car parking and associated works.
Recommendation:	Grant permission
Recommendation Summary:	The proposals would redevelop a prominent, vacant site within the Town Centre Conservation Area, to provide modern visitor accommodation to complement the high quality conference facilities at the Winter Gardens and the wider Town Centre. It is considered that the benefits of the scheme in terms of redevelopment and regeneration are considered to be significant. As such the proposal is judged to represent sustainable development and Members are, therefore, respectfully recommended to grant planning permission subject to the conditions listed at the end of this report.
Meeting date:	12/11/2024
Reason for bringing to Committee:	Major application in the public interest
Case officer:	Clare Johnson
Case officer contact:	01253 476224

1.0 SITE DESCRIPTION

- 1.1 The application site measures 0.31ha (3,100sqm) and abuts the Town Centre boundary and is within the Town Centre Conservation Area. The South Town Centre Holiday Accommodation Area is approximately 50m to the south/south west of the site.
- 1.2 The site is bound by Leopold Grove to the west, Adelaide Street to the south and Alfred Street to the east and adjacent buildings to the north front on to Church

Street. 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 Conference Centre and 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, apartment blocks including the four-storey former gas showroom to the north, three and four-storey hotels and the large Winter Gardens complex on the western side of Leopold Grove. The site falls from the north east to the south west towards Adelaide Street where it is approximately 5m lower than the most northern part of the site on Alfred Street.

- 1.3 The town centre is well served by buses, trams and trains which means the application site has a high accessibility level. There are some pay and display parking bays on Alfred Street and Leopold Grove but parking restrictions are in operation in most of the surrounding streets in the area. Both Leopold Grove and Alfred Street are operating on a one way system running from south to north.
- 1.4 The site is currently a surface level public car park, having recently been extended to provide a total of 118 spaces.
- 1.5 The site is within Flood Zone 1 and is therefore at low risk of river or tidal flooding and is also at low risk of surface water or reservoir flooding. The site is within the Defined Inner Area and no other designations or constraints have been identified.

2.0 BACKGROUND AND PROPOSAL

- 2.1 Outline planning permission for the erection of a five storey hotel, to provide up to 160 bedrooms and a two storey car park for a maximum of 94 vehicles accessed from Adelaide Street and Alfred Street was granted by the Planning Committee at their meeting on the 11th May 2021, ref: 20/0633. The application sought to agree the matters of access, layout and scale.
- 2.2 However, late in 2023 the applicant for the current application approached the Council proposing amendments to the 2021 outline permission. The current legislative routes to varying planning permissions are under section 73 (S73) and section 96A (S96A) of the 1990 Town and Country Planning Act (the Act).
- 2.3 In short, S73 of the Act enables a planning application to be made for development without complying with conditions imposed by a previous permission and if approved, results in a new planning permission but does not extend the timescale constraints imposed on the original permission. Such an application cannot be used to change the description of development. However, S96A of the Act permits non-material amendments to be made to a planning permission, including to the description of development.
- 2.4 A non-material amendment application under S96A was made and subsequently approved in February 2024 (24/0062 refers) to change the description of development from "Erection of a five-storey hotel, to provide up to 160 bedrooms and two storey car park for a maximum of 94 vehicles accessed from Adelaide Street

and Alfred Street (Outline Application for scale, layout and access)” to “Erection of a hotel development, together with car parking and associated works (Outline Application for scale, layout and access)”.

- 2.5 A S73 application was then approved by the Planning Committee for outline planning permission for the erection of a hotel development, together with car parking and associated works in June 2024. That application considered the principle of hotel development in this location, its scale, layout and access with the matters of appearance and landscaping reserved. The approved plans indicated a five-storey apart-hotel complex with a total of 266 bedrooms and suites, a footprint which would occupy all of the site and 10 parking spaces at mezzanine level accessed from Alfred Street.
- 2.6 The application before Members if the reserved matters application for the appearance of the building and landscaping.
- 2.7 The application has been supported by:
- A Design Statement

3.0 RELEVANT PLANNING HISTORY

- 3.1 24/0131 - Erection of a hotel development, together with car parking and associated works (Outline application for scale, layout and access). (Application under Section 73 for the variation of the following conditions attached to outline planning permission 20/0633: Condition 2 to amend plan drawing numbers; condition 4 to amend the archaeological requirements; condition 13 to require agreement of ecological enhancements; condition 15 to amend cycle storage provision and condition 20 to amend obscure glazing requirements.) (Description of development above as amended by a Section 96A non-material amendment reference 24/0062.) Approved 06/06/2024
- 3.2 24/0062 - Non-material amendment to outline permission 20/0633 to vary the wording of the description of development to “Erection of a hotel development, together with car parking and associated works (Outline Application for scale, layout and access)”. Approved 16/02/2024.
- 3.3 20/0633 – Outline application for the erection of a five storey hotel, to provide up to 160 bedrooms and two storey car park for a maximum of 94 vehicles accessed from Adelaide Street and Alfred Street (Outline application for scale, layout and access). Approved 09/06/2021.
- 3.4 18/0159 – Outline application for the 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. (Outline application for scale). Approved 20/06/2018.
- 3.5 17/0516 – (2-8 Alfred Street) Demolition of existing buildings. Granted 15/03/2018.

- 3.6 17/0137 – (2-8 Leopold Grove) Demolition of 4 town houses. Granted 31/03/ 2017.
- 3.7 16/0553 – Outline application for the erection of part five/ part six storey 156 bedroom hotel. (Outline application for scale and access). Approved 23/11/2016.
- 3.8 12/0226 – Full planning application for the continued use of land as temporary car park with alterations to the layout and the access and egress. Approved 21/09/2012 – expired 04 March 2014.
- 3.9 09/0999 – Full planning application for the erection of part five/ part six storey 156 bedroom hotel with 48 parking spaces on lower ground floor accessed from Leopold Grove with gymnasium, meeting rooms, central landscaped courtyard and associated landscaping and boundary treatment. Approved 04/03/2011.
- 3.10 09/1004 - Full planning application for the use of land as temporary car park for a period of 3 years following demolition of existing buildings. Approved 21/09/2009.

4.0 RELEVANT PLANNING POLICY/GUIDANCE/LEGISLATION

4.1 National Planning Policy Framework (NPPF)

4.1.1 The NPPF was updated in December 2023. It sets out a presumption in favour of sustainable development. The following sections are most relevant to this application:

- Section 2 Achieving Sustainable Development
- Section 12 Achieving well-designed places
- Section 14 Meeting the Challenge of Climate Change, Flooding, & Coastal Change
- Section 15 Conserving and Enhancing the Natural Environment
- Section 16 Conserving and Enhancing the Historic Environment

4.2 National Planning Practice Guidance (NPPG)

4.2.1 The NPPG expands upon and offers clarity on the points of policy set out in the NPPF.

4.3 Blackpool Local Plan Part 1: Core Strategy 2012-2027 (Part 1)

4.3.1 The Core Strategy was adopted in January 2016. The following policies are most relevant to this application:

- CS6 Green Infrastructure
- CS7 Quality of Design

- CS8 Heritage
- CS9 Water Management
- CS10 Sustainable Design and Low Carbon and Renewable Energy
- CS17 Blackpool Town Centre
- CS18 Winter Gardens

4.4 **Blackpool Local Plan Part 2: Site Allocations & Development Management Policies (Part 2)**

4.5.1 The Blackpool Local Plan Part 2 was adopted in February 2023. The following emerging policies in Part 2 are most relevant to this application:

- DM17 Design Principles
- DM21 Landscaping
- DM25 Public Art
- DM26 Listed Buildings
- DM27 Conservation Areas
- DM31 Surface Water Management
- DM35 Biodiversity

4.6 **Other Relevant documents, guidance and legislation**

4.6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 section and 70(2) of the Town and Country Planning Act 1990 state that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise. This requirement is reinforced in paragraph 2 of the National Planning Policy Framework.

4.6.2 Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of the Conservation Area when exercising planning functions.

4.6.3 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires special regard to be paid to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

4.6.4 The Environment Act 2021 makes provision for all planning permissions to be conditional on the provision of biodiversity net gain. Mandatory biodiversity net gain does not apply to major applications which were submitted before the 12th February 2024. However, the Council will seek to secure biodiversity gains where practicable in accordance with Section 15 of the NPPF and Policy DM35.

4.6.5 National Model Design Code (July 2021) provides guidance to promote successful design and expands on the ten characteristics of good design set out in the National Design Guide.

- 4.6.6 National Design Guide (January 2021) recognises the importance of good design and identifies the ten characteristics that make up good design to achieve high-quality places and buildings. The guide articulates that a well-designed place is made up of its character, its contribution to a sense of community, and its ability to address the environmental issues affecting climate.
- 4.6.7 Blackpool Council declared a Climate Change Emergency in June 2019 and is committed to ensuring that approaches to planning decision are in line with a shift to zero carbon by 2030.
- 4.6.8 Blackpool Council adopted the Blackpool Green and Blue Infrastructure (GBI) Strategy in 2019. The GBI Strategy sets out six objectives for Blackpool in terms of green infrastructure:
- Protect and Enhance GBI i.e. protecting the best and enhancing the rest
 - Create and Restore GBI i.e. greening the grey and creating new GBI in areas where it is most needed
 - Connect and Link GBI i.e. making the links, improving connectivity and accessibility of GBI
 - Promote GBI i.e. changing behaviour, promoting the benefits of GBI and encouraging greater uptake of outdoor activity and volunteering.
- 4.6.9 Blackpool adopted the 2021-2031 Tree Strategy in July 2021. This strategy recognises the importance of trees, the benefits they afford us and the ever-important role they can play in improving our community's mental wellbeing, socio-economic value, providing a home for wildlife and mitigating environmental issues and climate change. Given that Blackpool only has 4.4% tree cover (the lowest in the UK), the Strategy aims to embed trees into decision making processes across the council and ensure the current stock is proactively managed.
- 4.6.10 Greening Blackpool Supplementary Planning Document (SPD) - this document was adopted in May 2022 and sets out the green infrastructure and tree planting requirements for new development.

5.0 CONSULTEE RESPONSES

5.1 Historic England (HE):

- 5.1.1 We welcome the thought that has gone in to creating a suitable design for this development. The proposals for the architectural design of the building take cues from the streamlined Art Deco buildings that are so distinctive of Blackpool's heyday as a holiday resort, while the proposed planting will create a softer the development. The design proposals will ensure the hotel fits into the character of the townscape and will create an enhanced setting for the listed buildings in the vicinity.
- 5.1.2 Historic England consider that the application meets the requirements of the NPPF and supports the application on heritage grounds.

- 5.2 Blackpool Airport:** No response. Any comments will be reported in the Update Note.
- 5.3 Police Architectural Liaison Officer:**
- 5.3.1 Crime figures for this locality indicate that the hotel must have adequate security measures to keep people safe and feeling safe and to reduce the opportunity for crimes such as burglary, criminal damage and assault. The project should be built to achieve the Secured by Design award. Design guides and application forms can be obtained from the above office or at [Secured by Design](#).
- 5.3.2 The consultation response requires a Security Strategy to be submitted and agreed by condition.
- 5.5.3 Officer note: Condition 11 on the S73 application requires the submission of a Security Strategy.
- 5.6 Lancashire County Archaeologist:** No further comments to make on any future development of the site.
- 5.7 Blackpool Civic Trust:** Any comments will be reported in the Update Note.
- 5.8 Conservation Officer:** Any comments will be reported in the Update Note.
- 5.9 Environmental Protection:** Any comments will be reported in the Update Note.
- 5.10 Local Highway Authority:** Condition 9 of 24/0131 requires rather more in terms of footway works etc and it would be simplest to do it all at once since it will need a S278 agreement.
- 5.12 Tree and Landscape Officer:**
- 5.12.1 The 'plant pots with evergreen shrubs' to define the entrance on Leopold are an unimpressive addition and the sizes are also not provided. The steel tree planters (at podium level) are less than one meter wide, which is insufficient for sustainable tree planting and the depth is not provided.
- 5.12.2 Trees planted in planters are unlikely to survive, and their lifespan is limited if they make it past establishment. On-site greening is always preferred, but where this is not possible, off-site should be considered to ensure that new trees have the opportunity to thrive and provide multiple benefits for people and nature.
- 5.12.3 The need to plant urban trees in cell system tree pits rather than planters is paramount for the following reasons:
- Root Development: Provides ample space for natural root growth.
 - Water Management: Efficiently manages water, reducing waterlogging.
 - Soil Quality: Better aeration and less compaction.
 - Structural Support: Offers stability, reducing the risk of toppling.
 - Sustainability: Mimics natural conditions for long-term health.

6.0 REPRESENTATIONS

- 6.1 Press notice published: 10/07/2024
- 6.2 Site notice published: 03/07/2024
- 6.3 Neighbours notified: 02/07/2024
- 6.4 No responses have been recorded as a result of the publicity.

7.0 ASSESSMENT

7.1 Appearance

- 7.1.1 In determining this application, the local planning authority must consider the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess, and section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.
- 7.1.2 Section 16 of the National Planning Policy Framework states that assets should be conserved in a manner appropriate to their significance and, when considering the impact of a proposed development, great weight should be given to the asset's conservation. Any harm to the significance of a heritage asset must be justified and the public benefits that it would bring about must outweigh the harm. This is reiterated in Policy DM26. Policy CS8 states that 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. CS8 supports proposals that conserve and enhance the significance of designated heritage assets and their setting, and that enhance the setting and views of heritage assets through appropriate design and layout of new development and design of public realm.
- 7.1.3 Policy DM26 supports proposals which sustain and enhance the significance of Blackpool's Listed Buildings including their setting. Great weight will be given to the conservation of those elements that contribute to the significance of the listed building including its setting. Policy DM27 states that proposals affecting the setting of a conservation areas, should preserve or enhance those elements that make a positive contribution to their special character or appearance including its setting. In circumstances where development would result in less than substantial harm to a heritage asset, that harm must be justified and there must be public benefits to outweigh that harm.
- 7.1.4 In terms of good design, the NPPF states that good design is a key aspect of sustainable development, creates better places in which to live and work and helps

make development acceptable to communities. Para 135 confirms that planning decisions should:

- ensure that developments will function well and add to the overall quality of the area over the lifetime of the development;
- be visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- be sympathetic to local character and history, including the surrounding built environment, and;
- maintain a strong sense of place to create attractive, welcoming and distinctive places to live, work and visit.

- 7.1.5 Policy CS7 requires new development in Blackpool to be well designed, and to enhance the character and appearance of the local area. DM17 expects all development to be high quality, and should enhance and respond to any positive character of the local area to create well designed, attractive and distinctive neighbourhoods in Blackpool.
- 7.1.6 The scale of the building has already been approved at five storeys with two distinct wings along the east and west of the site with a central podium at first floor level, which would contain tree planting and green infrastructure. The ground floor and top floor would be set back behind the main street facing elevations and active frontages would be provided along Leopold Grove and Adelaide Street.
- 7.1.7 The main entrance and drop off point would be on Adelaide Street which would serve both the hotel and the extended stay apart-hotel elements of the scheme, but an additional entrance on Leopold Grove would form the principal entrance for the apart-hotel. The design focus is therefore on these main frontages.
- 7.1.8 The supporting Design Statement states that the design of the building endeavours to respect the existing Conservation Area, townscape context and the setting of the Winter Gardens. In order to not compete with its heritage setting, the approach has been to create a building of contemporary style with lightweight materials which is inspired by its location rather than being a pastiche of its neighbours.
- 7.1.9 The building has been designed to reflect Blackpool's Art Deco heritage and includes clean lines, horizontal banding and geometric shapes. The façade would provide chamfered corner features on the junctions of Adelaide Street/Leopold Grove and Adelaide Street/Alfred Street, which would help the building turn the corner visually and assist with wayfinding. Various landscaped areas are proposed to help soften the building.
- 7.1.10 Much of the ground floor along Leopold Grove and Adelaide Street would be glazed to allow views in and out of the main public areas. Between the glazing would be verdigris green (akin to patinated copper) textured panels and grey-brown coloured brickwork clad columns. Two of the brickwork clad columns would be carried up to the top of the building façade to help emphasise and animate the entrance on Leopold Grove. The entrance on Adelaide would be set back and emphasised by the

gap between the two wings. Both entrances would be further defined by symmetrically stepped, Art Deco style cladding around the doorways.

- 7.1.11 The upper floors would have a horizontal façade of off-white painted metal panels, to correspond with the façade colours of the Winter Gardens and the Conference Centre. Behind the off-white 'bands' and between the windows would be darker beige and brown painted metal panels.
- 7.1.12 Planters around the site and at podium level would be in the verdigris green metal. Window and door frames would be dark grey but given the other colours proposed, and given the Art Deco design concept, a bronze frame may be more appropriate than a dark grey frame. No details have been provided regarding the materials to be used at plinth level but these details could be agreed by condition.
- 7.1.13 The elevations have strong horizontal emphasis which is not a common feature in Blackpool. Various amendments have been made to the elevations following Officer comments, and it is considered that on balance, subject to agreeing the materials, the appearance of the development would be acceptable.
- 7.1.14 The proposed plans indicate that there may be a plant area on the roof, screened by louvres but this would be set back from the closest elevation (Leopold Grove) by around 8.3m so would not be particularly visible. Condition 19 on the S73 application requires the submission and agreement of any externally located plant and so the details could be agreed at a later date.
- 7.1.15 High level signage is indicated on the Leopold Grove and Alfred Street elevations, but this would not be appropriate. However, signage on the plans is indicative and not included as part of this reserved matters application as signage would need to be considered separately under an Advertisement Consent application.
- 7.1.16 Historic England consider that the application meets the requirements of the NPPF and supports the application on heritage grounds. It is considered that the proposal is broadly in accordance with policies CS7 and DM17 in design terms. The development would preserve the special character and appearance of the Town Centre Conservation Area and would preserve and enhance the significance of the Winter Gardens and its setting in accordance with policies CS8, DM26 and DM27.

7.2 Landscaping

- 7.2.1 The previously approved Section 73 permission was exempt from the mandatory 10% net gain requirement, as the original outline planning permission was granted before 12 February 2024. However, Policy DM35 requires development proposals to provide net biodiversity gains through good design by incorporating biodiversity enhancements and habitat creation where opportunities exist. Given that the site is currently a car park with no landscaping or habitats, introducing any green infrastructure on the site would result in a gain for biodiversity. Nevertheless, efforts should be made to maximise the potential for multiple benefits from green infrastructure on the site, including climate change mitigation.

- 7.2.2 Para 135 of the NPPF confirms that planning decisions should ensure that development is visually attractive as a result of good architecture and effective landscaping. Para 136 confirms that trees make an important contribution to the character and quality of urban environments, and can also help mitigate and adapt to climate change. Planning decisions should ensure that opportunities are taken to incorporate trees in developments and that appropriate measures are in place to secure the long-term maintenance of newly-planted trees.
- 7.2.3 Policy CS6 requires all new development to incorporate new or enhance existing green infrastructure of an appropriate size, type and standard. Where on-site provision is not possible, financial contributions will be sought to make appropriate provision for green infrastructure. Policy CS7 requires new development to be well designed and to provide appropriate green infrastructure including green spaces, landscaping and quality public realm as an integral part of the development. CS11 requires planning contributions where appropriate, to ensure that there is necessary infrastructure to meet the needs of the development and to mitigate any damaging impact on the environment arising from the development.
- 7.2.4 Policy DM21 requires development to contribute towards green and blue infrastructure and requires a landscaped buffer of appropriate depth and length which prioritises native species, unless there are site specific constraints which indicate this requirement cannot be achieved. In such cases, the use of green walls and green roofs will be encouraged. Where appropriate, development should contribute towards tree planting in the town. DM21 goes on to state that financial contributions towards creating and enhancing green and blue infrastructure in Blackpool will be sought from all development where adequate on-site provision is not possible.
- 7.2.5 The Design and Access Statement to the previously approved S73 referred to the potential for a green/brown roof and a green roof was also referred to on the SuDS proforma, as part of the Drainage Strategy and is referred to as a benefit in the Ecology Note. There is no green roof in this reserved matters application and the agent has confirmed that through design evolution and a more detailed review, the provision of a green roof would present maintenance and operational challenges. Any development and any green infrastructure can pose maintenance and operational challenges and this is not considered sufficient justification for omitting a green roof. The agent has stated that there is no policy requirement for a green roof or any other reason to provide a green roof. However, DM21 encourages the use of a green roof where native species cannot be prioritised (see proposed species list in 7.5.6). The omission of a green roof without more robust justification than maintenance and operational challenges, is considered to be a retrograde step and weighs against the application in the planning balance.
- 7.2.6 The Council adopted the Greening Blackpool SPD in 2022 and that document supports the aims and objectives of the Councils Green and Blue Infrastructure Strategy and Tree Strategy, which seek to significantly increase the tree canopy cover in Blackpool. It has been agreed with the applicant that the tree planting

requirement will be calculated on the additional floorspace over and above that approved in the original outline application, which equates to a planting requirement of 26 trees.

- 7.2.7 The submission demonstrates that landscaping can be provided, but unusually, despite applying for the matter of landscaping, full landscaping specifications have not been submitted. The plans indicate that there would be 26 non-native trees in steel planters on the podium area, including 4 *Acer Palmatum* (Japanese Maple), 6 *Amelanchier Lamarcki* (Snowy Mespilus), 8 *Betula Utilis Jacquemontii* (West Himalayan Birch) and 8 *Cornus Kousa China Girl* (Chinese Dogwood). Other planting on the podiums include non-native ferns, perennial shrubs and grasses.
- 7.2.8 Given that none of the planting would be in the ground, details relating to drainage, irrigation, soil volume and maintenance requirements for these trees have been requested but the details are not currently available. This is a concern as without further details, it is unclear whether tree pits are to be used, whether they are large and deep enough to accommodate the trees root ball and allow space for root growth, whether the soil quality and composition would be appropriate and whether suitable irrigation and drainage can be provided to ensure the trees can grow and thrive. It is unclear therefore whether the trees would pose maintenance and operational challenges which would ultimately mean that the trees could not grow well and would have to be removed. Following the submission of this additional information, it may become apparent that the species selection proposed is not appropriate if appropriate soil volumes, drainage or irrigation cannot be provided.
- 7.2.9 However, a condition could be imposed requiring the submission of appropriate tree species that could thrive in the environment that would be provided, once those details are available, along with the tree planting specifications and maintenance plan, or that the applicant demonstrate how else they can meet their tree planting obligations under the Greening Blackpool SPD (or any future successor). Condition 9 on the S73 approval relates to off-site highway works and includes provision of tree planting so there would be a mechanism to secure street tree planting if necessary. The details of non-tree planting specifications and maintenance plan for the podium could be agreed by condition.
- 7.2.10 Planting is proposed along part of Alfred Street and in front of the entrance on Adelaide Street. Two small planters are proposed either side of the entrance on Leopold Grove. Again, most species proposed are non-native. The preference is that all landscaping should go in the ground rather than in planters, unless ground conditions are not suitable. This is so the plants have the best chance of survival and to provide other benefits such as surface water drainage. However, the landscaping is proposed in planters. Details regarding planter specification, irrigation, soil volume and maintenance details have been requested but are not yet available so would need to be agreed by condition along with a maintenance plan.
- 7.2.11 In terms of hard surfacing, condition 9 on the S73 permission requires the submission of a scheme of off-site highway works, including the surfacing of footpaths on all frontages and allows for street tree planting. It would be

appropriate for the surfacing which is outside of the Conference Centre, to be replicated around the hotel but that would be agreed through a legal agreement with the Highways Authority.

- 7.2.12 The hardworks plans suggests that stone paving in a segmented arch pattern (appears to be similar to the paving outside of the Conference Centre) would be used along Leopold Grove, but the surface would change to block paving along the Adelaide Street frontage. A footpath 'island' on Adelaide Street would be tarmac, as would two small sections on Alfred Street. The hardworks plans also indicate materials that would be used on the highway which is not appropriate as these details would be agreed under the legal agreement with the Highway Authority. In any case, the use of three different surfaces for pavements around the site is not appropriate, particularly in the Conservation Area, and a single surface should be used. Furthermore, the hardworks plan refers to hardwood planters to be used along Alfred Street, which conflicts with the elevation plans which indicate these planters would be painted metal. As such, should Committee be minded to approve the application, the hard surfacing plan should not be listed as an approved plan in the decision notice and the hard surfacing details should be agreed by condition alongside the legal agreement with the Highway Authority, to ensure a cohesive and high quality scheme.
- 7.2.13 Subject to the submission of further details to discharge conditions, it is considered that the scheme could provide good quality hard and soft landscaping which will preserve the special character and appearance of the Town Centre Conservation Area, provide benefits for biodiversity and climate change mitigation in accordance with policies CS6, CS7, CS8, DM21, DM26, DM27 and DM35.

7.3 General Considerations

- 7.3.1 The application has 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 (as amended).
- 7.3.7 Under Article 8 and Article 1 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. This application does not raise any specific human rights issues.
- 7.3.8 Through the assessment of this application, Blackpool Council as a public authority has had due regard to the Public Sector Equality Duty ("PSED") under s.149 of the Equality Act and the need to eliminate unlawful discrimination, advance equality of opportunity between people who share a protected characteristic and those who do not, and to foster or encourage good relations between people who share a protected characteristic and those who do not. The application is not considered to raise any inequality issues.

8.0 Sustainability and planning balance appraisal

- 8.1 Sustainability comprises economic, environmental and social components.
- 8.2 Economically the proposal would regenerate a prominent, vacant site on the edge of the Town Centre for good quality visitor accommodation and would therefore support the regeneration and improvement of Blackpool and support the ambitions of the town becoming a year-round leisure destination that appeals to a wider audience, including conference delegates which carries substantial weight in the planning balance. Some limited employment would be generated during construction and some local employment would be created through the operation of the hotel which also weighs in favour of the scheme.
- 8.3 Environmentally, the proposal is considered to be visually acceptable in its heritage setting. The site could be landscaped to deliver biodiversity benefits and climate change mitigation. Issues relating to drainage, access, traffic generation and environmental quality were addressed at outline stage and would continued to be addressed through the discharge of condition process.
- 8.4 Socially, the proposed hotel would have no greater impacts on residential amenity than the previous development on the site in terms of light and privacy. The redevelopment of the site for modern, good quality hotel accommodation would have wider social benefits through regeneration and employment opportunities. Likewise flood risk and highway safety were considered at outline stage.
- 8.5 In light of the above and subject to conditions, the proposal is considered to represent sustainable development.

9.0 FINANCIAL CONSIDERATIONS

- 9.1 The development would generate some business rates but this consideration carries no weight in the planning balance.

10.0 BLACKPOOL COUNCIL PLAN 2019-2024

- 10.1 The Council Plan sets out two priorities. The first is Communities: 'creating stronger communities and increasing resilience' and the second is The Economy 'the economy: maximising growth and opportunity across Blackpool'.
- 10.2 This application accords with Priority Two of the Plan as it would bring regeneration benefits and introduce a new, good quality hotel accommodation to the Town Centre, supporting the conference centre and improving the visitor experience and the appeal of the resort.

10.0 CONCLUSION

10.1 As set out above, the details provided in relation to the reserved matters of appearance and layout are considered to be acceptable, subject to further details to be agreed by condition. No other material planning considerations have been identified that would outweigh this assessment. On this basis, reserved matters approval should be granted.

11.0 RECOMMENDATION

11.1 Approve subject to the following conditions:

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

Reason: 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 and information:

Location plan recorded as received by the Council on

- General Arrangement Plan – Podium - 1115-ASRI-XX-01-DR-L-0001 Rev. P02
- Hardworks Plan – Podium – 1115-ASRI-XX-01-DR-L-1000 Rev. P03
- Softworks Plan – Podium – 1115-ASRI-XX-01-DR-L-2000 Rev. P04
- Softworks Plan – Groundfloor – 1115-ASRI-XX-XX-DR-L-2000 Rev. P07
- Church Street and Adelaide Street Elevations – 1727 A 110 001 Rev. P4
- Leopold Grove & Alfred Street Elevations – 1727 A 110 002 Rev. P4
- Section AA – 1727 A 120 001 Rev. P3
- Sections BB and CC – 1727 A 120 002 Rev. P2

The development shall thereafter be retained and maintained in accordance with these approved details.

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

- 3 The external materials to be used on the development hereby approved shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any above ground construction and the development shall thereafter proceed in full accordance with these approved details.

Reason: In the interests of the appearance of the site and the Town Centre Conservation Area and the setting of a Grade II* listed building, in accordance with Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and

Policy DM17, DM26 and DM27 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 4 The surfacing materials to be used in the development hereby approved shall be submitted to and agreed in writing by the Local Planning Authority prior to the laying down of any final surfacing and the development shall thereafter proceed in full accordance with these approved details.

Reason: In the interests of the appearance of the site and the Town Centre Conservation Area and the setting of a Grade II* listed building, in accordance with Policies CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM17, DM26 and DM27 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 5 (a) Prior to the commencement of any above ground construction, a tree planting and landscaping scheme for the podium planting areas shall be submitted to and agreed in writing by the Local Planning Authority. This scheme shall include a full planting schedule for trees and a range of other plants, prioritising native species where appropriate and include:

- plant species;
- initial plant sizes, numbers and densities;
- tree pit specification;
- planter specification;
- irrigation and drainage details;
- soil type and volume;
- maintenance plan including measures for replacement planting if necessary;

(b) The landscaping scheme and management plan agreed pursuant to part (a) of this condition shall be implemented in full and in full accordance with the approved details either prior to occupation or within the first planting season following first occupation; and

(c) Any trees or plants planted in accordance with this condition that are removed, uprooted, destroyed, die or become severely damaged or seriously diseased within 7 years of planting shall be replaced within the next planting season with trees or plants of similar size and species to those originally required, or in accordance with the maintenance plan, unless otherwise first submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure that the site is satisfactorily landscaped in the interests of visual amenity and in the interests of biodiversity and climate change mitigation, in accordance with Policies CS6, CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17, DM21, DM26, DM27 and DM35 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

6 Notwithstanding condition 4, should the landscaping scheme be unable to appropriately accommodate the full required provision of 26 trees:

(a) Prior to the commencement of any above ground works, either of the following shall be submitted to and agreed in writing by the Local Planning Authority:

- 1) details of how the tree planting obligation will be met, or;
- 2) a financial viability appraisal to demonstrate that the obligations would render the scheme financially unviable.

(b) Any scheme or details agreed pursuant to part (a)(i) of this condition shall be implemented in full and in full accordance with the approved details prior to the development being first brought into use or in accordance with a timetable to be submitted to and agreed in writing by the local planning authority.

Reason: To increase tree canopy cover in Blackpool to support biodiversity, in the interests of climate change mitigation and to provide environmental, economic and social benefits to residents, businesses, workers and visitors in accordance with Policies CS6, CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17, DM21, DM26, DM27 and DM35 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.

7 (a) Prior to the commencement of any above ground construction, a landscaping scheme for the ground floor planting areas shall be submitted to and agreed in writing by the Local Planning Authority. This scheme shall include a full planting schedule , prioritising native species where appropriate and include:

- plant species;
- initial plant sizes, numbers and densities;
- planter specification;
- irrigation and drainage details;
- soil type and volume;
- maintenance plan including measures for replacement planting if necessary;

(b) The landscaping scheme and management plan agreed pursuant to part (a) of this condition shall be implemented in full and in full accordance with the approved details either prior to occupation or within the first planting season following first occupation; and

(c) Any plants planted in accordance with this condition that are removed, uprooted, destroyed, die or become severely damaged or seriously diseased within 7 years of planting shall be replaced within the next planting season with plants of similar size and species to those originally required, or in accordance with the maintenance plan, unless otherwise first submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure that the site is satisfactorily landscaped in the interests of visual amenity and in the interests of biodiversity and climate change mitigation, in accordance with Policies CS6, CS7 and CS8 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM17, DM21, DM26, DM27 and DM35 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027 document.